

Government of the Republic of South Sudan



**South Sudan Development Plan  
2011-2013**

Realising freedom, equality, justice,  
peace and prosperity for all

Juba, August 2011

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## 0.1 Table of abbreviations and acronyms<sup>1</sup>

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AED	Academy for Educational Development
AES	Alternative Education System
AES	Alternative Education System/Accelerated Learning Programme
AfDB	African Development Bank
AIR	Apparent Intake Rate
ALP	Accelerated Learning Programme
ANC	Ante-Natal Clinic
ARV	Anti-Retroviral
ART	Anti-Retroviral Therapy
AU	African Union
BCC	Behaviour Change Communication
BCG	Bacille Calmette-Guérin
BoSS	Bank of South[ern] Sudan
BPPA	Bulk Power Purchase Agreement
BSF	Basic Services Fund
BSWG	Budget Sector Working Group
CBS	Central Bank of Sudan
CES	Central Equatoria State
CES	County Education Centre
CFSAN	Crop and Food Supply Assessment
CGS	Community Girls School
CHH	Child-Headed Household
CLFQ	Census and Long Form Questionnaire
CLMIS	Crop and Livestock Market Information System
CLTS	Community-Led Total Sanitation
CoM	Council of Ministers
COMESA	Community of Eastern and Southern Africa
CPA	Comprehensive Peace Agreement
CPI	Consumer Price Index
CP-S	Conflict Prevention and Security
CSC	Civil Service Commission
CSSAC	Community Security and Small Arms Control
DBST	Double-Bitumen Surface Treatment
DDR	Disarmament, Demobilisation and Reintegration
DG	Director- General
DP	Development Partner
DPT	Diphtheria-Polio-Tetanus
DPTS	Development Plan Technical Secretariat
DTIS	Diagnostic Trade Integration Study
EAC	East African Community
EC	European Commission
ECD	Early Childhood Development
EE	Eastern Equatoria
EES	Eastern Equatoria State
EIA	Environmental Impact Assessment/Administration/Energy Information Assessment
EITI	Extractive Industries Transparency Initiative
EJC	Employee Justice Chamber

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<sup>1</sup> Many government institutions change their names at independence on 9 July 2011. Institutions that existed under CPA are 'Southern Sudan'; those after independence are 'South Sudan'.

EMIS	Education Management Information System
ERDF	European Regional Development Fund
ESIA	Environmental Sensitivity Impact Assessment
ESI	Estimated Sustainable Income
ESSP	Education Sector Strategic Plan
EU	European Union
EWS	Early Warning System
FAO	Food and Agricultural Organisation
FDI	Foreign Direct Investment
FHH	Female Headed Household
FMIS	Financial Management Information System
FS	Food Security
FSTS	Food Security Technical Secretariat
FY	Fiscal Year
GATC	Government Accountancy Training Centre
GBV	Gender- Based Violence
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GF	Governance Forum
GIS	Geographic Information System
GIZIS	Gesellschaft für Internationale Zusammenarbeit (German international assistance)
GoNU	Government of National Unity
GoSS	Government of South[ern] Sudan
GTZ	Gesellschaft für Technische Zusammenarbeit (German technical assistance)
HBC	Home- Based Care
HE	Higher Education
HEAT	Hydrocarbon Economic Analysis Tool
HIPC	Highly Indebted Poor Country
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immuno-Deficiency Syndrome
HMIS	Health Management Information System
HPF	High-Level Partnership Forum
HQ	Headquarters
HSDP	Health Sector Development Plan
ICAO	International Civil Aviation Organisation
ICRC	International Committee of the Red Cross
ICT	Information and Communications Technology
IDP	Internally Displaced Person
IDPBSB	International Dialogue on Peace- Building and State- Building
IEC	Information, Education and Communication
IFC	International Finance Corporation
IGA	Income- Generating Activities
IGAD	Inter-Governmental Agency for Development
IMAC	Inter-Ministerial Appraisal Committee
IMF	International Monetary Fund
INTOSAI	International Organisation of Supreme Audit Institutions
IOM	International Organisation for Migration
IT	Information Technology
ITU	International Telecommunications Union
JAM	Joint Assessment Mission
JICA	Japan International Cooperation Agency
JOC	Joint Operations Command

JoSS	Judiciary of South[ern] Sudan
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
LAN	Local Area Network
LG	Local Government
LGB	Local Government Board
LRA	Lord's Resistance Army
MMC	Macroeconomic Management Committee
M&E	Monitoring and Evaluation
MAF	Ministry of Agriculture and Forestry
MARF	Ministry of Animal Resources and Fisheries
MCI	Ministry of Commerce and Industry
MCRD	Ministry of Cooperatives and Rural Development
MDG	Millennium Development Goal
MDI	Management Development Institute
MDTF	Multi-Donor Trust Fund
MEM	Ministry of Energy and Mining
MHADMN	Ministry of Humanitarian Affairs and Disaster Management
MHH	Male-Headed Households
MHPP	Ministry of Housing and Physical Planning
MIA	Ministry of Internal Affairs
MI	Ministry of Information
MIS	Management Information Systems
MLPS&HRD	Ministry for Labour, Public Service and Human Resource Development
MoAF	Ministry of Agriculture and Forestry
MoC	Ministry of Commerce
MoCA	Ministry of Cabinet Affairs
MoCRD	Ministry of Cooperatives and Rural Development
MoD	Ministry of Defence
MoE	Ministry of Education
MoFA	Ministry of Foreign Affairs
MoFEP	Ministry of Finance and Economic Planning
MoGCSW	Ministry of Gender, Child and Social Welfare
MoH	Ministry of Health
MoHERST	Ministry of Higher Education, Research, Science and Technology
MoHRD	Ministry of Human Resource Development
Mol	Ministry of Investment/Ministry of the Interior
MoLACD	Ministry of Legal Affairs and Constitutional Development
MoLPS	Ministry of Labour and Public Service
MoPA	Ministry of Parliamentary Affairs
MoPCPAI	Ministry of Peace-building and CPA Implementation
MoRC	Ministry of Regional Cooperation
MoYSR	Ministry of Youth, Sports and Recreation
MP	Member of Parliament
MPMWG	Macro-economic Policy and Management Working Group
MRC	Ministry of Regional Cooperation
MSME	Micro, Small and Medium Enterprise
MSWG	Macro-economic Statistics Working Group
MTBF	Medium Term Budget Framework
MTCDs	Medium- Term Capacity Development Strategy
MTEF	Medium- Term Expenditure Framework
MTEFF	Medium- Term Fiscal Framework



MTPS	Ministry of Telecommunications and Postal Services
MTR	Ministry of Transport and Roads
MWCT	Ministry of Wildlife Conservation and Tourism
MWRI	Ministry of Water Resources and Irrigation
NALEP	National Agricultural and Livestock Extension Policy
NATO	North Atlantic Treaty Organisation
NBHS	National Baseline Household Survey
NBS	Northern Bahr el Ghazal State
NCRC	National Constitutional Review Commission
NER	Net Enrolment Rate
NGO	Non-Governmental Organisation
NIR	Net Intake Rate
NIS	National Intelligence Service
NNGO	National Non-Governmental Organisation
NP	National Publications
NPC	National Petroleum Commission
NSA	National Security Architecture
NSC	National Security Council
NTC	National Training Centres
NTD	Neglected Tropical Diseases
O&M	Operations and Maintenance
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OoP	Office of the President
OoNSA	Office of the National Security Advisor
OPV	Oral Polio Vaccine
ORS	Oral Rehydration Salts
ORSA	Oil Revenue Stabilisation Account
PA	Protected Area
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PFMA	Public Financial Management Act
PGC	Public Grievances Chamber
PIU	Project Implementation Unit
PMTCT	Prevention of Mother to Child Transmission (of HIV)
PPP	Public-Private Partnership
PPP	Purchasing Power Parity
PRS	Poverty Reduction Strategy
PSA	Profit-Sharing Agreement
PSD	Private Sector Development
QGDF	Quarterly Government-Donor Forum
QSC	Quantified Supervisory Checklist
ROSCA	Rotating Savings and Credit Association
RWSS	Rural Water Supply and Sanitation
SACCOS	Savings and Credit Cooperative Societies
SBI	Sustainable Budget Index
SCBI	Statistical Capacity-Building Indicator
SDG	Sudanese pound
SHHS	Sudan Household Health Survey
SIFSIA	Sudan Integrated Food Security Information for Action
SIPRI	Stockholm International Peace Research Institute

SME	Small or Medium Enterprise
SMoE	State Ministry of Education
SMoH	State Ministry of Health
SMoSD	State Ministry of Social Development
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SPRC	Sudan Peace and Reconciliation Commission
SRF	Sudan Recovery Fund
SS	South[ern] Sudan
SSA	Sub-Saharan Africa
SSAC	South[ern] Sudan Audit Chamber, South[ern] Sudan Aids Commission
SSACC	South[ern] Sudan Anti-Corruption Commission
SSBF	South[ern] Sudan Business Forum
SSCCIA	South[ern] Sudan Chamber of Commerce, Industry and Agriculture
SSCCSE	South[ern] Sudan Centre for Census, Statistics and Evaluation
SSCCSSE	South[ern] Sudan Centre for Census, Statistics and Evaluation
SSDA	South[ern] Sudan Demining Authority
SSDDRC	South[ern] Sudan DDR Commission
SSDP	South[ern] Sudan Development Plan
SSEC	South[ern] Sudan Electricity Corporation
SSFFAMC	South[ern] Sudan Fiscal and Financial Allocation and Monitoring Commission
SSHRC	South[ern] Sudan Human Rights Commission
SSLA	South[ern] Sudan Legislative Assembly
SSLC	South[ern] Sudan Land Commission
SSLRC	South[ern] Sudan Law Review Commission
SSPC	South[ern] Sudan Peace Commission
SSPS	South[ern] Sudan Police Service
SSRRC	South[ern] Sudan Relief and Rehabilitation Commission
SSR	Security Sector Reform
SST	Security Sector Transformation
SSR&TV	South[ern] Sudan Radio and Television
SSRDF	South[ern] Sudan Reconstruction and Development Fund
SSUWC	South[ern] Sudan Urban Water Corporation
STI	Sexually Transmitted Infections
SUNPRILO	SPLM Upper Nile Peace and Reconciliation Interim Liaison Office
SWAP	Sector-Wide Approach
SWIFT	Society for Worldwide Inter-bank Financial Telecommunication
TA	Technical Assistance
TNA	Training Needs Assessments
TOR	Terms of Reference
ToT	Training of Trainers
TTI	Teacher Training Institute
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMIS	United Nations Mission in Sudan
UNOCHA	UN Office for Coordination of Humanitarian Affairs
UNS	Upper Nile State
UPE	Universal Primary Education

UPU	Universal Postal Union
US	Under-Secretary and United States
USD	US Dollar
USE	Universal Secondary Education
VAT	Value Added Tax
VCT	Voluntary Counselling and Testing
VTC	Vocational Training Centre
WASH	Water, Sanitation and Hygiene
WB	World Bank
WBS	Western Bahr el Ghazal State
WDI	World Development Indicators
WDWO	War- Disabled, Widows and Orphans
WDWOC	War- Disabled, Widows and Orphans Commission
WES	Western Equatoria State
WFP	World Food Programme
WHO	World Health Organisation
WITS	World Integrated Trade Solution
WS	Warrap State
WTO	World Trade Organisation
YVS	Youth Volunteer Service

It is with great pleasure that I introduce the first comprehensive plan for the Republic of South Sudan. The South Sudan Development Plan (SSDP) represents our aspirations as a new nation, following a long struggle for the freedom of the people of South Sudan. It provides a roadmap for our future, setting out our priorities and the actions necessary to achieve rapid, inclusive and sustainable development.

Since the signing of the Comprehensive Peace Agreement in 2005, the Government of Southern Sudan has made a number of significant achievements, not least the maintenance of relative peace and security and the establishment of the essential institutions of government at the central and state levels. However, the challenges that face us as a government have only just begun and we must plan now to ensure a prosperous future. As such, the focus of SSDP is on building the strong institutions required to promote a transparent and accountable state and improving capacity at all levels of government. The plan also emphasises the importance of promoting private sector-led economic growth and the delivery of basic services in reducing the incidence of poverty among the population. However, it also recognises that these actions can only be successful in the long run by maintaining relative peace and security for our population throughout South Sudan.

Our development partners have provided significant support to South Sudan during the interim period. External aid will continue to play an important role throughout the implementation stage of SSDP and it is therefore crucial that the government and development partners work harder than ever to improve aid effectiveness across all sectors to secure maximum dividends for people of South Sudan. It is my sincere hope that SSDP will be successful in providing a framework for the government and our development partners to build upon what we have achieved so far. However, I wish to stress that good intentions alone are not enough to ensure the successful implementation of the plan. We must work together to combine the comparative strengths of the public and private sectors, communities and individual citizens in order to realise what the Plan was envisaged to achieve.

Lastly, I wish to convey my sincere appreciation to those who have devoted their energies and resources in producing this Plan. In particular, I wish to thank the staff of the Ministry of Finance and Economic Planning for coordinating the process under challenging circumstances, to all the government agencies that participated in the process and to all of our development partners for their steadfast support in making SSDP a reality.

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### 0.3 Acknowledgments

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This plan represents a whole-of-government effort to produce a national development plan in the short period between the outcome of the National Referendum in January 2011 and Independence in July 2011. The Ministry of Finance and Economic Planning has provided overall direction, and the working groups represented all the agencies of the executive branch of Government as well as the Southern Sudan Legislative Assembly (SSLA). However, members of the working groups on context, pillar, sector and cross-cutting issues took on extraordinary workloads beyond their regular responsibilities and in addition to the intense preparations for independence. The Secretary-General of GoSS undertook a leadership role in moving the governance pillar forward, as well as providing oversight of the entire process. The Under-Secretaries of Forestry and Health as well as the Deputy Chief of Staff, Sudan People's Liberation Army (SPLA) also undertook the heavy responsibility of leading the pillars on economic functions, human and social development and conflict prevention and security respectively.

Ministers of finance of all ten states and executives of all counties prepared for regional consultations that were hosted by the Ministers of Finance of Western Bahr el Ghazal State (WBS), Unity State (US) and Central Equatoria State (WES). State governors and finance ministers actively participated in the National Conference held in Juba 19-20 May 2011, as did the Bank of Southern Sudan (BSS).

We also thank the international partners who served as co-chairs of the working groups. These are the African Development Bank (AfDB); the UK Department for International Development (DFID); the Joint Donor Team, Norway, United Nations; the United States Agency for International Development (USAID), and the World Bank. Also, the many international partners who provided inputs and assistance to the working groups, as well as comments on the first draft of the document.

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## 0.4 Executive summary

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The South Sudan Development Plan (SSDP) 2011-13 is the nation's response to core development and state-building challenges during the first three years of independence. It is based upon the theme of 'Realising freedom, equality, justice, peace and prosperity for all'. The plan identifies key development objectives for the new Republic of South Sudan and outlines priority programmes for achieving these objectives. It builds on the country's strengths and opportunities, including abundant natural resources and an energetic and hard-working people, to address the challenges of establishing the new state, tackling poverty, low social indicators and the need to build sustainable peace and security for all citizens. It is rooted in a careful analysis of three key aspects of the South Sudan context – conflict, poverty and the macroeconomy.

Guided by an inter-ministerial planning committee, the priorities and related programmes were identified and prepared collaboratively by four groups of related ministries and agencies – governance, economic development, social and human development and conflict prevention and security. The work of the four groups was complemented with inputs from the state and local governments.

### 0.4.1 Context: conflict, poverty and economic vulnerability

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The starting point for SSDP is the need to address the key nation-building, state-building and peace-building objectives of a new nation recovering from conflict and wishing to move onto a fast-track development path. Insecurity was highlighted in consultations as a continuing concern and has numerous causes, including clashes between communities over cattle and access to grazing land; breakdown of cultural values and norms; the availability of arms, and lack of economic opportunities. The consequences of insecurity include large numbers of displaced persons, continuing food insecurity, disruption to social services and increased poverty.

South Sudan is a poor region, despite its abundant natural resources, largely due to protracted conflict. Fifty-one percent of South Sudanese are poor (55% in rural areas and 24% in urban areas). Eighty percent of poor households depend on agriculture for their livelihood. Education and health indicators are among the lowest in the world, reflecting the impact of protracted conflict and limited provision of social services. Only 27% of the adult population is literate, compared with 87% in Kenya, and less than half of all primary school-age children are in school (51% of boys and 37% of girls). The infant mortality rate in South Sudan in 2006 was 102 per 1,000 live births, while the maternal mortality rate was 2,054 per 100,000 live births, the highest in the world (rates for neighbouring Kenya and Uganda were 530 and 430 respectively).

Most South Sudanese are engaged in agriculture and grazing activities, and oil and the public sector dominate the formal economy. Unemployment and underemployment are very high with little formal sector employment. Oil provides 98% of public sector revenue and almost all foreign exchange earnings, thus making the South Sudanese economy extremely vulnerable to changes in oil prices and oil production levels. Furthermore, oil production has peaked and is projected to decline sharply over the next ten years. While this oil production provides much-needed revenue, the extreme dependence on oil creates a major challenge for macroeconomic and fiscal management and the pending sharp decline in oil income exacerbates this situation. Fiscal sustainability and stable public expenditures are the cornerstones of macroeconomic stability. SSDP promotes efforts to diversify the economy, develop other sources of public revenue and expand employment and livelihood opportunities. A core component of this growth will be building the Government's non-oil revenues in the coming period.

### 0.4.2 The development challenge

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During the first years of independence, South Sudan will focus on state and nation building, deepening peace-building, preventing conflict, improving security and bringing about a process of rapid economic development to reduce poverty. These are mutually reinforcing and are the focus of SSDP.

Poverty reduction requires a particular focus on rural transformation and the delivery of essential social services. Rural development especially will be crucial for improving livelihoods and food security, and

expanding employment opportunities for the very large numbers of poor living in towns and rural communities throughout South Sudan. It will require continued improvements in transport infrastructure, increased agricultural and livestock production, clarification of issues pertaining to land, as well as improved access to markets, inputs, finance and extension services. Measures that promote rural development also serve to diversify the economy. Second, actions to improve key basic social services, such as health, education and water and sanitation, also address poverty by increasing well-being and labour productivity.

Improved security and sustained peace will improve people’s well-being directly, while underpinning efforts to reduce poverty. Security clearly matters for the business environment and the confidence that is important to local and international investors. Clarifying issues pertaining to grazing rights and land are important for avoiding further conflict and part of the foundation for much-needed rural development.

The new nation must consolidate the institutional and governance mechanisms developed during the CPA interim period. Good governance, including transparency and accountability, builds confidence, stability and the credibility of government. Ensuring macroeconomic and fiscal stability is one key aspect of this.

### 0.4.3 Development objectives

**Overall SSDP objective:** To ensure that by 2014 South Sudan is a united and peaceful new nation, building strong foundations for good governance, economic prosperity and enhanced quality of life for all.

Efforts to achieve this are broken into four core building blocks for SSDP in this period:

- Improving governance;
- Achieving rapid rural transformation to improve livelihoods and expand employment opportunities;
- Improving and expanding education and health services; and
- Deepening peace building and improving security.

These four core building blocks are mutually reinforcing and interdependent. Success with one will help others succeed while failure in one will limit progress with others. Improved security will be critical for achieving renewed economic growth and for extending social service. Similarly, improvements in road transport infrastructure are important for generating agricultural growth and for the provision of basic social services. Improvements in health and education are important for productivity enhancement and participatory economic growth. Security is important for human well-being, investor confidence and the cost of doing business.

Top priority in implementation of SSDP will be given to: (a) peace-building and actions that enhances security, (b) improving and expanding social services, and (c) rural development built on infrastructure expansion. These are the priorities most consistently highlighted in consultations with the states and they directly and sustainably improve the lives of people throughout South Sudan. The core targets and development outcome objectives that relate to these top priorities are set out in the table below.

Table 1: Core targets and development outcome objectives of SSDP priorities

Outcome objective	Indicator	2013 target
<b>Peace-building and security promotion</b>		
Establishment of effective and affordable Disarmament, Demobilisation and Reintegration (DDR) programme to support transformation strategies for all organised forces (Sudan People’s Liberation Army (SPLA), South Sudan Police Service (SSPS), prisons, fire brigade and wildlife forces) and to provide ex-	Number of organised force personnel disarmed, demobilised and reintegrated <b>(Baseline:</b> 11,130 special needs groups from SPLA disarmed and demobilised as at 25 February 2011, of which 10,760 were counselled and 8,523 were at various stages of reintegration. Service delivery timelines for DDR have varied widely and have not	DDR completed for 30,000 ex-combatants.

combatants and host communities with a sustainable future, including the reintegration of women and children.	provided ex-combatants with a predictable process).	
South Sudan has essential legal framework befitting an independent country.	Number of Ministry of Legal Affairs and Constitutional Development (MoLACD) draft legal documents submitted to the Council of Ministers (CoM). (37 laws in force, transitional constitution drafting underway).	60.
Access to justice and respect for human rights across South Sudan enhanced.	Number of functional legal affairs offices at the county level. (32 county legal affairs offices established).	79.
Communities secure and threat posed by small arms reduced.	Implement community security approach in all ten states. (County consultations conducted in 70% of counties; Conflict-sensitive development projects implemented in 25% of counties).	50%.
Increase the capacity of South Sudan Legislative Assembly (SSLA) to effectively and efficiently carry out its oversight function through review of the laws passed and increase the numbers of laws passed annually.	Number of bills submitted to SSLA, debated, and enacted into laws. <b>Baseline:</b> 12 laws passed in 2010.	18.
<b>Rural development</b>		
To increase crop production and land/vegetation cover.	Sustained increase in cereal crop production, and overall production increase of other major food crops. ( <b>Baseline</b> 2010: estimated traditional sector cereal production was 0.695 million Mt - last five years average was 0.744 million Mt).	Cereal production above 1.0 million Mt per year.
Improved interstate, trunk and feeder roads routinely maintained on sustainable basis and roads safety to enhance economic growth.	Length of asphalted trunk road network under construction/completed. <b>Baseline:</b> 0 km.	752 km.
	Length of constructed engineered roads. <b>Baseline:</b> 363 km of interstate and feeder roads constructed to engineered roads standard in 2010.	2000km.
<b>Improved and expanded social services</b>		
Reduce maternal, infant and child mortality.	Percent of population with access to healthcare. <b>Baseline:</b> 13%.	40%.
Provide qualified teachers, academic staff and a relevant curriculum for general education.	Teacher: pupil ratio. <b>Baseline:</b> Qualified Primary 1:111 (26,658 teachers).	Qualified primary 1:50 (50,060 teachers).
	Qualified secondary 1:24.	Qualified secondary 1:16.



By 2013 South Sudan is on track to achieve universal access and completion of free primary education and has expanded equitable access to post-primary education.	Gross Enrolment Rate (GER). <b>Baseline:</b> Total: 78%; Boys: 88%; Girls: 61%.	92%.
	Net Enrolment Rate (NET). <b>Baseline:</b> Total: 46%; Boys: 53%; Girls: 39%...	65%.

Planned activities are designed to help reduce poverty and to ameliorate rather than exacerbate pressures for conflict. It is vital that initiatives make a difference to people’s lives in all parts of South Sudan to ensure widespread participation in the benefits of development. Meanwhile, the commitment to macroeconomic stability built upon a stable and sustainable fiscal policy underpins these development efforts.

#### 0.4.4 Governance – institutional strengthening and improving transparency and accountability

**Objective:** 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.

As South Sudan emerges as a new nation, establishing good governance practices supported by legislation and improving capacity will be critical for credibility and for the effectiveness of overall development efforts in the medium to longer term. The Government is committed to ensuring an independent and effective legislature which is able to hold the Executive to account, and an independent judiciary to uphold the rule of law and protect the rights of citizens. Sound governance reduces the potential for corruption and lessens the risk that scarce public resources become diverted from their intended purpose. Building-wide ranging good governance does however take time.

During the SSDP period, the focus will be on establishing and strengthening the basic principles of accountability, transparency, integrity, inclusion and professionalism as applied to the operation of government systems and administration. To this end, the priority programmes address constraints and weaknesses in public administration and the capabilities of oversight institutions. In future plans, this will be broadened to include private sector aspects of good governance and strengthening the involvement of civil society therein.

- **Inclusion.** The Government will focus on addressing potential conflicts and challenges by being as open and inclusive as possible. The drafting process for the new permanent constitution and the constitutional conference will both have broad participation from across the country. There will be a balanced inclusion of diverse groups in government leadership and in the civil service, and gender diversity will be ensured in government institutions and public decision-making.
- **Accountability.** The Southern Sudan Audit Chamber (SSAC) is being strengthened, timely audit processes established, and reports will be forwarded to parliament and released publicly. Furthermore, actions to strengthen the capacity of parliament in its oversight function will continue.
- **Transparency.** The Southern Sudan Centre for Census, Statistics and Evaluation (SSCCSE) will play an increasingly important role in collecting and disseminating information. Public disclosure of audit reports and budget execution reports also add transparency.
- **Civil service development.** The civil service recruitment system is being revised to ensure that it fully meets government needs, and a performance management system is being introduced. Meanwhile vigorous training efforts will continue.
- **Financial management.** In order to ensure the efficient and effective use of scarce public resources, the Government is in the process of implementing a number of significant measures that will strengthen Public Financial Management. These include: (a) passing of the Public Financial Management Act (PFMA), Procurement Law, Audit Act and Central Bank Act, which are in the process of being submitted to SSLA; (b) undertaking a Public Expenditure and Financial

Accountability (PEFA) assessment; (c) strengthening expenditure monitoring and management systems for the release of funds: and (d) rolling out the Financial Management Information System (FMIS) to the states. As the mandated fiscal agency for government, the Ministry of Finance and Economic Planning (MoFEP) will also provide fiscal oversight for the oil sector.

- **Inter-government coordination.** Clarifying the separation of functions between the various levels of government, linking the allocation of resources to functional responsibilities and monitoring results. Procedural and administrative improvements to the workings of cabinet affairs and the Office of the President (OoP) will impact positively on government decision-making processes.

#### 0.4.5 Economic development – rural development supported by infrastructure improvements

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**Objective:** Diversified private sector-led economic growth and sustainable development which improves livelihoods and reduces poverty.

Sustained economic growth and development which is led by a vibrant private sector will be crucial for South Sudan's future prosperity and for mitigating the potential for future conflict. For growth to be pro-poor it must be both diversified and equitable. The initial emphasis will be on using our oil wealth to drive rural economic recovery and development, as envisioned by Dr John Garang. This will enable the poor to participate in and to benefit from the growth process. It is vital that the economy diversify to create the much needed employment and livelihood opportunities. Employment generation and improved livelihoods (especially for ex-combatants and young men and women) is not only important for poverty reduction, but is central to maintaining peace and security.

South Sudan is endowed with abundant natural resources including a large amount of fertile rain-fed agricultural land, land that is potentially irrigable, aquatic and forest resources as well as mineral resources. Given these natural resources; a youthful but low capacity labour force, and the current low productivity and investment levels, the greatest potential for initial new growth is likely to be from the small-scale private, predominantly family, agriculture and livestock sectors. A core target for economic development is to sharply increase food security by lifting cereal production from 0.7 million Mt per year to 1.0 million Mt and meat, milk and fish production similarly.

An integrated set of mutually reinforcing initiatives is planned and being implemented to remove impediments and achieve the economic development objective by initially focusing on renewed rural development and diversifying into broader private sector development. These are:

- **Extending and upgrading transport infrastructure, especially roads.** This is critical to connect farmers to markets and includes plans to asphalt 700km of trunk roads and 1000km linking major towns; expand the feeder road network, and strengthen maintenance for all roads.
- **Clarifying issues pertaining to land to ensure access and tenure.** A revised Land Act is being prepared to create an appropriate policy environment for peace, successful conflict resolution and private investment especially in agriculture and natural resources but also in urbanisation. During the SSDP period, implementing regulations will also be drafted and pilot-tested to clarify and define the roles and responsibilities of land governance in rural areas. Access to land for returnees is to be secured to lessen related pressure for conflict and help rural growth. Returnees and former combatants, and women and young people, must have access to land in order to participate in this renewed rural growth.
- **Improving access to extension and veterinary services, basic farming tools and inputs, and markets.** An integrated extension system is being jointly developed by GoSS and states, together with the continued provision of basic agricultural tools and access to input for all, including women, returnees and former combatants.

- **Ensuring that there is a stable, transparent and supportive policy and regulatory environment for private sector development.** *Doing Business in Juba 2011*<sup>2</sup> provides a baseline for several business environment indicators. The Ministry of Investment (MoI) and the Ministry of Commerce and Industry (MCI) are leading the development and implementation of actions to address key constraints to rapid private sector development. A one-stop investment shop is being established and key laws are already drafted (e.g. Companies Bill, Insolvency Bill, Insurance Bill, Microfinance Institutions Bill, Competition Bill and Import and Export Regulation Bill), will be enacted and implementation systems established.
- **Deepening and broadening financial services.** Strengthening governance and the rule of law, establishing new laws regarding the business environment and land, and resolving key issues regarding securitisation will all facilitate the extension of financial services.

Water and sanitation services and electrification will also receive priority attention due to their impact on poverty, growth and human well-being. Both will receive resources to continue expanding access to these basic services and to strengthen operations and maintenance.

In keeping with the Government's commitment to environmental sustainability, the implementing capacity of environmental regulators is being strengthened. By the end of the SSDP period, 50% of large-scale investment proposals will be subject to environmental screening.

Finally, while much of the economic development effort will focus on diversifying the economy, ensuring that the oil sector is well-managed will also be important as oil production will remain the dominant source of government revenue and foreign exchange over the plan period and indeed for the next decade. Until independence, the oil sector was entirely managed from Khartoum, leaving South Sudan with limited experience and capacity to take on this critical role. An urgent effort is under way with international assistance to strengthen capacity in the Ministry of Energy and Mines (MEM) to manage the oil sector, from exploration and licensing agreements, to monitoring production and compliance with safety and environmental standards, and marketing.

#### 0.4.6 Social and human development – investing in people

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**Objective:** To promote the well-being and dignity of all the people of South Sudan by progressively accelerating universal access to basic social services.

Social and human development responds both to national and personal needs. The unmet need for effective primary health services is very high as indicated by South Sudan's low social indicators. Education is sought and needed by all, is required for economic development, and contributes in the long run to promoting and developing a strong civil society. For the most vulnerable and at risk in society, the Government proposes to examine closely the potential for a number of innovative social protection measures, including a child benefit cash transfer and expanded access for vulnerable families to community-based services. A youth programme is prioritised to provide for 'payam'-level youth corps dedicated to local development and nation-building among the generation most likely to become disillusioned by the few benefits that a small emerging private sector can yet offer.

**Expanding access to basic social services:** A major thrust of activity under social and human development is aimed at expanding access to social services.

In health, the Government, working with other care providers, will increase equitably access to quality basic health services throughout the country. Core health sector objectives include quickly reducing maternal and infant mortality rates. Activities will include rehabilitation and equipping current service delivery facilities, including two tertiary hospitals, three secondary hospitals, 17 county hospitals and 50 'payam' health centres; and constructing and equipping new service delivery facilities, including one tertiary hospital, one secondary hospital, 30 county hospitals and 237 'payam' health centres. Activities will also focus on

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<sup>2</sup> *Doing Business in Juba*. 2011. The International Bank for Reconstruction and Development (The World Bank).

strengthening human resources in the sector through a comprehensive training programme for health professionals. There will also be measures to improve the pharmaceutical and medical equipment supply chains.

In education, measures are aimed at ensuring equitable participation in a rapidly expanding and quality education system. Specific education objectives include increasing the Net Enrolment Rate (NET) for primary schools from 46% to 63%, doubling NET for high schools from 4% to 8%, and reducing the qualified teacher to student ratio from 1:117 to 1:50. Key actions include: (a) accelerating intensive teacher training for 10,000 teachers, (b) accelerating the capital investment programme to construct and rehabilitate 4,000 classrooms, and (c) developing and implementing policies for retaining girls in school including school feeding, upgrading of facilities and expansion of community and secondary schools for girls. From a quality perspective, activities will also focus on strengthening the motivation and professional development of teachers, disseminating the national primary and secondary curriculum, and providing 5.6 million textbooks.

Particular priority is to be given to address the needs of deprived and vulnerable groups. For example, healthcare efforts will target women (for example in the key area of maternal mortality), and there will be a special focus on girls' education within programmes to increase school enrolment. Many of the actions are mutually reinforcing. For example, healthier children are more effective learners, and there is a positive relationship between the level of education achieved, especially by girls, and health status within the family.

Health and education needs will continue greatly to exceed available service delivery capacity and public resources, especially with continued population growth and a large returning population from the North. This means that innovative approaches will be required to meet pressing social and human development needs as quickly and cost effectively as possible. Alternative forms of service delivery will be explored, including through partnering with Non-Governmental Organisations (NGOs) and private sector providers where they are able to provide quality services more cost-effectively. In these instances, the Government will focus on providing oversight and regulation to ensure that quality standards in service provision are maintained.

#### 0.4.7 Conflict prevention and security – deepening peace and improving security

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**Objective:** To defend the sovereignty and territorial integrity of South Sudan, prevent the resurgence of conflict and uphold the constitution by providing equitable access to justice and maintaining law and order through institutions which are transparent, accountable and respect human rights and fundamental freedoms.

Conflict prevention and security presents a dilemma. The costs of ensuring national security claims a large portion of the national budget, crowding out expenditures for economic and social development. But State and local governments actively seek more, rather than less, security as the essential basis for all other investments and programmes in governance, economic development and human and social development.

Efforts to increase security and deepen peace-building will focus on solidifying a lasting peace with neighbours and overcoming persistent and deep-rooted internal sources of conflict through comprehensive national and local peace dialogue and reconciliation programmes. Specifically, there will be a comprehensive national programme to transform the uniformed security services; one which addresses demobilisation needs holistically, including Disarmament, Demobilisation and Reintegration (DDR), and provides security and dignity to all ex-combatants. The target is to have completed DDR for almost 78,000 ex-combatants by the end of this plan period. A new civilian-led National Security Architecture (NSA) will (a) transfer local security from military to a civilian police force, and (b) transform SPLA into a smaller, modern and more efficient force.

Improving access to justice and ensuring a well-functioning criminal justice system are intrinsically linked to peace-building and providing alternative options to redress disputes without recourse to conflict. There will be a strengthened criminal justice system that treats the human rights of every individual correctly while applying the legal framework to justice for all. Police community relations committees will be established at

county level and community security approaches will be introduced in all ten states. Furthermore, conflict mediation and reconciliation systems will be further development.

The Government will seek to ensure that all initiatives under SSDP are designed to be conflict-sensitive so that development activities do not do harm albeit unwittingly.

#### 0.4.8 Cross-cutting issues

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Seven cross-cutting issues have been identified as important: environment, gender equality, youth employment, capacity-building, human rights, HIV/AIDS, and corruption. These issues are addressed throughout SSDP. Cross-cutting issues in some cases are organic to the programmes. This is particularly evident in the public administration sector that must explicitly address all of them in the execution of government functions in all domains. Similarly, the importance of ensuring access by women and youth in economic opportunities is being included in reforms related to land and the provision of extension services for example. And gender considerations are a priority in education and health initiatives.

#### 0.4.9 Government resources and their allocation to support development priorities

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Due to the uncertainty in projecting production of oil and particularly its market price, as well as the terms of the final revenue-sharing agreement between Sudan and South Sudan, it is impossible to predict government resources accurately. However, it is clear that government oil revenue will decline as production declines and that alternative sources of revenue will not grow quickly enough to offset this fall. Hence steps must be taken to invest some current revenues and to reduce and refocus government expenditures from their expected 2011 level in order to ensure fiscal sustainability. The current trend or level of spending is not sustainable as oil revenues fall so the government will seek greater clarity on how much and how soon they decline. Expenditure-level adjustments are required. SSDP proposes limiting development plans and costs by the requirement for a smooth transition to a long-term sustainable spending path so as to limit the risk of macroeconomic instability. Put simply, the Government is aware that it cannot fund everything it would like to. A faster development track can only be supported by the generosity of donors.

The **base expenditure scenario** for SSDP recognises that total expenditures will be high in 2011 (about SDG9.2 billion) as this is a unique year in the history of South Sudan, but then gradually decline to about SDG8 billion by 2020. This requires high oil revenues and fiscal surpluses for the early years of independence as savings are built up, but fiscal deficits and falling savings balances thereafter. The timing of the descent into deficits depends on both oil prices and the final agreement on oil between Sudan and South Sudan as well as success in containing expenditures. However it will happen within the next decade. This scenario does not totally avoid a drop in expenditure as oil revenues fall, but it does smooth this fall by generating savings and pushing expenditures to the future. In so doing, it also makes expenditure patterns more consistent with absorptive capacity.

The allocation of this total volume of public expenditures between competing demands will reflect the agreed SSDP priorities. Though security will continue to attract substantial resources in the early years of independence as DDR programmes continue and there is transition to a more streamlined defence force together with a strengthened domestic security architecture, its share will decline over time. Similarly, as returnees are resettled, and food security improves, the need for humanitarian assistance is expected to decline. Both these factors will allow for a rising share of development expenditure in overall public expenditures. Hence, the resources allocated to human investments (education and health) and infrastructure (roads, other transport, water and sanitation) is projected to rise. These changes are reflected in Table 2. In doing this, care will be taken to avoid locking in unsustainably high recurrent expenditure commitments due to uncertainties surrounding future revenue levels.

Table 2: South Sudan Development Plan expenditure allocations

Pillar	2011 projected	2012	2013	2014
Governance	25%	23%	23%	22%
Economic development	13%	17%	18%	18%
Social and human development	9%	11%	12%	12%
Conflict prevention and security	38%	34%	34%	34%
States	16%	15%	14%	14%
<b>of which</b>				
Infrastructure	7%	10%	11%	11%
Education	5%	7%	7%	7%
Health	2%	3%	3%	4%
Security	29%	25%	24%	24%

Note: Figures are in % of the total drafted/predicted budget for the year in question.

In order to ensure fiscal discipline and macroeconomic stability, the Government plans to:

- (a) Establish clear fiscal rules which will underpin prudent fiscal management and crystallise plans for saving a significant portion of oil revenue during the SSDP period;
- (b) Strengthen expenditure control, including by tracking current expenditure against the budget and monitoring more closely the issue of arrears build-up undertake the following key activities, and establishing better control of the wage bill; and
- (c) Strengthen revenue administration systems.

MoFEP, with its mandate as fiscal agent of the Government and to avoid conflict of interest between the regulatory and revenue interests in the oil sector, is the appropriate home for fiscal oversight. Complementing these fiscal initiatives, GoSS will establish an oil management authority in MEM with competence and a mandate to design and oversee contracts between the Government and private oil companies that ensure (i) oil rent is captured, and (ii) incentives for the oil companies to explore and develop the fields are maintained to maximise the volume of oil extracted.

#### 0.4.10 Donor resources

External finance will play a critical role in strengthening the government's capacity to manage and coordinate the implementation of SSDP. To ensure that external assistance contributes positively to the implementation of the SSDP, there must be improved coherence between domestic resources and aid. Aid should be increasingly focussed on strengthening government systems, increasing accountability and supporting economic growth.

The Government is committed to creating the necessary conditions for the delivery of effective aid in support of SSDP. These include passing essential legislation through parliament; establishing clear fiscal rules to govern economic management and strengthen expenditure control; agreeing clear safeguards with Development Partners (DPs) that will allow aid to use government systems, and developing an overall aid financing strategy linked to SSDP. This will set out its priorities for funding, the levels of funding required, preferred aid instruments, and a suggested division of responsibilities.

It is crucial that development assistance is directed towards the Government's top priorities, where it is likely to have most impact in the implementation of SSDP. The Government therefore requests that DPs align their support to the following areas, as articulated by each pillar:

Table 3: Areas for development assistance under each pillar

<b>Human and social development</b>	<ul style="list-style-type: none"> <li>- Expanding and strengthening government provision of basic services;</li> <li>- Establishing social safeguards for the poorest and most vulnerable.</li> </ul>
<b>Economic development</b>	<ul style="list-style-type: none"> <li>- Large-scale infrastructure development, particularly focusing on the expansion of the road network and the provision of energy;</li> <li>- Community-based infrastructure and development projects.</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>- Support to capacity building;</li> <li>- Support to core governance functions.</li> </ul>
<b>Conflict prevention and security</b>	<ul style="list-style-type: none"> <li>- Security sector transformation &amp; DDR;</li> <li>- Establishing a legal framework for all levels of government.</li> </ul>

In addition to alignment, a key objective during the SSDP period is for the Government to strengthen its own institutions and systems for the delivery of services. This will involve government taking actions to improve financial management overall, and those which address the specific fiduciary concerns of DPs. In the spirit of mutual accountability, the Government trusts that DPs will respond to this progress by using government systems more.

#### 0.4.11 Implementation

As many services to the public are delivered not by GoSS, but by state, county and ‘payam’ governments, successful implementation of SSDP depends on all levels of government. Hence it will require clear divisions of responsibility and capacity (where there is responsibility). Moreover, given the importance of the private sector both for achieving the economic development objective and as a partner in service delivery, SSDP success also depends on the private sector.

Neither one level of government, nor all levels of government together, will be able to achieve the agreed objectives alone. Civil society and private sector involvement will be important for livelihood expansion and employment creation, improving health indicators, increasing food security, ensuring good governance and deepening peace-building. GoSS will continue to take the lead but will look to other levels of government and those outside government to contribute in a joint effort. Second, given the very low initial level of services and capacity in many parts of the country, flexibility and creativity will be needed to achieve the best results.

It is therefore important to recall that SSDP is a foundational document, intended to map out the next steps for a longer term national development strategy to be produced by the end of the SSDP period. In doing so, the plan looks to address some core issues in its implementation, as follows.

**Managing risks:** there are a number of key risks that if not tackled vigorously could serve to undermine the development effort. The first of these is the **possibility of renewed conflict**, so SSDP has articulated a comprehensive set of actions for conflict prevention and security. Moreover, every effort is being made throughout programme selection and design to ensure that actions ameliorate rather than exacerbate potential sources of conflict. Maintaining stability is paramount and the Government will identify specific ‘upstream’ actions as required to prevent conflict and protect citizens.

Second, **capacity limitations** are a risk to the effective implementation of the strategy. The Government may have financing and the commitment of stakeholders but without adequate programme design and implementation capacity, the delivery of the strategy and performance against key targets may be compromised. In response, there will be a continued effort to attract the diaspora and to train existing staff to enhance capacity. There will be continuing use of well-targeted technical assistance to fill gaps where local expertise is currently lacking. This strategy is further elaborated in the medium-term capacity building strategy (see Annex 5).

**Uncertainty surrounding future oil revenues** constitutes a third risk. There is no short-term way to offset this risk fully. Over time, non-oil revenues will be developed. In the meantime, containing expenditures and saving a significant share of oil revenue helps manage this risk.

#### 0.4.12 Monitoring and Evaluation

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**Monitoring and Evaluation (M&E)** of these development efforts will be an essential part of accountability both between the Government and its citizens and mutual accountability between Government and DPs. The M&E framework will track how much has been spent on what, and what has been achieved with the expenditure in terms of delivering social and economic development priorities. The framework links results with the resources provided and informs the refinement of future strategies. Monitoring will allow for adjustments to be made if certain programmes, outputs and activities are judged to no longer be effective, or require mid-course alteration, for overall strategy delivery.

As part of the Government's management of SSDP and tracking of results, a ministerial SSDP management committee will be formed, chaired by the Office of the President (OoP), with MoFEP acting as the Secretariat. This will provide the Government with a forum through which to monitor overall progress towards the SSDP vision. This committee will be responsible for producing an SSDP Annual Review, to be discussed during an annual High-Level Partnership Forum (HPF) between the Government and DPs. Production of the report will be synchronised with the annual budget calendar so that the necessary financial information is available on which to make informed judgments about strategy performance and value for money. Given the short period of this SSDP, the Government proposes to undertake one mid-term review (tentatively scheduled for around November 2012) with a final review at the end of the plan period in December 2013.



# **1 INTRODUCTION TO THE SOUTH SUDAN DEVELOPMENT PLAN**

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The South Sudan Development Plan (SSDP) 2011-13 is a national plan that sets out a medium-term agenda for development. It has been drafted under the theme of 'Realising Freedom, Equality, Justice, Peace and Prosperity for All'. The Plan builds upon various existing sector plans and the 2010 Action Plan to address core government functions. It represents a comprehensive framework of goals, objectives and performance targets, action plans to pursue them, and the related allocation of resources.

SSDP presents a full list of government priority programmes and a transparent framework for the ongoing design and appraisal of new government policies and programmes; and, for evaluating whether expenditures are delivering planned results and value for money. In this context, it provides a basis for the allocation of public sector resources to recurrent, capital and development expenditure.

The plan represents the next important step in the development of South Sudan. It addresses the critical challenges the country faces:

- The relatively fragile post-conflict situation in South Sudan, where continued instability and insecurity limit economic growth and undermine development gains;
- Extreme poverty – with over 50% of South Sudanese living below the poverty line.
- Weak service delivery, especially in the rural areas;
- A rapid population growth rate from both high fertility levels and massive in-migration associated with independence and the end of conflict that is putting pressure on social service delivery;
- South Sudan's oil dependence, with 98% of public revenue currently coming from oil and export earnings also heavily dependent on oil;
- A shortage of skilled human resources in the key sectors of education, health, agriculture, industry and oil services; and
- Fragile institutions of the state that need to be strengthened to provide key services.

SSDP will inform policy-making and budgeting processes and lead to improvements in financial management laws, regulations, procedures and systems. These improvements will strengthen transparency, accountability, coordination and communication, and provide a basis for effective performance management mechanisms.

## **1.1 Purpose of the South Sudan Development Plan**

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The SSDP is designed to drive the country's development for the first three years of independence (from July 2011 to 2013). It commits the Government of the Republic of South Sudan to deliver key policy goals and to allocate its resources accordingly. It provides an overarching initial framework for the building of a new nation, and to inspire all actors to work together to deliver a shared developmental agenda for the benefit of the South Sudanese people. It is also designed to provide a framework to guide the international community in targeting its support to the Government and people of the new Republic of South Sudan. The ten states of South Sudan will follow suit in developing their own state-level development plans in conformity with the overarching vision.

## **1.2 The development planning process and approach**

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The Ministry of Finance and Economic Planning (MoFEP) led the development planning process while all other ministries have been involved through Sector Working Groups (SWGs), and state governments were involved in consultations. The Development Plan Technical Secretariat (DPTS) consisted of a core team located in the MoFEP, and counterpart teams located in ministries and agencies, supported by development partners. A full list of pillar participants is set out in Annex 11. DPTS, along with senior MoFEP staff,

coordinated the planning process. DPTS was also responsible for drafting the document and ensuring its consistency and quality.

The context of the plan as led by OoP, as was the drafting process for the national vision and policy goals. The sector policy, plans and programmes were prepared by pillar working groups that grouped related sectors in order to develop a higher vision than the budget processes used in the past. Each working group was chaired by an under-secretary or higher position; MoFEP did not participate in working group leadership.

Each 'pillar' chapter contains a review of objective and targets, key activities, and core capacity-building interventions and progress to date. The 'pillar' planning process was structured on a sector basis to facilitate the prioritisation and harmonisation of policies, plans and resource allocation, and to encourage fiscal discipline.

The approach recognises the early stages of development of the new State and relative lack of basic planning data. Our starting point is the need to address and incorporate the key state-building and peace-building objectives of a new nation recovering from conflict and wishing to move on to a fast track development trajectory.

The plan therefore utilised key planning and budgeting processes, in particular:

- The Government of South Sudan (GoSS) costed action plan for priority core state functions;
- Sector Working Group (SWG) strategies and plans – which outline and identify strategies for achieving national policy priorities and targets on a sectoral basis;
- Key South Sudan Centre for Census, Statistics and Evaluation (SSCCSE) analysis, including the Household Baseline Survey (HBS) (2009), Business Survey (2011), and South Sudan's first National Poverty Report (2011), as well as the WB/International Finance Corporation (IFC) 'Doing Business in Juba' 2011;
- A Medium-Term Budget Framework (MTBF) – which allocates multi-year recurrent and development resources on the basis of policy priorities;
- The GoSS growth strategy which outlines the key principles to guide government and Development Partners (DPs) in promoting broad-based economic growth. It broadly defines the role that government will play in the economy and identifies the highest priority areas on which public sector actions will focus;
- The approved anti-corruption strategy;
- A revised aid strategy – the revised policy document produced by GoSS, setting out key principles for Government DP engagement; and
- A Medium-Term Fiscal Framework (MTFF) – early work has started to set out the macro-economic framework and indicators, and determines resource availability (from both domestic and external sources).

### 1.3 Coverage of the South Sudan Development Plan

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SSDP covers a three-year period and is therefore a medium-term perspective on planning and budgeting. It includes policy, planning and resource allocation information across the whole of government. It is based on a comprehensive framework of national policy priorities, objectives and programmes. Geographically, it covers all of South Sudan.

SSDP contains seven chapters, the contents of which are briefly described below.

Chapter two provides an overview of the political, conflict, social and economic context that has shaped the policies, plans and resource allocations set out in SSDP, and how this context affects the prospects for successful implementation of programmes.

Chapter three outlines the development vision, objectives and development priorities.

Chapter four sets out the detailed provisions of the different pillars and sectors, including the policy agenda in each sector, context, the reform and development programmes, required resource allocations and the main performance targets.

Chapter five examines SSDP resource allocation issues. It starts by describing the annual planning and budgeting process. It then presents a fiscal framework for 2011-13 and goes on to look at budget discipline and the Government's public financial management reform agenda. The chapter concludes by considering aid financing and donor resource issues.

Chapter six covers the implementation of SSDP. It describes development of institutional capacity and future plans to effectively and efficiently deliver services to the people of South Sudan. It also considers major risks and steps to mitigate these risks.

Chapter seven sets out the arrangements for monitoring and evaluating performance of the plan, and for reporting progress to internal and external stakeholders.

#### 1.4 Cross-cutting issues integral to the national development priorities

Seven cross-cutting issues were identified by the teams working on SSDP. These were: environment, gender equality, youth employment, capacity-building, human rights, HIV/AIDS, and corruption. Each pillar addressed these issues in its choice of priority programmes. This was as an intrinsic part of its proposed activities or, in some cases, with a specific additional effort to ensure that these issues would be considered during programme design, implementation and monitoring and evaluation. Cross-cutting issues do not have a specific agency responsibility and hence no dedicated budget; they must be reflected in agency plans and budgets.

Cross-cutting issues in some cases are organic to the programmes. This is particularly evident in the public administration sector that must explicitly address all of them in the execution of the government function in all pillars. Lessons from other fragile states contexts such as Liberia, Sierra Leone and Timor Leste have shown the importance of capacity development for sustained development. In fragile states, a lack of initial emphasis on capacity development commonly led to insufficient attention and funding for state-building initiatives; and sub-optimal impact of capacity development programmes.

## 2 BACKGROUND AND CONTEXT

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The purpose of this chapter is to provide an overview of the political, security, economic and social context in South Sudan. It is this context that shapes the policies, plans and resource allocations set out in SSDP; it has important implications for both the preparation and the implementation of the national priority programmes. The chapter begins with an analysis of the historical context and then examines the causes and consequences of conflict in South Sudan. Success with development initiatives over the plan period will depend on efforts to bring about positive change in the security environment of South Sudan.

The chapter then discusses characteristics of poverty in South Sudan that thereby inform the poverty reducing development efforts at the heart of SSDP. Third, the chapter includes a macro-economic overview, indicating the Government's policy priorities for the medium- to long-term. Within this, the importance of, and commitment to, macro-economic stability based on stable and sustainable fiscal management is emphasised. The chapter concludes with a summary of the key development challenges and constraints,

### 2.1 Historical context

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South Sudan's history of domination by external powers, and its consequent experience of oppression and underdevelopment, dates back almost two centuries. The struggle for the liberation of South Sudan is officially agreed to have begun in the year 1820, when, having successfully resisted Egyptian domination since pre-modern times, Sudan was finally conquered by Ottoman-Egyptian forces. Commencing in 1821, Mohamed Ali sent his armies southwards to obtain slaves. It is estimated that in the course of the nineteenth century, some two million slaves were taken from 'Bilad Al Sudan' or the 'land of the blacks'. Efforts to suppress the brutal slave-raiding in the South commenced in the mid-nineteenth century, but saw little success, even though the peoples of the South fought back valiantly against successive invading forces. The practice continued throughout the period of Mahdi rule of the Sudan from 1885 until 1898, accompanied by an attempt to force the Islamic religion on southerners.

The policies of the Anglo-Egyptian Condominium period 1899-1955 were also a major contributing factor in the historical under-development of South Sudan. Sudan was officially separated into North and South, with the colonial administration detaching the south from the rest of Sudan for all practical purposes. Southern Sudan's provinces of Equatoria, Bahr El-Ghazal and Upper Nile were viewed as remote and undeveloped, and received little official attention, except for efforts to suppress localised conflicts and the slave trade. The British justified this policy by claiming that the South was not ready for exposure to the modern world. Adopting a 'Closed Districts' policy of allowing the South to develop along 'indigenous' lines, the British closed the region to outsiders and the south remained isolated. A few Arab merchants controlled the region's limited commercial activities, while Arab bureaucrats administered whatever laws existed. Christian missionaries, who operated schools and medical clinics, provided what limited social services there were in Southern Sudan.

Whilst British policy can be said to have played a positive role in protecting and promoting the indigenous African identity of southerners (a 1930 directive stating that Africans in the southern provinces be considered a people distinct from northern Muslims), the South's social and economic development suffered enormously because of the region's isolation. It was considered that the region would be prepared for eventual integration with British East Africa, and hence the three southern provincial Governors coordinated activities with their counterparts in the British East African colonies rather than those in the north. However there was little or no economic progress during the colonial period, and virtually no development of basic infrastructure.

In 1946, it was determined that Sudan should be administered as one country, even though this did not reflect the wishes of the majority of southerners at the time – as clearly expressed at the 1947 Juba Conference. The Khartoum administration nullified prohibition against Islam being spread in the South, replaced several hundred colonial officials with Sudanese, only four of whom were southerners, and introduced Arabic as the official administration language of the South.

The period in the run-up to independence of Sudan in 1956 saw some significant shifts in British policy, backtracking from the approach which promoted integration with East Africa. Under pressure from northern nationalists, the British began preparing Sudanese for self-governance by replacing their colonial officials with Sudanese. This 'Sudanisation' favoured northerners over peripheral populations due to their generally better education level. Out of 900 plus posts 'sudanised', only eight or nine were actually filled by Southern Sudanese. The Government put Sudanese in the administration and provided compensation and pensions for British officers of the Sudan Political Service who had to leave the country. Khartoum achieved this transformation quickly, and with a minimum of turbulence, although southerners resented the replacement of British administrators in the South with northern Sudanese. To advance their interests, many southern leaders concentrated their efforts in Khartoum, where they hoped to win constitutional concessions. Although determined to resist what they perceived to be Arab imperialism, they were opposed to violence. Most southern representatives supported provincial autonomy and warned that failure to win legal concessions would drive the South to rebellion.

Anticipating marginalisation by the North, southern army officers mutinied in 1955, and formed the Anyanya ('snake venom') guerrilla movement, with southern leaders demanding justice and recognition by, or self-determination from, the North. With the consent of the British and Egyptian Governments, Sudan achieved independence on 1 January 1956, under a provisional constitution. The new constitution was silent on two crucial issues for southern leaders: the secular or Islamic character of the state, and its federal or unitary structure. In 1958, the North began instituting a policy of 'Islamisation'. The northern politicians then reneged on their early promise to implement a federal system that would guarantee autonomy for the South.

Subsequently, all northern-dominated regimes in Khartoum engaged in power struggles amongst themselves in total disregard of southerners' participation in the administration. Since independence, there has been a succession of governments that proved unable either to agree on a permanent constitution or to cope with problems of factionalism, economic stagnation, and ethnic dissidence.

The Anyanya I war lasted until March 1972, when the Addis Ababa Peace Agreement signed with General Nimeiri granted limited autonomy to the South. Southern Sudan experienced ten years of relative peace and a degree of development subsequent to the signing of the Addis Ababa Agreement, with the support of the international community, and faith-based organizations, especially Churches. However, the northern policies towards the South of ongoing marginalisation and Islamisation, accompanied by the introduction of Sharia Law by Nimeiri in 1983, prompted southerners to rise up once again against the Northern regime. On May 16th 1983, a group of soldiers led by Colonel John Garang de-Mabior mutinied against the Sudan Army. This historic rebellion led eventually to the formation of the Sudan Peoples' Liberation Army (SPLA).

Throughout the 1980s the SPLA/M, received much support from Ethiopia. However in 1991, the fall of President Mengistu of Ethiopia dealt a severe blow to the movement. Dr John was confronted with increased internal opposition, which culminated in an attempt to overthrow him on 28 August 1991. This revolt, led by some commanders, failed but it resulted in the split of the liberation movement. In an attempt to divide and rule, the Khartoum Government supported the rebellious faction militarily as well as financially, and this led to many clashes between the SPLA/M and opposition. However in 2002, the South Sudanese were reunited.

The consequences of the war were grave, including gross violations of human rights. Large parts of the population were displaced and all socio-economic systems disrupted. Hospitals, schools and roads were all destroyed. In 2003 the SPLA/M and the Khartoum Government agreed to a ceasefire that led, on 9 January 2005, to the Comprehensive Peace Agreement (CPA) in Nairobi, Kenya. This brought an end to the 22-year conflict between the north and the south. Although some insecurity remains, South Sudan is relatively peaceful today.

The signing of CPA ushered in a new era of hope for South Sudan. Since that date, the three arms of the Government: the Judiciary, the Executive and the Legislature have worked ceaselessly to build institutional capacities, and thus have prepared for the greater role that Southern Sudan will take on in becoming a new

nation on 9 July 2011. SPLA has also worked hard to transform itself into a modern national army. The six years since the signing of CPA has also resulted in the formation of requisite institutions such as the South[ern] Sudan Human Rights Commission (SSHRC), the South[ern] Sudan Anti-Corruption Commission (SSACC), the Auditor-General's Chamber, the South[ern] Sudan Peace Commission (SSPC), and others.

SPLM, as the current ruling party, urges the participation of other political parties in government and representation in parliament. It has also spearheaded a number of dialogues with Sudanese political parties and civil society, including kings, chiefs and community leaders to bring about national reconciliation and healing for sustainable peace. GoSS has, together with the ten State Governors, held annual Governors' Forums to address developmental issues at state level. It has also embarked on public service Reforms aimed at bringing about a lean but efficient and effective civil service in the post-CPA period.

The six years since 2005 have also paved the way for tangible peace-building and conflict prevention. GoSS, with the support of donor countries, United Nations agencies, and international and national and Non-Governmental Organisations (NGOs) have worked diligently to ensure that security, roads, health, education and agriculture are prioritised.

South Sudan has experienced a population census in 2008, general elections in April 2010 and a credible Referendum in January 2011. With all the above achievements and hard work, Southern Sudan is now poised to reap the benefits befitting a new nation state.

Overall, most provisions of CPA have been implemented. The Interim Constitution of Southern Sudan (2005) and the interim constitutions of the ten states of Southern Sudan have been promulgated and are operational. On the basis of these constitutions, most institutions have been established and are functional. However, some critical provisions of CPA have not been implemented. These include the Abyei Protocol, demarcation of the North-South border; and the conduct of the popular consultations in Blue Nile and Southern Kordofan States. Unless resolved, these outstanding issues will continue to cause tensions.

## 2.2 Analysis of conflict

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South Sudan's history of marginalisation has produced a complex web of dynamics that often provoke conflict. Many conflict diagnostics have been undertaken in South Sudan and the typology of conflict suggests varying causes of violence. There are varying views on the causes that relate to all conflicts in South Sudan. However, what is important for SSDP is to establish that there are some general issues which relate to all conflicts in South Sudan, and there are specific factors underlying some particular conflicts. This section sets these out to inform the remainder of SSDP.

### 2.2.1 Causes of conflict

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#### 2.2.1.1 Tribal animosity

At the strategic level, armed conflict and clashes of militias continue. There remains deeply rooted tribal animosity. This has been identified as one of the ongoing causes of ethnic conflicts, created by distinct identity clashes and perceived dominance in social and political space. Some communities thus feel superior and others feel inferior and marginalised. Peace-building will require embracing diversity and finding ways for communities to live and work together in harmony.

#### 2.2.1.2 Availability of arms

Historical methods of conflict mitigation and resolution by respected leaders where negotiation of land, grazing and water rights need to be shared have fallen foul of the manipulation of armed malevolence for personal gain. Too many people, particularly the young in villages, are in possession of small arms. Rule by the force of a gun has replaced rule by respect for values and the decree of those in authority, whether judge, chief, parents or policeman or woman. Given the years of conflict, many people, particularly in rural areas, feel they are distanced from normal services provided by the government, in general, and security and rule of law institutions, in particular.

The situation is exacerbated by ambiguity over the separation of powers between law enforcement organs and the fact that most civilians are armed. The presence of and uncontrolled use of firearms by civilians remains a serious concern. The issue of protracted war has brought a culture of violence and proliferation of small arms which, in turn, is perpetuating more violence. Like any systematic change, removing firearms from one community while allowing their neighbour to keep theirs may not reduce violence but bring it about. Such plans need careful negotiation and implementation, with appropriate measures to overcome any real or perceived imbalance of security in either community, until the new 'disarmed' context becomes accepted all round.

#### 2.2.1.3 Perceptions of insecurity

Perceptions and reality interact to create the climate of insecurity that perpetuates violent conflict in South Sudan. With the advent of independence, it remains a challenge to provide sufficient security at counties and 'payams'. Fear that there is an insufficient provision of security can lead communities to take up arms in order to provide the level they think they need. Many institutions are still learning roles and responsibilities and will take time to overcome these concerns. After so many years of conflict and lack of trained personnel in key specialities, it is hardly surprising that it is taking time to provide the credible, capable and respected service providers that communities need. Many ex-combatants were asked to fill the ranks of related rule of law and local government agencies, mostly without the time to properly train and/or allow them to gain experience in a peaceful context. Now, they face increasing pressure to perform, and sometimes with the additional pressure of delivery in a conflict environment. Some officials would not be considered for the jobs they are now in if proper job selection criteria were applied; through no fault of theirs, they are unfit or beyond retirement age.

#### 2.2.1.4 Issues over cattle

The tradition of dependence on cattle as the source of livelihood persists. Cattle are used for many purposes such as payment of dowry, income source, food, wealth. But performing a single traditional marriage would cost families in some cattle-owning communities an average of 100 heads of cattle. This is very costly to an average family household, thus resulting in cattle raids and counter-raids. The urge for young men to get married often propels them into cattle raids and inter-group conflict.

Poverty has made cattle-rustling a function of apparent 'wealth' acquisition and enhancement of economic and social status. In the current circumstances, there is a clear lack of sustained economic activity in all the states, counties, 'payams', and thus communities fall back on cattle as a source of wealth. Schools, road and health facilities are poor and communities lack other means of income generation.

#### 2.2.1.5 Breakdown of cultural values and norms

The breakdown of cultural values and norms and the effects of broken trust are widespread. These form part of the culture of war as many are traumatised by the protracted conflict. The reliance on cattle is worsened through imbalances in public investment, under-development, weak social services provision, competition over scarce resources, land disputes, political and economic gains of some individuals, and the marginalisation of some communities.

#### 2.2.1.6 Lack of economic opportunities

It remains difficult, particularly in rural areas to make a living in South Sudan. Economic opportunities are still limited. Most are employed in traditional agriculture, animal husbandry, forestry, commerce and low-level trade, crafts, construction and services. The economically important oil sector generates little employment for South Sudanese. Some of the reasons cited for the lack of progress include:

- The scarcity of infrastructure, and thus of land served by roads, water points and accessibility to markets;
- Unclear land tenure policies, rules and practices;

- The challenge of providing security and rule of law, thereby enforcing rules and decisions and resolving conflicts peacefully;
- The territorial and symbolic role of land in inter-communal disputes, which often make a claim on administrative resources;
- Claims over land which now appear to have been intensified in some areas because of speculation over its future value and the possibility of it bearing minerals;

SSDP seeks to address these and other similar challenges throughout its activities.

### 2.2.2 Consequences of conflict

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The above causes show that conflict in South Sudan is a complex process and not multi-dimensional. In many cases, the above factors act together to build pressures which, if not mediated, spill over into violence. This section considers some of the main consequences of conflict.

#### *Insecurity*

- **Weak administration:** Administrative institutions at state and local level remain weak, under-staffed and under-resourced, resulting in an inability to provide basic social services.
- **Law and order remain weak:** There has been a prevalence of violence with proliferation of small arms and light weapons that exacerbates the impact of disputes. In turn, the laying of land mines has affected economic/agricultural productivity and road use, as well as having long-term humanitarian impact.

#### *Humanitarian*

- **Loss of life and assets:** the conflict has taken a tremendous toll on people's lives, causing mortality rates to increase. Atrocities committed during the conflict and still continuing up to now, including abduction of children, death of youth and women, torture, maiming, destruction of property, is profound for the economy of South Sudan;
- **Population displacement:** Approximately 4 million people have been internally and externally displaced from South Sudan. One million people are returning from the North as independence approaches;
- **Food insecurity:** The majority of the displaced have limited access to land. Of those that have land, many have not been able to till their lands because of insecurity and have been dependent on external food supplies. The result of food insecurity is high levels of chronic and acute malnutrition.

#### *Socio-economic*

- **Poverty:** South Sudan remains one of the world's poorest countries, lagging behind on all socio-economic indicators, as discussed in the next section of this document;
- **Disruption of basic social service delivery:** The conflict has resulted in displacement leading to the loss of access to healthcare services and education. An entire generation of South Sudanese children has grown up without adequate formal education, the effect of which is only just being felt in South Sudan.

### 2.2.3 Peace-building in South Sudan

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The analysis above has shown how conflict has acted as a significant brake on development in South Sudan. The Government is acutely aware that mitigating the pressures of conflict must be an essential part of any successful development strategy. Given the complex and often fluid nature of conflict in South Sudan, tackling its root causes requires a flexible and adaptive approach which is responsive to the prevailing social, economic, political and security context at the time. This is why conflict prevention and security have been



adopted as one of the key pillars of SSDP, with actions that are consistent with this approach. Moreover, the Government has emphasised that all development actions proposed in SSDP have been reviewed for their conflict-sensitivity. This should mean that any risk of measures unwittingly adding pressure for the conflict is minimised.

In developing the actions within SSDP, two core conflict prevention themes have been kept in mind. These are peace-building and state-building.

### 2.2.3.1 Peace-building

Peace-building involves a range of measures aimed at reducing the risk of relapse into conflict, by strengthening national capacities at all levels of conflict management and laying the foundation for sustainable peace and development.<sup>3</sup> Peace-building as a process is the responsibility of South Sudan but external involvement can be critical and very supportive. Peace-building is a long-term process that focuses on the transition from war or violent conflict to peace. Key areas include:

- Promotion of an inclusive peace process to end armed conflict and create the basis for a sustainable political settlement; and
- Conflict resolution mechanisms/institutions to process conflict in a predictable, institutionalised and non-violent way.

Good peace-building approaches address the causes/structural conditions of conflict (e.g. grievances, exclusion and poor governance) and its effects (e.g. feelings of injustice, vengeance) that can lead to a recurrence of conflict.

#### **Box 1: Comprehensive Peace Agreement (CPA)**

To date CPA has been the route map that GoSS, the Government of National Unity (GoNU) and Development Partners have followed. CPA comprised of a series of protocols and agreements to create an environment in which Khartoum and Juba could find enduring solutions to the conflict and where development could take root. More specifically:

- It provided for a six-year interim period during which Sudan would be governed according to the protocols on power-sharing, wealth-sharing and security. The main provisos would be incorporated into the country's interim constitution;
- State-wide governments and legislative chambers would be created in both regions;
- General elections were to take place at all levels of government by the end of 2009 (subsequently deferred to April 2010);
- The 1956 border would be delineated;
- The North and the South would each get 50% of the oil revenues generated from oil wells located in South Sudan, after a 2% share to oil-producing states;
- Joint integrated military units would be deployed on the border and a Disarmament, Demobilisation and Reintegration (DDR) process would begin with assistance from the United Nations;
- Religious and ethnic pluralism would be safeguarded; and
- Provisions would be made for popular consultations in Blue Nile State and Southern Kordofan to secure final settlement of grievances with the North.

In the preamble, the signatories recognised that violent conflict causes tragic loss of life and destruction of the infrastructure of the country that erodes the nation's economic resources and causes suffering to the people of Sudan. Specifically CPA sought to address the root causes of conflict by establishing a framework

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<sup>3</sup> OECD definition of peace-building

for governance through which power and wealth shall be equitably shared and human rights guaranteed. This was to be achieved through the establishment of a democratic system of governance taking into account the cultural, ethnic, racial, religious and linguistic diversity and gender equality of the people of Sudan. The hope was to find a comprehensive solution that addresses the economic and social deterioration of Sudan, thereby replacing war with social, political and economic justice that respects the fundamental human and political rights of all the people of Sudan.

CPA has not been able to resolve all the historical conflicts, and often progress on implementation has been slow.

### 2.2.3.2 State-building

State-building is an endogenous process to enhance capacity, institutions and legitimacy of the state driven by state society relations. Positive state-building processes involve reciprocal relations between a state that delivers services for its people and social and political groups who constructively engage with their state<sup>4</sup>.

State-building therefore involves multiple national stakeholders that continually negotiate and transform the political process. It is not just about what GoSS can do or should do. State-building can have an unpredictable trajectory. GoSS cannot predict everyone's behaviour or their relationship to the State neither is the behaviour of Sudan's development partners always predictable. Much recent research has demonstrated that key dimensions of state-building are:

- Political settlements and processes that facilitate constructive state-society relations, the capacity of the state to provide security and rule through law;
- Containment, channelling and resolving conflict in society;
- Raising revenue and managing it to meet people's expectations (service delivery, employment);
- Facilitating economic development;
- Legitimising the state in the eyes of the population (based on quality of political processes, performance and moral authority); and
- GoSS seeking through the Ministry of Peace-building and CPA implementation to address all these key dimensions of state-building and peace-building.

A core tenant to date of the state-building agenda has been The Interim Constitution of Southern Sudan. This is a fundamental policy framework that affirmed the belief of peace, reconciliation and the rule of law in South Sudan. For example the bill of rights within the Constitution (articles 13) further expresses the right and duties of the people to live with peace, social justice, equality and democracy.

In the light of the above, GoSS and international actors have worked on a number of different processes to improve the security and economic conditions in Southern Sudan.

### 2.2.3.3 GoSS responses

#### *Political and legal responses*

- Diplomatic and peace negotiation such as the post-referendum arrangement negotiation between the North and the South as part of CPA implementation;
- Negotiation with armed dissidents such as that in Jonglei State (JS), Upper Nile State (UNS) and Unity State;
- Reconciliation efforts and peace conferences facilitated by Development Partners (DPs), NGOs, traditional and religious leaders;

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<sup>4</sup> OECD definition of state-building.

- Creation of institutions such as former Peace Commission<sup>5</sup> (now the Ministry of Peace-building) peace advisors, South[ern] Sudan Legislative Assembly (SSLA) Committee of Peace and state-level peace structures; and
- CPA, the Interim constitutions and presidential decrees in place.

#### *Security responses*

- Military operations by SPLA to calm down the insurgency in Western Equatoria State (WES), JS, UNS and Unity State;
- Opening of security roads to ease free movement of the people as they conduct their business;
- Disarmament programme being undertaken by GoSS;
- Demobilisation and reintegration of ex-combatants; and
- Strengthening the capacity of the police through training, recruitment and deployment.

#### *Socio-economic responses*

- Provision of basic services, including health, education, water and sanitation to the people; and
- Development programmes focusing on road rehabilitation, trade and regional cooperation.

#### 2.2.3.4 International responses

On the international side, the responses have always come through financial and technical support and provision of emergency aid by various humanitarian agencies.

#### *Political/legal responses*

- Contribution to the reconciliation and peace dialogue processes, post-referendum arrangement negotiation, budgeting processes and technical support.

#### *Development assistance*

- Contributions by bilateral and joint donors to GoSS programmes, such as the Sudan Peace Fund and Sudan Recovery Fund.

#### *Humanitarian response*

- Emergency programs by the United Nations (including the World Food Programme (WFP)) and humanitarian organisations that have supported the people by providing food aid and mine clearance.

#### 2.2.4 Recommendations for SSDP

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The situation post-July 2011 will necessitate some changes to the approaches to conflict mitigation and peace-building by both GoSS and the international community. A range of challenges persist, including cattle-raiding, conflict of border demarcation and over land and water, nepotism, corruption and political privileges. The details of the activities proposed to address these challenges can be found in the section on Conflict Prevention and Security (CP-S). However, the following lessons can be drawn from the above section for the remainder of the plan:

- Not tackling the causes of conflict will exacerbate their effects in the medium to long term;

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<sup>5</sup> Resolution No. 46/2006 of the H.E. the President of the Government of South Sudan established the Southern Sudan Peace Commission (SSPC). The decree mandated: "SSPC shall work to promote peace amongst the people of Southern Sudan and strive to consolidate the peace ushered in by the Comprehensive Peace Agreement."

- Taking too large steps along the way may result in underachieving stated goals within the timeframe of this Plan;
- GoSS and development partners cannot do everything in three years, so prioritisation will be required;
- There is a significant lack of experienced and trained personnel to undertake government work across the board in South Sudan to provide the effective service delivery that the people of South Sudan require now;
- Screening, selection and training for capacity development will be key. But a significant increase in people's ability in the basics of education, literacy and bureaucratic expertise is needed. We have to start at the bottom.
- Better services at community level will provide less opportunity for jealousy and misperceptions of insecurity. This needs to be in terms of social, human and economic development, as well as in good governance and the provision of security and rule of law;
- We must bring about cultural change in communities in respect of the use and need to carry arms, of communities' ability to resolve or mitigate their own conflicts, and for us to help them.
- GoSS and state governments must work together to assess the needs for resolving conflict issues, and react accordingly;
- The armed services must continue to be seen as the people's friends and supporters, through their professionalisation and improved human security focus;
- Justice must be available to all and be seen to be fair and timely;
- When needed, our armed forces must be ready and capable of undertaking their tasks.

### 2.3 Poverty and human development

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Poverty is a multi-dimensional phenomenon and must be analysed from the dimensions of consumption, human development and vulnerability. Poverty refers to a pronounced deprivation in one or more dimensions of the welfare of an individual, such as limited access to health facilities, low human capital, inadequate housing infrastructure, malnutrition, lack of certain goods and services, and inability to express political views or profess religious beliefs. Each of these deserves separate attention as they concern different components of welfare, and indeed may help policy-makers to focus attention on the various facets of poverty. Nonetheless, often there is a high degree of overlapping. For instance, a malnourished person is often also poorly educated and without access to healthcare.

Years of conflict and neglect have left South Sudan one of the most underdeveloped regions in the world, despite its rich resource base. Poverty is widespread, and is especially acute in rural areas and the more remote corners of the South. Poverty in South Sudan has many dimensions, including low levels of consumption, and poor health and education. The legacy of the prolonged war in South Sudan makes the fight against poverty more demanding and challenging. The reduction of poverty and improvements in human development are central objectives of SSDP. Statistical indicators are of paramount importance because they highlight the nature, magnitude and range of poverty and measure the effectiveness of development interventions.

This section reviews the available information on the key characteristics of poverty in South Sudan and attempts to highlight basic determinants to inform the design of development policies, programmes and strategies. SSCSE carried out the National Baseline Household Survey (NBHS) in 2009 that gave the first precise estimates of consumption in South Sudan. The survey provided the basic information for the poverty estimates in SSDP.

South Sudan has experienced very low levels of investment or development in basic services or infrastructure over the past five decades since the independence of Sudan.

The average household is still agricultural, with 78% of households depending on crop farming or animal husbandry as their primary source of livelihood. There is no national labour market; job seeking is localised with most relying on the informal sector. Fifty-three percent of the working population in South Sudan work as unpaid family workers and only 12% as paid employees.

### 2.3.1 Demographic context

South Sudan has a population of 8.3 million according to the 5<sup>th</sup> Sudan Population and Housing Census (2008), of which 1.4 million live in urban areas, compared with 6.9 million in rural areas. The population is therefore currently predominantly rural (83%) and dependent on subsistence agriculture. South Sudan is a young country with half (51%) the population under the age of eighteen and 72% under the age of thirty.

There were rapid changes in the demographic structure of South Sudan following the signing of CPA in 2005, with a large number of returnees and with increased stability possibly encouraging increased household formation. Since the successful completion of the referendum in January 2011, there has been a fresh wave of returnees primarily from the North. The UN Office for the Coordination of Humanitarian Affairs (UNOCHA) estimates that 290,000 people have returned in the six months prior to April 2011, with this number expected to rise before independence in July 2011.<sup>6</sup> It is crucial that special provisions are made for these most vulnerable populations.

Table 4: Selected demographic indicators by place of residence

	South Sudan	Urban	Rural
Total population	8,260,490	1,405,186	6,855,304
Male	4,287,300	754,086	3,533,214
Female	3,973,190	651,100	3,322,090
Average household size	7	9	7
Dependency ratio (%) (<14 +>55)/14-55 population	88	75	91

Source: 5th Sudan Population and Housing Census (2008).

### 2.3.2 Incidence and depth of poverty

Fifty-one percent of the population lives below the national consumption poverty line. There is no direct internationally comparator because Purchasing Power Parity (PPP) data are not available for South Sudan. However, data on infant mortality; maternal mortality; the ratio of the proportion of births attended by skilled health personnel; measles immunisation coverage; the proportion of the population below minimum level of dietary consumption; net enrolment and completions rates in primary education, and literacy rates suggest that the incidence of poverty in South Sudan is actually greater than this. Infant mortality is the ninth worst in the world and South Sudan is in the bottom five countries for 11 of the 22 Millennium Development Goal (MDG) indicators for which there are data.

Despite a rich resource base, the people of South Sudan are poor. Oil revenue, which constitutes 98 % of total government revenue, does not flow to the average resident. Though large tracts of fertile land could be used for agricultural production, and forestry could provide hardwood timber, Gum Arabic and honey,

<sup>6</sup> International Organisation for Migration (IOM)/South Sudan Relief and Rehabilitation Commission (SSRRC) cumulative estimates for 30th Oct 2010 to 05 April 2011. Published by UNOCHA. 07.04.2011

average incomes are still very low because production has remained stagnant, trade restricted and households unable to save and invest over the past half century.

The poverty incidence, though easy to understand, does not provide information on how close or how far away the poor are from being able to satisfy their basic needs. The poverty gap is 24%. This measure is an estimate of the average shortfall in consumption relative to the poverty line. The poverty gap in the population as a whole is 24% (see Table 5).

Table 5 summarises the two different poverty measures according to three criteria: by urban and rural areas, by greater region and by state. Table 5 looks at poverty incidence by household head characteristics; namely sex and education.

Table 5: South Sudan poverty estimates

	Incidence (%)	Poverty gap	Share of population (%)	Share of national poverty (%)
South Sudan	51	23.7	100	100
Urban	24	8.8	15.6	7.5
Rural	55	26.5	84.4	92.5
Greater Upper Nile	44	19.9	33.3	28.8
Greater Bahr el Ghazal	62	30.5	35.8	43.6
Greater Equatoria	45	19.9	30.9	27.7
Upper Nile State (UNS)	26	9.8	12.6	6.4
Jonglei State (JS)	48	22.2	14.3	13.7
Unity State	68	34.6	6.4	8.7
Warrap State (WS)	64	34.1	14.2	18
Northern Bahr el Ghazal (NBS)	76	36.8	9.7	14.5
Western Bahr el Ghazal State (WBS)	43	17.6	3.7	3.2
Lakes	49	22.6	8.1	7.9
Western Equatoria State (WES)	42	15.5	7.6	6.3
Central Equatoria State (CES)	44	22.5	13.1	11.3
Eastern Equatoria State (EES)	50	19.8	10.2	10.1

Source: SSCSE (2010) Poverty in Southern Sudan: Estimates from NBHS 2009.

Table 6: Poverty incidence by household head characteristics

Household head characteristics	Poverty incidence
Male	48%
Female	57%
No schooling	55%
Primary	45%
Secondary	25%
Post-secondary	11%

Source: SSCSE (2010) Poverty in Southern Sudan: Estimates from NBHS 2009.

A number of observations can be drawn from the results of the survey presented in the above tables:

**First, poverty is significantly lower in urban areas.** Only 24% of people living in an urban area are poor, whereas 55% of those living in rural areas fall below the poverty line. Given that a large proportion of the population of South Sudan (84%) live in rural areas, it is not surprising to find that the overwhelming majority of the poor (93%) live in rural areas.

**Second, the Greater Bahr el Ghazal region is the poorest among the three regions.** At 62%, consumption poverty is higher in Greater Bahr el Ghazal than in Greater Equatoria (45%) and Greater Upper Nile (44%). While the region as a whole accounts for roughly one third of the population of Southern Sudan, it comprises 44% of the total number of the poor.

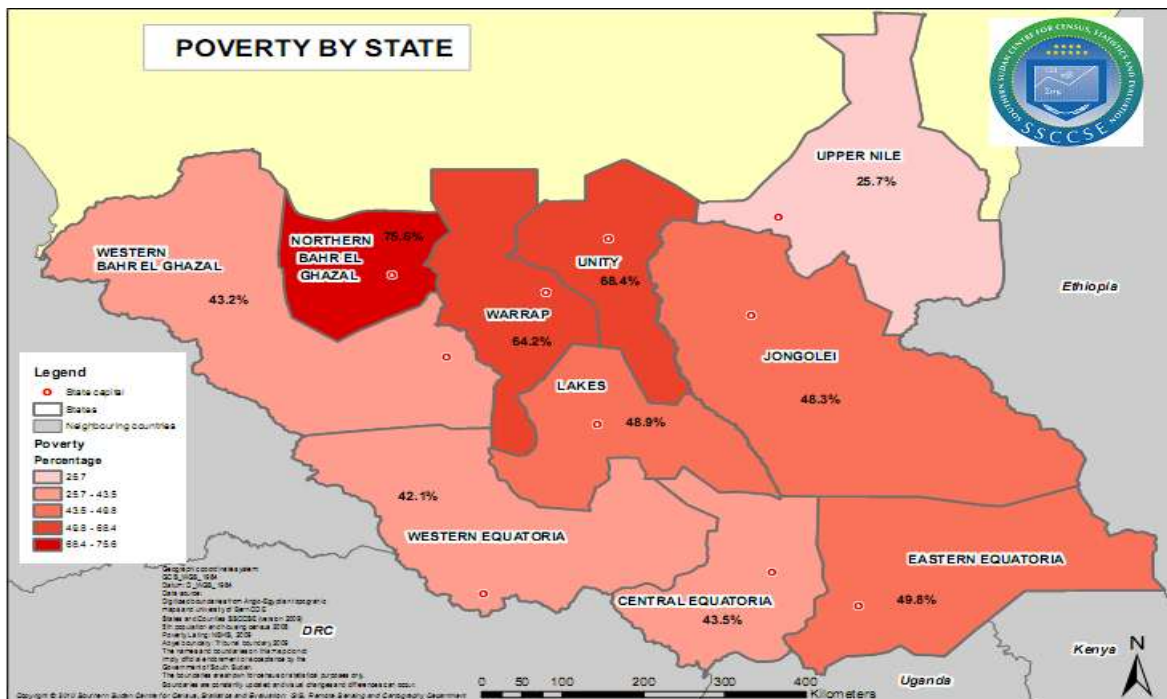
**Third, poverty levels vary greatly according to state.** The incidence of poverty varies from one person out of every four in UNS to over three quarters in NBS. Figure 1 below illustrates the poverty incidence by state.

**Fourth, poverty is higher amongst female-headed households.** Fifty-seven percent of the population living in female-headed households is poor compared with 48% in male-headed households. Fifty-one percent of all males fall under the poverty line compared to with 50% of females.<sup>7</sup>

**Fifth, poverty levels decrease significantly with education.** Only 11% of the population living in households where the head has a post-secondary education live in poverty, compared to 57% of those where the head has no education.

<sup>7</sup> It is important to note that poverty here is estimated at the household level and one cannot make precise estimations of poverty at the individual level which would be affected by intra-household allocation of resources.

Figure 1: Poverty incidence by state



Source: SSCSE (2010) Poverty in Southern Sudan: *Estimates from NBHS 2009*.

### 2.3.2 Vulnerability

Vulnerability reflects both the exposure of households to adverse events/ shocks and the ability of household to anticipate or to cope with these shocks. Shocks can be common or particular to individuals. Common shocks include events, such as seasonal changes in food supply, or unpredictable events, like drought and war, and macroeconomic shocks such as inflation. Shocks that are particular to a household include bouts of sickness, death, personal accidents such as fire, and sudden loss of assets such as the death of livestock.

NBHS found that over 90% of the population reported suffering from some kind of shock in the last five years. Fifty-six percent of the population suffered from drought or floods. This affected the poorest most, with 65% of the poorest quintile stating they suffered from drought or floods in comparison to 44% in the richest quintile. Other shocks that households stated as major issues were crop disease, stolen livestock and illness of household members.

Table 7: Percentage of population affected by different shocks

Shock	%age of population affected
Some shock	92
Drought/floods	56
Crop disease or pests	42
Livestock died or stolen	47
Severe illness or accident of household member	35
Death of household member	34

- Households could experience more than one shock.

Source: NBHS (2009).

The clustering of a large proportion of the population around the poverty line is another aspect of vulnerability. Currently 8% of the population lies within a 20% increase of the poverty line, making them vulnerable to small changes in the consumption levels due to external shocks and likely to fall below the



poverty line. This highlights the importance of building strong social security networks for households experiencing external shocks to ensure they do not slide into poverty.

The inability to provide a minimum nutritional intake is a sign of food insecurity and another form of vulnerability. South Sudan has a high degree of food insecurity with 47% of the population being undernourished.<sup>8</sup> Inadequate food consumption is one of the key signs of poverty.<sup>9</sup> The level of food insecurity in South Sudan is significant given between one third and one half of the population was either severely or moderately food insecure over the past three years. The food security situation is relatively better in Western Equatoria State (WES), Central Equatoria (CES) and Unity, where less than a quarter of their population was insecure. On the other hand, food insecurity was highest in Eastern Equatoria State (EES), Warrap and NBS where close to half their population was food insecure.

Table 8: Level of food insecurity by states, 2010<sup>10</sup>

States	Projected population (2011)	Severely food insecure		Moderately food insecure		Food secure	
	Number	Number	%	Number	%	Number	%
EES	986,000	143,000	14.5	337,000	34	506,000	51
JS	1,478,000	219,000	14.8	351,000	24	908,000	61
Lakes	807,000	106,000	13.2	224,000	28	477,000	59
NBS	848,000	58,000	6.9	309,000	36	481,000	57
UNS	1,037,000	73,000	7.0	319,000	31	645,000	62
WS	1,071,000	154,000	14.4	367,000	34	550,000	51
WBS	368,000	24,000	6.5	72,000	20	272,000	74
WES	676,000	18,000	2.7	123,000	18	535,000	79
CES	1,224,000	51,000	4.2	211,000	17	962,000	79
Unity State	664,000	40,000	6.0	97,000	15	527,000	79
Total	9,157,745	886,000	9.7	2,410,000	26.3	5,863,000	64

Source: compiled from WFP, 2011 'Annual Needs and Livelihood Analysis'.

The Food and Agriculture Organisation (FAO)/World Food Programme (WFP)<sup>11</sup> estimated cereal production in South Sudan to have been 695,000 tonnes in 2010 (28.5% higher than in 2000), but this still falls short of domestic consumption needs by 291,000 tonnes. Domestic production would have to be 42 % above 2010 levels to meet the shortfall. FAO/WFP estimates that food assistance requirements will remain high with a monthly average of 816,000 beneficiaries of food aid. This is expected to rise during the lean season to 2.7 million food aid beneficiaries per month. This reflects that a significant proportion of the population (as high as 33% in the lean season) will continue to depend on food aid to ensure a minimum level of nutritional intake.

### 2.3.3 Social development

Poverty is a multi-dimensional phenomenon that affects populations through reduced access to healthcare, education and economic opportunities. There has been almost no development in the form of basic services over the past five decades since independence. This is clearly seen in the poor levels of various social indicators like literacy levels, infant mortality rates and access to water and sanitation. Two decades of conflict have resulted in many not having access to schools, hospitals or safe sources of drinking water. The terrain of South Sudan and the geographical constraints that reduce access to large regions further increases

8 SSCCE (2011) Food and Nutrition Security Assessment in Sudan.

9 Inadequate food consumption is one (No. 1.9) of the UN MDGs.

10 WFP et al (January 2011) Annual Needs and Livelihoods Analysis- Southern Sudan.

11 FAO and WFP (2011), FAO/WFP Crop and Food Security Assessment Mission to Southern Sudan.

the difficulty of improving social indicators. Infrastructure investments planned under the SSDP seek to address directly the issue of accessibility.

### 2.3.3.1 Education status

South Sudan is a young nation with over 4 million children (below the age of 18) in 2008.<sup>12</sup> In 2010 it was estimated that there were over 2 million children of primary school-going age but only 900,000 were actually attending school.<sup>13</sup> The second MDG is to universal primary education. As can be seen in the following indicators, South Sudan still has a long way to go to achieve this. Only 40% of the population between 15-24 is literate. The literacy rate for males in this age group is 55% compared with 28% for females. In Kenya, the figure for adult literacy (15 and above) is 87%<sup>14</sup> compared with 27% in South Sudan. Among the primary school age children less than half are in schools. The net primary school enrolment rate in 2010 was 44%, the fourth lowest in the world. Moreover, there is significant variation between genders with the enrolment rate for males being 51% compared to 37% for females.<sup>15</sup> This is far lower than the average for the region. Kenya has an enrolment rate of 86% and Uganda has an almost universal enrolment rate at 97%.<sup>16</sup> Only 37% of the population above the age of six has ever attended school in South Sudan. Amongst these, 68% are attending school now, reflecting the near absence of formal education in earlier years.<sup>17</sup>

### 2.3.3.2 Health status

The infant mortality rate in South Sudan in 2006 was 102 per 1000 live births which is the ninth highest in the world.<sup>18</sup> In the same year, the maternal mortality rate was 2054 per 100,000 live births, rated the highest in the world.<sup>19</sup> The figure for Uganda is far lower at 430, while it is 530 in Kenya.<sup>20</sup> Nutritional intake remains a challenge with 33% of the children under the age of five moderately or severely underweight and 34% suffering from moderate or severe stunting.<sup>21</sup>

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12 5<sup>th</sup> Sudan Population and Housing Census (2008).

13 Education Management Information System (EMIS) (2010).

14 World Bank (2010), World Development Indicators.

15 EMIS (2009), Ministry of Education (MoE).

16 World Bank (2010), World Development Indicators.

17 NBHS (2009).

18 Sudan Household Health Survey (SHHS) (2006).

19 Ibid.

20 World Bank (2010): World Development Indicators.

21 Ibid.

Table 9: Selected social indicators

Region	Ever attended school*	Literacy rate (15+)*	Maternal mortality rate per 100,000 <sup>2</sup>	Children 12-23 months fully immunised, % <sup>2</sup>	Access to improved drinking water, % <sup>1</sup>	Phone+	Bicycle <sup>+</sup>
Southern Sudan	37%	27%	2054	17	55	15	25
Upper Nile	50%	45%	2094	29	35	30	13
Jonglei	27%	16%	1861	12	67	5	7
Unity	32%	26%	1732	24	54	27	9
Warrap	22%	16%	2173	12	52	9	21
N. Bahr El Ghazal	28%	21%	2182	6	66	7	32
W. Bahr El Ghazal	40%	34%	2216	6	45	25	44
Lakes	26%	18%	2243	7	71	13	40
Western Equatoria	58%	33%	2327	8	40	11	56
Central Equatoria	58%	44%	1867	44	51	28	36
Eastern Equatoria	27%	19%	1844	14	63	8	12

\* As a percentage of population six years and over.

+ Percentage of households that own a phone/bicycle.

Sources: 1 NBHS (2009) 2 SHHS (2006).

Large sections of the population do not have access to a modern health service with only 44% of settlements lying within a 5km radius of a primary healthcare unit. User rates are estimated to be as low as 0.2 outpatient contacts per person per year.<sup>22</sup>

While preventable diseases are major sources of morbidity and mortality, only 17% of children aged 12-23 months were fully immunised in 2006.<sup>23</sup> Lack of access to safe drinking water and sanitation facilities is another cause of disease. Currently only 55% of the population has access to improved sources of drinking water according to World Health Organisation (WHO) definitions. Sanitation remains a challenge with 80% of the population not having access to any toilet facilities.

HIV/AIDS has not yet reached epidemic proportions in South Sudan with incidence currently at 3%<sup>24</sup>, which is lower than in neighbouring countries. However, knowledge of the disease and contraceptive use remain low, which makes it a potential danger in the coming years. Forty-five percent of women have heard of AIDS and only 4% use any form of contraception, the second lowest rate in the world.<sup>25</sup>

These all are important indicators to track, especially given the MDGs commitment to reducing child mortality, improving maternal health, combating HIV/AIDS and ensuring environmental sustainability (Goals 4, 5, 6 and 7).

Reduction in consumption poverty must go hand in hand with provision of basic public services. GoSS recognises that without concerted efforts targeted at improving access to social services, any gains made on the economic front will only have a partial impact. Additionally it should be noted that economic gains and reductions in poverty would not necessarily lead to automatic gains in social indicators.

#### 2.3.4 Correlations between poverty and other social indicators

22 Health Management Information System (HMIS) 2010, Ministry of Health.

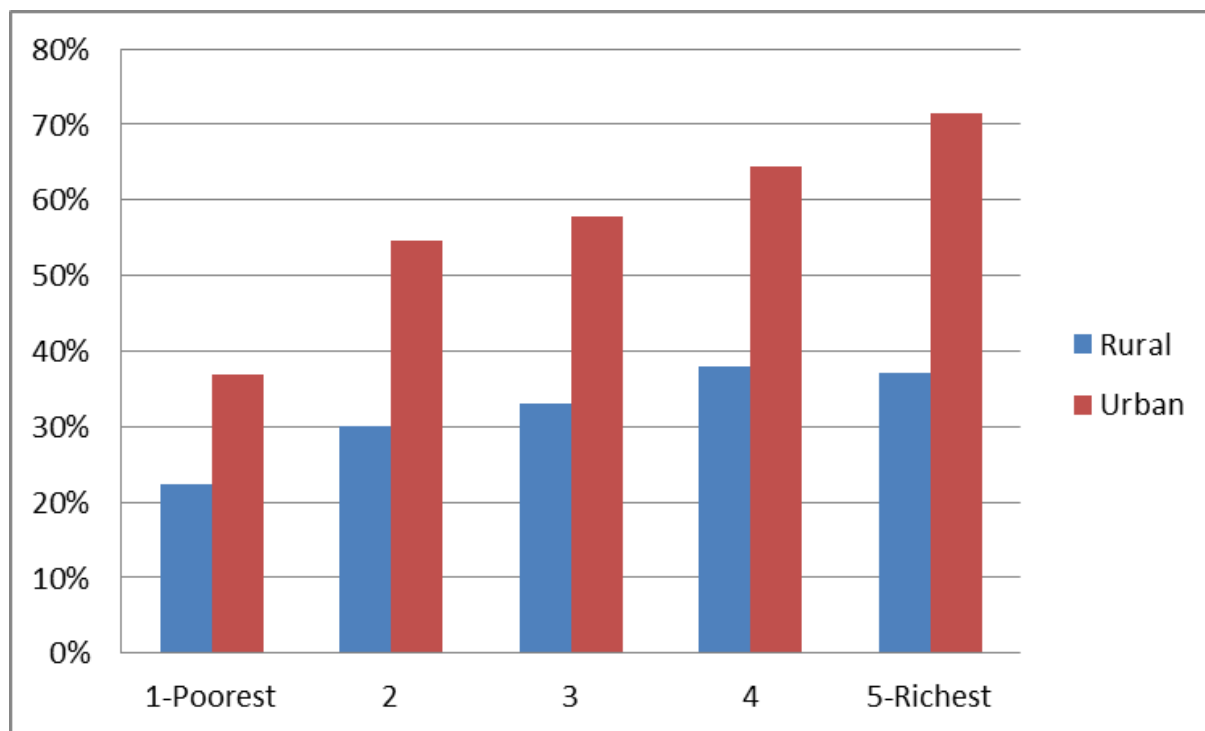
23 Who have received BCG, DPT 1-3, OPV1-3 and measles immunisations.

24 Southern Sudan HIV/AIDS Commission/MoH (2009) Southern Sudan ANC Sentinel Surveillance Report.

25 Sudan Household Health Survey (2006)

Poverty has several dimensions and many of them are interrelated. Households suffering greater consumption poverty also experience, for example, worse access and usage for education, health and sanitation facilities. This is illustrated in figures 2 and 3 below. Figure 2 shows the difference in access to education for the population by both consumption level and place of residence (urban/rural). It highlights very clearly that while these indicators vary greatly by consumption quintile, at all consumption levels rural residents have lower levels of literacy and have been to school less. This shows how important the place of residence is in the analysis of deprivation in South Sudan.

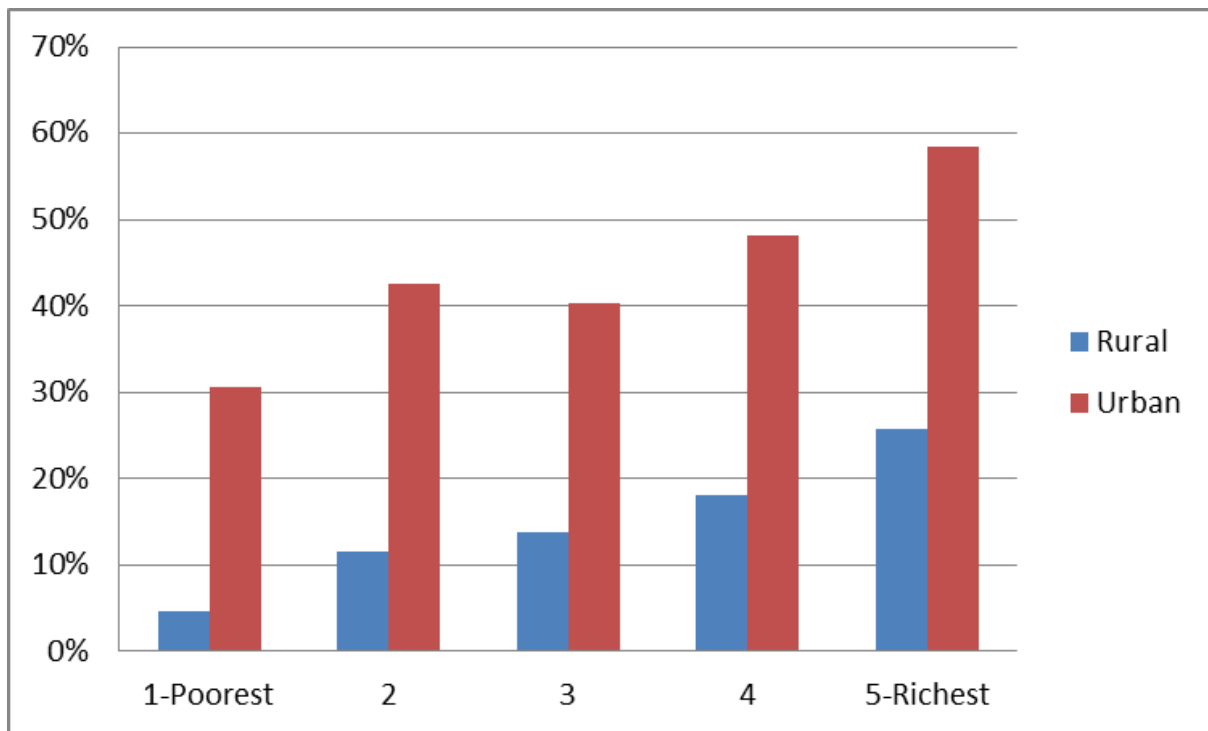
Figure 2: Access to education by consumption quintile and urban/rural



Source: NBHS (2009).

As seen in section 2.2.1, poverty is strongly correlated to whether a household is located in an urban or rural area. Comparing households with similar levels of consumption, those in urban areas have on average better development indicators than households in rural areas. This is also observed in Figure 3 where access to sanitation is much higher in urban areas, even amongst the poorest quintile, when compared with the same quintile in rural areas. This evidence supports the case for greater public investment in services in rural areas.

Figure 3: Access to toilet by consumption quintile and urban/rural

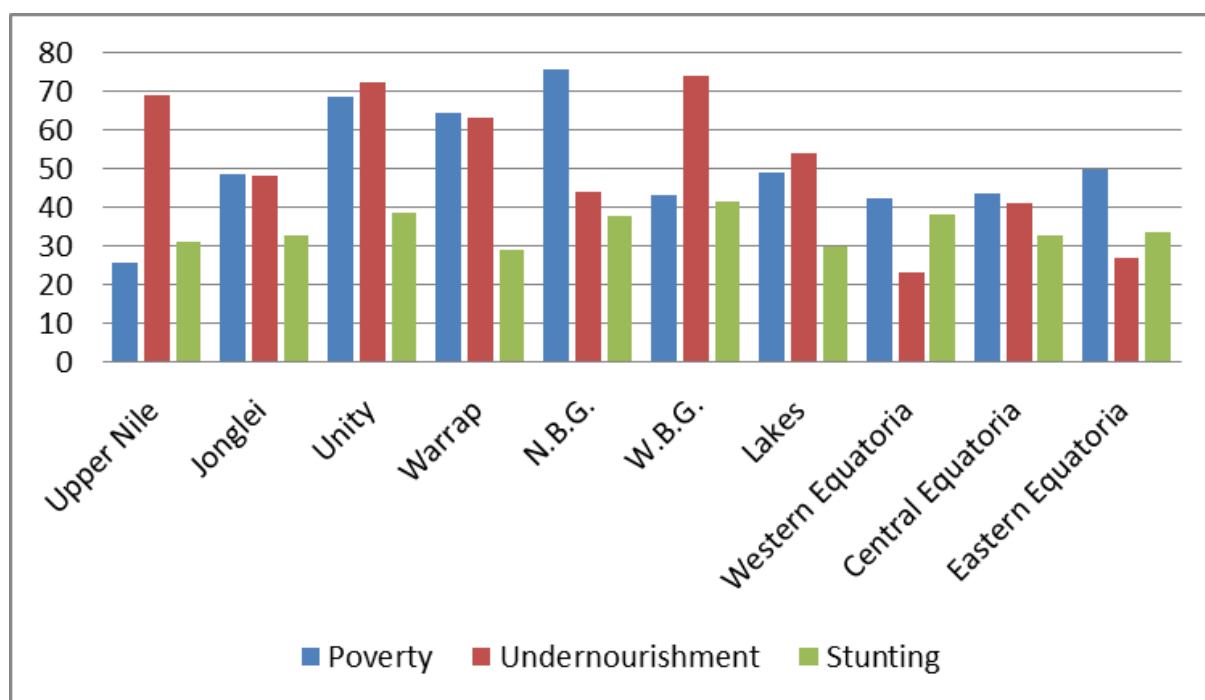


Source: NBHS (2009)

In the analysis of consumption poverty and access to services, there seems to be a two-way causality. On the one hand, poor households are more likely to be deterred by school and medical fees, transport cost and by the opportunity cost of not putting a child to work and so are less likely to send a child to school or seek treatment when someone is ill. On the other hand, a poorly educated or not fully fit person (perhaps with stunted growth) is less well equipped to prosper in the labour market, less likely to use modern farming techniques, etc. and so is likely to earn and consume less. So, consumption poverty can drive poverty in other dimensions of welfare, and poverty in other dimensions of welfare can drive consumption poverty.

The correlates of poverty do not always move in the same direction and exceptions to this relationship do exist. The graph below shows how consumption poverty, undernourishment and stunting vary by state. It quickly becomes apparent that while consumption poverty and the other indicators are correlated, different indicators can give a different regional picture. It is thus important that poverty figures are complemented by other indicators to give a broader picture of deprivation. The indicators below are chosen because they describe important aspects of human deprivation: 'undernourishment' describes actual inadequate food intake, and 'stunting' describes physical manifestation of long-term malnutrition.

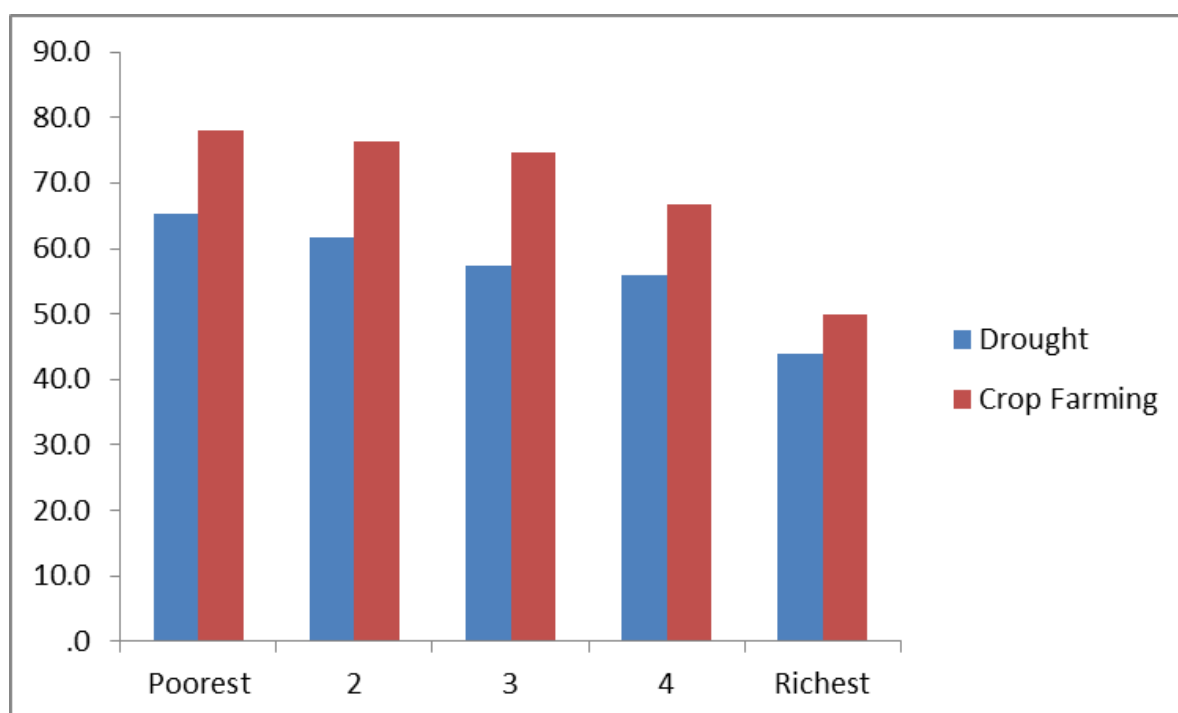
Figure 4: Deprivation in South Sudan



Source: NBHS (2009) and SHHS (2006).

There is a clear pattern with regards to the main source of livelihood and poverty, with population in the poorest consumption quintile depending on crop farming to a much greater degree than in the richest quintile. By implication it is also true that the poor are most susceptible to drought, with 65% of the population in poorest quintile experiencing a drought in the last year.<sup>26</sup>

Figure 5: Crop farming and drought by consumption quintile



Source: NBHS (2009).

<sup>26</sup> NBHS (2009).

### 2.3.5 Recommendations for SSDP

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It is clear that there remain great poverty reduction challenges for South Sudan. Along with a high level of consumption poverty there remain huge gaps in socio-economic development. Government can take action to improve matters in a number of arenas but, given scarcity of available resources, prioritisation is essential. Based on the analysis presented above, six key areas of policy focus have been identified:

- Poverty and other social indicators in rural areas lag behind urban areas, suggesting greater need for targeting interventions there;
- Difficult terrain and poor infrastructure means that access to markets is poor and supply of basic services is difficult in rural areas. Increased investment in infrastructure would help bridge some of the gap;
- 80% of poor households are dependent on agriculture as their main source of livelihood. This suggests that to tackle poverty, agricultural sector growth needs to be a priority;
- Additionally, support to diversification of sources of income generation would go a long way in reducing vulnerability;
- 47% of the population is undernourished. Addressing this will require increased agricultural production, better infrastructure and access to markets. Given that certain households are chronically food insecure over time, safety net mechanisms may be cheaper and more effective than ad hoc emergency humanitarian responses;
- Educational and health indicators remain amongst the poorest in the world. It is imperative that increased public spending be made for the delivery of basic services;
- Substantial variation exists in the different dimensions of deprivation across the states of South Sudan. This should be taken into account when designing interventions or allocating resources between states; and
- To ensure that improvements are made, public spending should be targeted so that the poorest sections of society and the poorest regions get the greatest emphasis. Poverty audits of public expenditure, constant monitoring of socio-economic indicators and evaluating delivery of basic services are important to measure progress in meeting the needs of returnees and the general population.

### 2.3.6 The way forward: addressing poverty through development

It is clear that there remain great poverty reduction challenges for South Sudan. Along with a high level of consumption poverty there remain huge gaps in socio-economic development. Government can take action to improve matters in a number of arenas but, given scarcity of available resources, prioritisation is essential. Based on the analysis presented above six key areas of policy focus have been identified:

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- Additionally support to diversification of sources of income generation would go a long way in reducing vulnerability;
- 47% of the population is undernourished. Addressing this will require increased agricultural production, better infrastructure and access to markets. Given that certain households are

chronically food insecure over time, safety net mechanisms may be cheaper and more effective than ad hoc emergency humanitarian responses;

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- To ensure that improvements are made, public spending should be targeted so that the poorest sections of society and the poorest regions get the greatest emphasis. Poverty audits of public expenditure, constant monitoring of socio economic indicators and evaluating delivery of basic services are important to measure progress in meeting the needs of returnees and the general population.

## 2.4 Macroeconomic overview

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As South Sudan gains its independence, GoSS is committed to working to maintain macro-economic stability and achieving sustainable, broad-based economic growth.

Following independence GoSS has assumed responsibility for managing the macro economy of South Sudan, a role that has historically been performed from Khartoum. Along with greater fiscal autonomy, this will create many additional macro-economic challenges that must be tackled during the SSDP period. This section provides an overview of South Sudan's economy, and the macro-economic challenges and high-level macroeconomic objectives that exist as well as a description of the policies to be implemented in the SSDP period.

### 2.4.1 South Sudan's economy

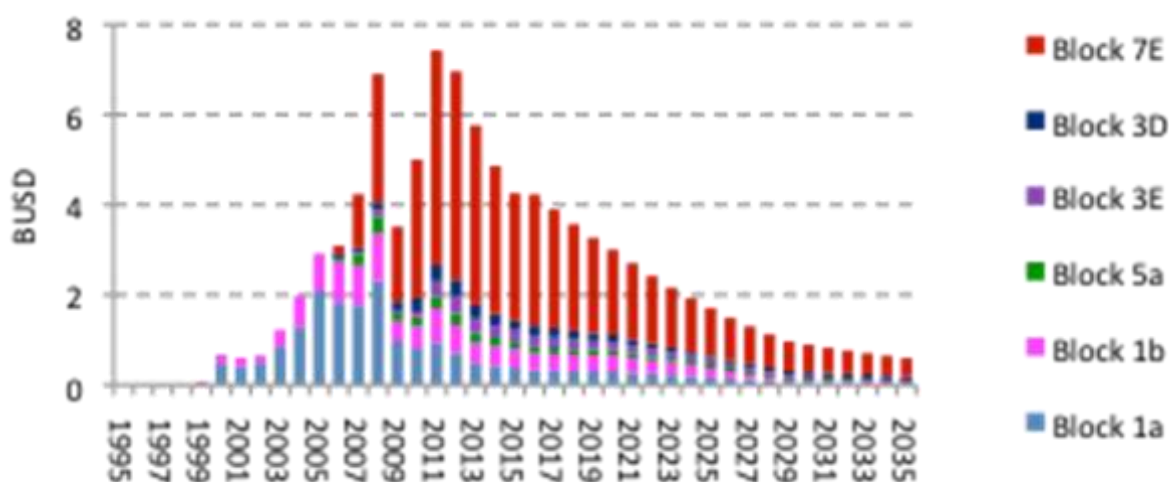
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Establishing a clear picture of the performance of South Sudan's economy is hampered by a lack of available economic data, which makes trend analysis particularly difficult. The shortage of macro-economic data is partly due to the fact that South Sudan has not been an independent country and partly because of there not having been as high a demand for statistics at the aggregate level as is now required.

The economy is characterised by high dependence on a depleting oil resource, currently limited domestic production and a high reliance on imports. Although the oil revenues are significant, production from existing fields has peaked and the revenues will gradually decline in the years ahead unless new discoveries take place (see Figure 6). Volatility in the prices and production of oil makes macro-economic and budgetary planning difficult.



Figure 6: Declining oil revenue in South Sudan



The non-oil economy is based predominantly on subsistence farming and livestock-rearing. Yet South Sudan is still dependent on food imports and, despite a considerable number of families owning livestock, the productive use of these assets is limited and limited transport infrastructure makes it difficult to transport products to markets.

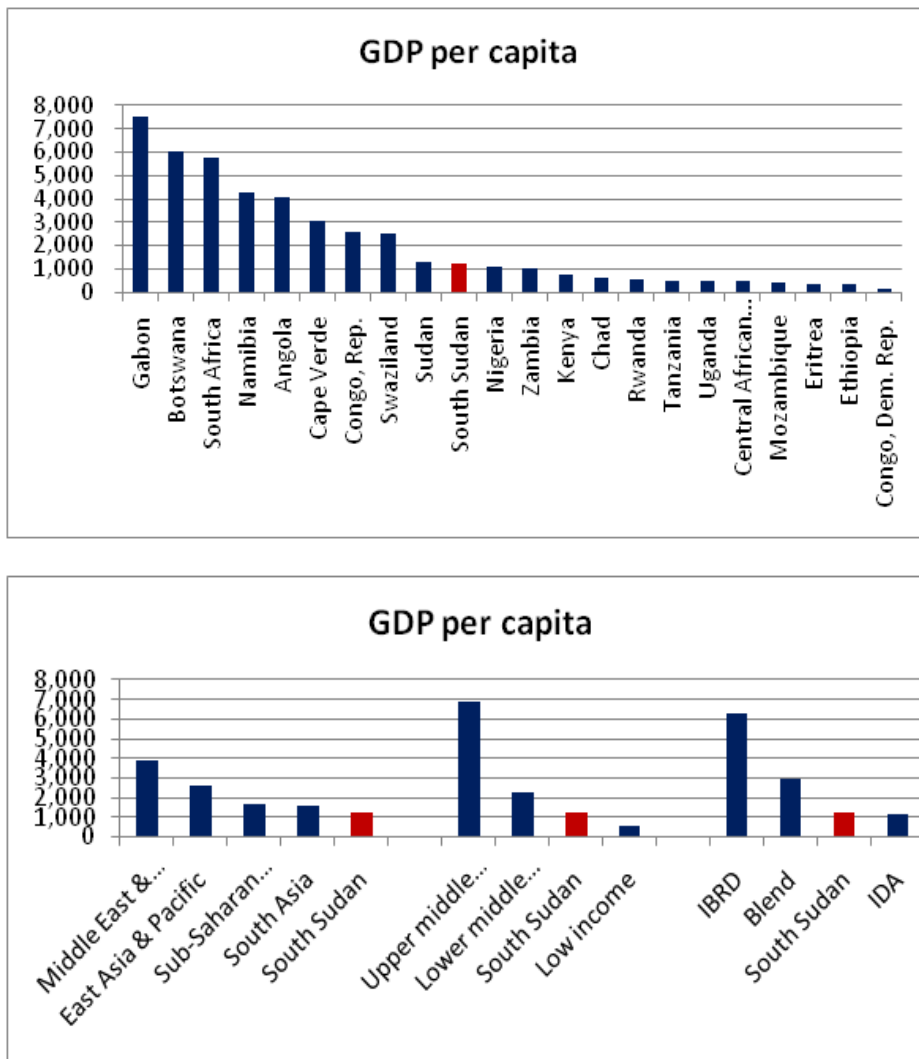
#### 2.4.1.1 GDP and GNI per capita

Gross domestic product (GDP) is the market value of all final goods and services produced in a country over one year. According to provisional SSCSE estimates, nominal GDP of South Sudan in 2009 was 24.95 billion Sudanese pounds (SDGs), or SDG2,967 per capita. With an average exchange rate in 2009 of 2.31 pounds per US dollar, this is \$1,285 per capita. GDP is dominated by the oil sector; in 2009, oil exports were 66% of the value of GDP. GDP per capita of South Sudan is shown against comparator countries in Figure 7.

GDP per capita is often used as an indicator of economic development. However, in South Sudan a large percentage of the value of oil exports is not income received by residents of South Sudan. Under the wealth-sharing agreement given in CPA, GoSS and the state governments of Unity and Upper Nile combined receive 51% of the government share of oil and the Government of National Unity (GoNU) in Khartoum receives the rest. Foreign-owned firms receive another significant fraction of oil as profit. Gross National Income (GNI) is equal to GDP plus income from South Sudanese citizens earned abroad minus income of foreigners earned in South Sudan. Since it excludes government revenue received by GoNU and profit received by foreign-owned firms, it is likely to be a more accurate indicator of economic development for South Sudan. The GNI for South Sudan is \$888 per capita, making South Sudan a low-income country.<sup>27</sup>

<sup>27</sup> Low-income economies are those with an income of \$995 or less in 2009, as classified by the World Bank.

Figure 7: GDP per capita in South Sudan and comparators



Note: Figures are for 2009 and measured in current US\$. The estimate of South Sudan GDP is from SSCSE. Left panel compares South Sudan with selected countries in Sub-Saharan Africa. Right panel compares South Sudan with the average within selected groups of countries, as classified by the World Bank.

Source: Oxford Economics and SSCSE

#### 2.4.1.2 Inflation

Inflation refers to an increase in the general level of prices. The Consumer Price Index (CPI) tracks the prices of a specific basket of goods in order to estimate overall price inflation across the economy. This is the only available measure of inflation in South Sudan and is currently only available for Juba, although data are now being collected in a number of state capitals to provide a nationally representative measure of CPI.

CPI inflation in Juba is driven primarily by changes in the price of food, which makes up two thirds of the consumption basket used to measure inflation. Food prices, which are dependent on the weather and other factors, are less stable than non-food items, such that when overall inflation is driven by food price changes, it is likely to be relatively volatile. Figure 8 shows the annual CPI inflation for all items and for food and non-alcoholic beverages. Annual inflation fell steadily throughout 2009 and 2010 following the high inflation of 2008, which reached 26% in April of that year (the first year for which annual inflation data is available).

These high levels were driven by a sharp rise in global food and petrol prices in the first half of that year. Inflation then rose at the end of 2010 and beginning of 2011, with all items annual inflation reaching 39.4% in May 2011 as global food and fuel prices again rose markedly.

#### 2.4.1.3 Exchange rates

On the 18<sup>th</sup> of July, 2011 South Sudan assumed responsibility for its own currency regime by introducing the South Sudan Pound (SSP). The exchange rate regime for the SSP is a managed float, similar to the exchange rate regime used by Khartoum prior to independence. Prior to independence the official exchange rate against the US dollar had remained broadly stable since the Sudanese pound's introduction, currently at SDG2.7 to the dollar.<sup>28</sup> However a significant number of foreign exchange transactions take place in a legal parallel market.

The divergence between the official and the parallel market exchange rate in South Sudan has increased in recent months, and it is currently estimated that the market value of the Sudanese pound in Juba is around 20% lower than the official rate. International experience has demonstrated that a large divergence between the official and the market exchange rates can lead to a weakening in confidence in the official value, increasing market speculation against the currency and the underlying monetary regime exhausting foreign exchange reserves used to stabilise import financing, and leading to 'dollarisation' of the economy.

#### 2.4.2 Government revenue

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##### 2.4.2.1 Resource revenue (oil revenue)

As noted, our revenue is highly reliant on a single source of revenue. The 2011 budget derives 98% of the government revenue from oil. This makes South Sudan the most dependent economy in the world on a single and volatile commodity (see Figure 8b). This high reliance has created a situation of volatile revenues and, due to the lack of buffer savings through the CPA period, unstable government expenditure patterns. No effective strategy has so far been developed for when oil prices are higher than expected so that volatility in world oil prices is very closely linked to national expenditure patterns. Volatile public spending is extremely damaging for the economy as it increases the risk that spending commitments, such as teachers' salaries or contract payments, are not paid, not to mention the destabilising effect it can have on other price levels. Figure 8c clearly demonstrates this relationship between monthly oil revenue and expenditure.

One reason for the inability to separate monthly spending from revenue has been the failure of the Oil Revenue Stabilisation Account (ORSA) to operate as a functioning stabilisation account.<sup>29</sup> As Figure 8d demonstrates, ORSA deposits could have reached \$6.2 billion by 2010; however, withdrawals had reached \$6.2 billion by the end of 2010.

This pattern is largely due to the structure of ORSA. With both the North and South of Sudan able to initiate a drawdown, the fund did not create an appropriate commitment mechanism to allow balances to accrue. Furthermore by allowing the North to set the benchmark price for oil deposits into the account, which has been typically set at a low level, the South's ability to control its overall resource envelope and commit to the fund was significantly undermined, as ORSA drawdowns were deemed politically necessary to fund budgetary resources. To illustrate, ORSA withdrawals made up around one third of the budget in 2009 and 2010.

Current oil revenue forecasts show that oil production from existing fields has peaked and that oil revenues will decline by approximately 50% over the next five years. If oil revenues are spent as they are received going forward, a severe cut in public expenditures is unavoidable when oil production declines and

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28 Bank of Southern Sudan website: [www.bankofsouthernsudan.org](http://www.bankofsouthernsudan.org).

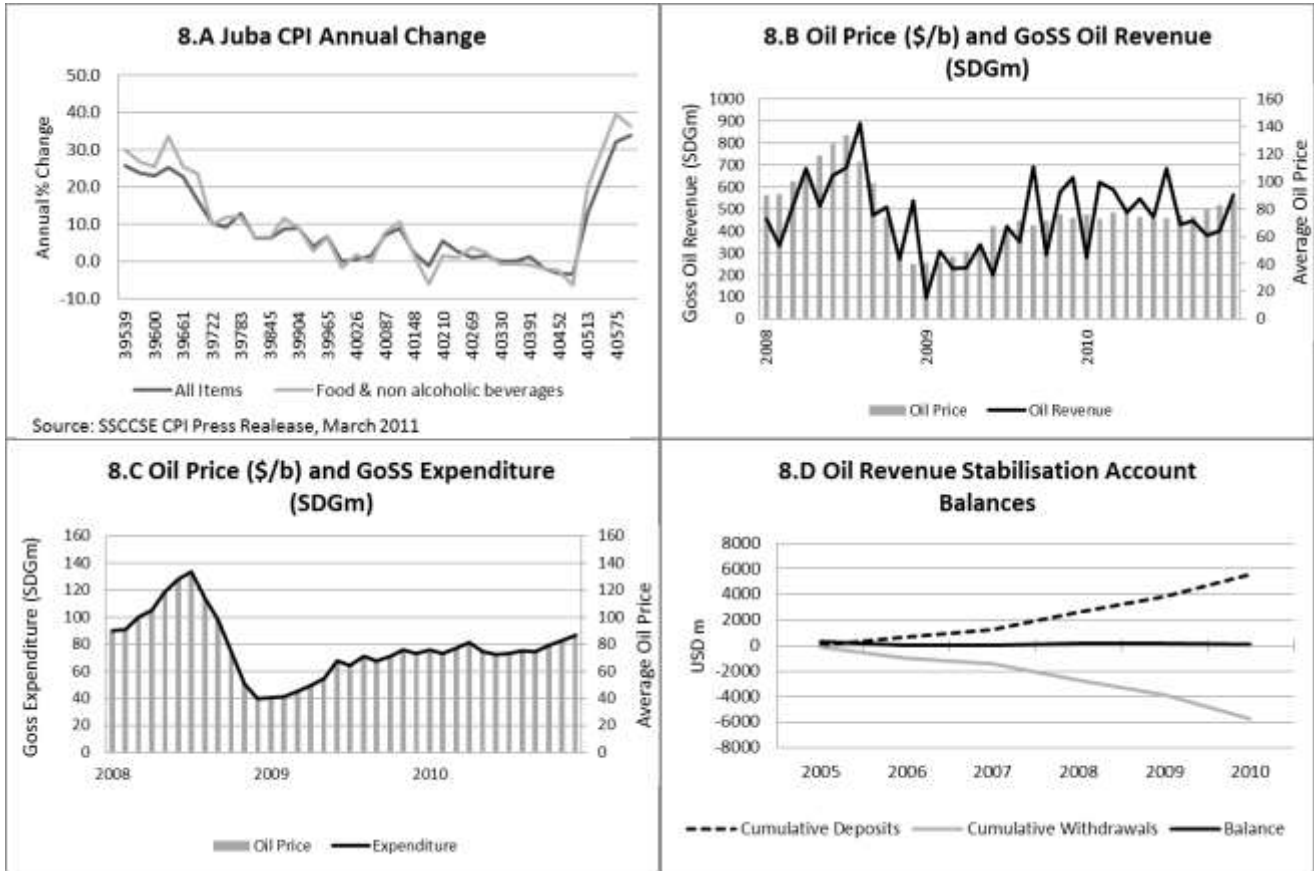
29 A commodity stabilisation account can stabilise either prices to the producer or total revenue. When world commodity market prices fluctuate, revenues above a predetermined reference price are set aside in an income-earning fund. When revenues fall below a predetermined price, this fund disburses so the revenue stream remains relatively constant.

ultimately ceases, unless other revenue sources compensate for the shortfall in oil revenues. However, it is not likely that other revenues of that magnitude will arise in the short and medium term.

### 2.4.2.2 Non-oil revenue

Since 2008, non-oil revenue had accounted for 2-3% of total GoSS revenue. Personal income tax fell from about SDG85 million in 2008 and 2009 to an estimated SDG40 million in 2010. The sum of customs, VAT and other national revenue, all related to the national government, has fluctuated around SDG20 million SDG. Other GoSS revenue has been on a positive trend, rising from SDG15 million in 2008 to a projected SDG54 million in 2011. With independence, a current lack of clarity as to attribution of corporate and personal income tax will be resolved, and revenue collection may increase from the existing, though small, base. To benefit from this opportunity, there must be improved implementation and coordination of tax administration at GoSS and state levels.

Figure 8: Macroeconomic figures



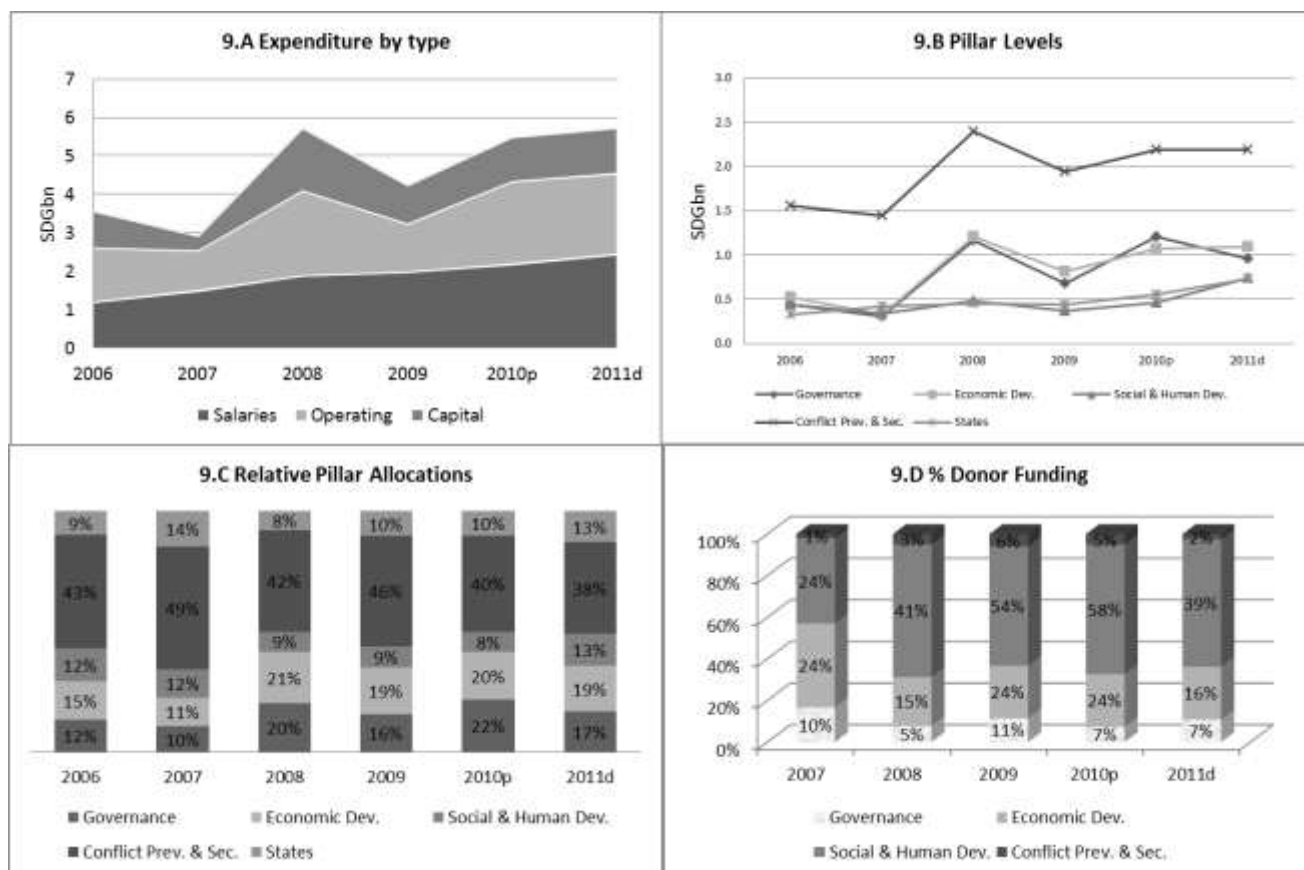
### 2.4.3 Government spending

The overall level of government spending for 2011 is budgeted to be SDG5.7 billion. Due to independence and referendum-related expenditures it is expected that through the mid-year budget review the 2011 approved budget will be revised upwards toward SDG10 billion for the coming fiscal year. Since 2006, the lowest level was SDG3 billion in 2007, and the highest was SDG5.7 billion in 2008. The composition of spending has fluctuated over time, as since the salary bill is relatively stable, operating and capital costs have had to be adjusted to achieve zero budget surpluses (Figure 9a). This means that when revenues fall below expected levels it is capital spending that bears the brunt of the cutbacks, leading to halting investment projects before completion. The 2011 budget allocations are 42.5% to salaries, 36.9% to operating costs and only 20.6% to capital.

Fluctuation affects all pillars (Figure 9b), but in particular those of economic development and governance, where salaries constitute a relatively low share (around 20% in 2010p and 2011d). The salary share in the social and human development pillar is 63% and 53% in 2010p and 2011d, while the corresponding figures for conflict prevention and security are 68% and 74%.

In the years 2006-2010, 40% or more of central government expenditure was allocated to conflict prevention and security (Figure 9c). The draft budget for 2011 suggests a lower share of 38%. Economic development and governance have both fluctuated around a share of 20% of the budget over 2008-2011, with higher volatility in the latter. The pillar with the lowest budget allocation is social and human development, with less than 10% of expenditures over 2008-2010, in spite of the importance given to health and education at the policy level (Figure 9d).

Figure 9: Expenditure



**Note:** 2010p is based on out-turn until September 2010 and predicted by assuming average pattern January-September 2010 continued in October-December 2010. 2011d is the 2011 draft budget. Data on donor funding are collected by the Ministry of Finance and Economic Planning (MoFEP), and based on donor commitments.

#### 2.4.4 Macroeconomic management challenges

To develop a policy framework for the effective management of South Sudan's economy over the SSDP period, it is vital that the key challenges are understood. This section will consider the most important macro-economic challenges facing the country today and potentially in the future.

##### 2.4.4.1 Oil dependence

Figure 10 shows the historic production of oil (barrels per day) from existing fields. This is then projected forward to 2035 to show the possible dramatic decline in oil production (and hence revenue) that is likely to

occur in the absence of new discoveries or investment to improve recovery rates<sup>30</sup> from existing wells. The production of oil in South Sudan<sup>31</sup> peaked in 2009 at 365,000 barrels per day. While production in 2011 is estimated at 357,000 barrels per day, this is expected to fall to 197,000 barrels per day five years on (Figure 10). The expected production level in 2025 is only 55,000 barrels per day. Even if additional oil fields are discovered or new technologies allow greater recovery from existing fields, GoSS cannot be certain about future revenues and there is no guarantee that world prices will not fall low enough to make extraction financially unfeasible.

South Sudan's total oil wealth is estimated at \$38 billion and includes estimated future revenues from existing oil fields. Expected total oil revenues from blocks located in South Sudan in 2011 will be \$7.4 billion, which will fall to \$4.2 billion five years later and eventually disappear.<sup>32</sup> A sustainable fiscal policy requires de-coupling the revenues from public expenditures. As already discussed, volatile revenue streams cause unpredictable public spending, negatively affecting service delivery and investment.

The global financial crisis of 2008-09 clearly demonstrated the vulnerability of an oil-dependent and undiversified economy. A rapid and dramatic slump in global oil prices led to a sharp contraction in public revenues [See Figure 10 below]. Spending commitments that had been made based on assumptions of high oil prices could no longer be met and the government struggled to pay salaries and state transfers, let alone maintain critical investment levels in education, health and infrastructure. Applying the lessons learned from this experience, three key goals for macroeconomic policy are: (i) breaking the link between monthly government revenues and expenditure; (ii) setting aside oil revenue to smooth spending and ensure long-run fiscal sustainability; and (iii) diversifying the economy to diminish the dominance of oil.

Given the rate at which oil revenues are likely to decline, it will be extremely difficult to build up non-oil revenues quickly enough to off-set this reduction. To illustrate, even if non-oil revenues were to grow at a rate of 15% per year, total revenues would still be likely to see a significant drop-off over the next twenty years, as demonstrated in Figure 10.

To achieve macroeconomic stability and long-run fiscal sustainability, it is important that a considerable proportion of our oil revenue should be put aside in savings. This will allow us to build up a financial buffer to cushion the economy against volatility in oil revenues; as well as providing savings for the future to avoid a significant drop-off in public spending in future years. Calculations made by MoFEP suggest that sustaining South Sudan's oil wealth in real terms requires a level of spending of oil revenues not exceeding approximately \$1.2 billion<sup>33</sup>.

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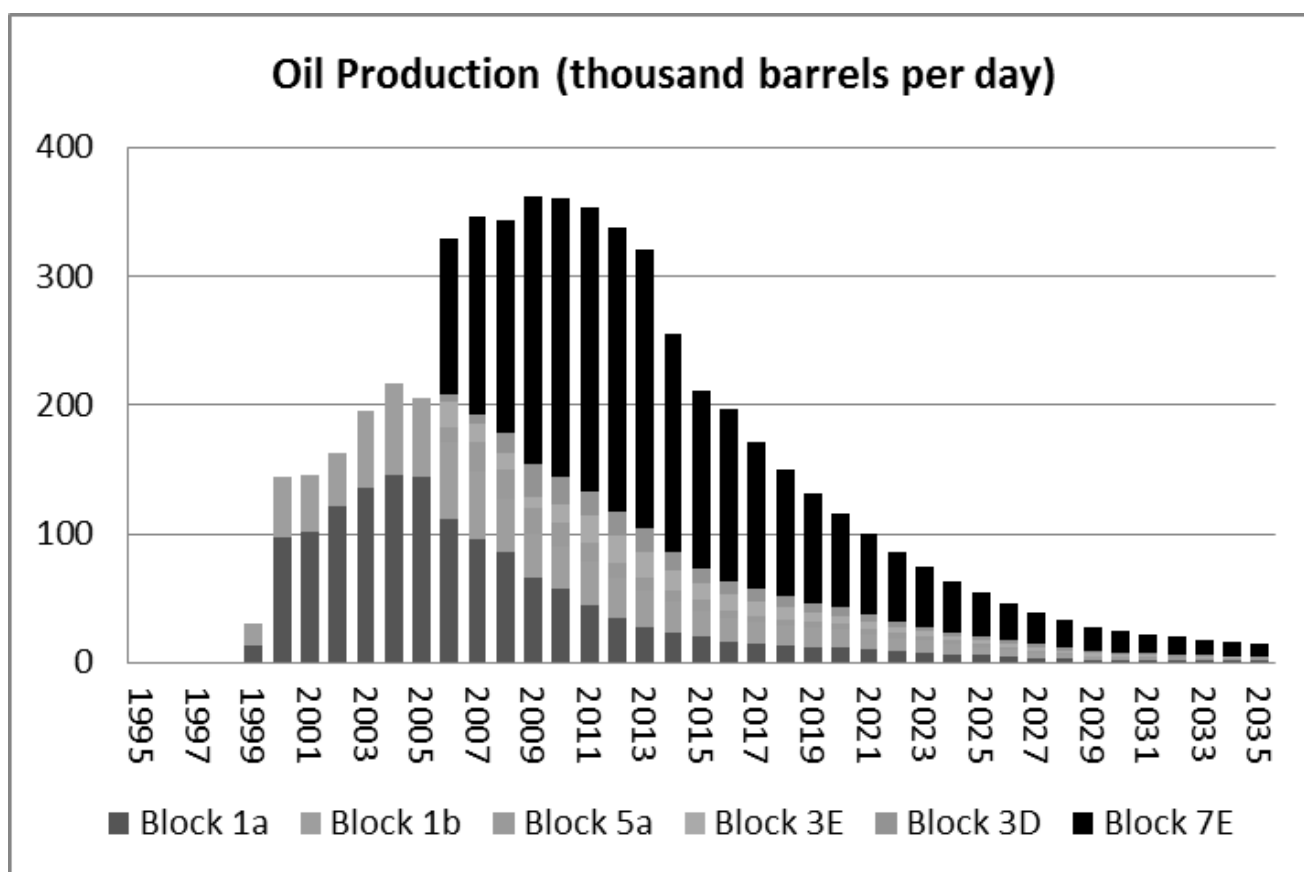
30 The percentage of oil in place that is actually extracted: this is estimated at just 23% in Sudan, low by international standards. European Coalition on Oil in Sudan, *Sudan's Oil Industry on the Eve of the Referendum*, 2010.

31 Includes blocks 1a, 1b, 5a and 3d, 3e and 7e.

32 Gross of any tariffs and transportation fees paid to the North.

33 The oil wealth and permanent income calculations are further presented in the Annex 8.

Figure 10: Annual oil production (barrels per day)



As well as generating an unduly narrow platform for growth, relying too heavily on oil revenues can also cause an economy to suffer from ‘Dutch Disease’. This refers to a situation of large inflows of foreign exchange revenue putting upward pressure on the real value of the domestic currency. This makes imported goods cheaper as one SDG can buy more foreign currency, causing domestic producers of ‘tradeable’ goods (e.g. bottled beer, vegetables or Gum Arabic) to become less competitive relative to imports or other countries’ exporters. As a result, imports increase and domestic labour and capital shifts away from producing tradeable goods toward producing ‘non-tradeable’ goods (goods and services that cannot be exported, e.g. restaurant meals or taxi rides).

While the value of the currency remains high due to the large inflows of foreign exchange generated by oil exports, the competitiveness of potential new businesses to compete with imports or produce goods for export will be seriously constrained. International experience shows that tradeable goods sectors have relatively high potential for productivity improvements, and specialising in these sectors can set the economy on to a high growth path.

#### 2.4.4.2 Absorptive capacity constraints

If government spending is to be used effectively to address the priority needs of South Sudan, it is important to consider the ‘absorptive capacity’ of the economy. Absorptive capacity refers to the degree to which an economy is able to use resources effectively to deliver the intended outcomes without driving up other costs in the economy or diverting resources from elsewhere.

For example, if the Government spends large amounts of money on construction projects but there are not enough construction workers and equipment to deliver services, the result will be increasing unit costs. Such factors that limit the ability of an economy to make good use of additional funds, whether from government spending, donor funding or foreign direct investment, mean that additional spending will generate few benefits and risk increasing inflation.

Other constraints include limited human capital, institutional and organisational structures and domestic production capacity. Limited absorptive capacity further supports the need to defer some spending while bottlenecks exist in order to increase value for money of public expenditure.

#### 2.4.4.3 Limited experience of macroeconomic management

The principle of making unity attractive, enshrined in CPA, ensured that Khartoum retained responsibility for macroeconomic management. Moreover, control over currency creation, oil sales and transfers to the South ensured Khartoum's remit to analyse and manage the macroeconomic environment. Since 2005, GoSS has focused on immediate issues such as establishing a government, developing a national budget and managing its substantial oil resources, leaving macroeconomic management to GoNU. DPs also complied with this situation, working to strengthen the Bank of Southern Sudan (BoSS)'s supervisory capacity while still a branch of CBS.

Nevertheless, at independence, the Government will take on a large number of new responsibilities in which it has only limited experience. It will be important to ensure a coherent, medium-term technical assistance strategy to provide advice and training to the agencies responsible for macroeconomic management.

#### 2.4.4.4 Underdeveloped financial sector

Financial services are an essential instrument of economic transactions and serve to 'intermediate' (channel resources) between savings of households and firms for productive lending for investment that contributes to economic growth. While data for South Sudan are unavailable and would likely show lower than the national average,<sup>34</sup> national data suggest confidence of the people of Sudan in holding assets in monetary form is low, and them preferring instead to spend rapidly and save in the form of foreign currencies (including deposits and investments for the wealthy), gold, livestock and buildings. The ratio of  $M_2$ , as a measure of money supply (SDG cash plus demand and savings deposits) to GDP in Sudan is low – 18% compared with attainable objectives of 21% in Uganda, 31% in Ethiopia and 40% in Kenya. Intermediation is similarly weak, with only 10% of credit as a percentage of GDP directed to the private sector, compared with 14-30% for its neighbours.<sup>35</sup> The private sector will not grow without access to finance.

The recent global financial crisis has clearly demonstrated the need for effective regulation of the financial sector. A poorly managed system can severely disrupt economic activity by limiting access to financing and potentially requiring government intervention if banks have cash flow problems and to guarantee customer deposits. A critical role of the new Bank of South Sudan upon independence will be to regulate the commercial banks and financial institutions.

Islamic banks withdrew from Southern Sudan following CPA and commercial banks are only just beginning to establish branches throughout the country. With few commercial banks, competition remains low, margins remain high and services are limited to Juba and the state capitals. Rotating Credit and Savings Associations (ROSCAs) are widespread and provide working capital to small firms, but have not yet been studied. Rural financial services are essentially informal in nature, and inadequate for supporting a step-change out of low agricultural yields and seasonal food deprivation. Meanwhile, microfinance, primarily credit, has a very low market penetration. As well as acting as a significant constraint on economic growth, an underdeveloped financial sector also limits the capacity for monetary policy to influence the economy.

The introduction by GoSS of an electronic payroll system has been complemented by the strategies of commercial banks which, during 2010, led to bank branch offices being established in every state. While these are currently primarily for transactions rather than financial intermediation, they provide a basis for rapid expansion of the banking sector. Most public employees withdraw their entire salaries in cash on their payday rather than rely on deposit services that would provide the basis for financial intermediation and

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34 However, the national ratio may under-estimate  $M_2$  for Southern Sudan due to the strong 'dollarisation' of the Southern economy.

35 World Bank (2010), World Development Indicators.



private sector growth. The expansion of financial services is currently hampered by delays in the passage of key laws affecting the financial sector: a central bank law, a financial institutions law and a law on publicly-owned enterprises.

In response to these challenges, a Central Bank Act has been drafted clearly establishing the role and function of BoSS post-independence. This will be passed into law before July 2011, putting in place the legislative framework for a sound regulatory system.

#### 2.4.4.5 Limited diversity of the domestic economy

The economy of South Sudan consists predominantly of small-scale agriculture, livestock-raising and oil extraction; though in monetary terms the oil sector is much larger. There is little domestic production for markets, even for agriculture products, never mind production for export markets outside of oil. Limited trade data indicate that about 60% of imports from Uganda and Kenya are agriculture products.<sup>36</sup> In Juba and a few other economic centres, there are booming construction and service sectors, although this is underpinned by government spending and thereby wholly dependent on oil revenue. However, many of the goods sold and inputs used, including labour, are imported.

There are several reasons for the lack of domestic production. Decades of civil war and associated uncertainties are likely to have been discouraging for entrepreneurship, although active investments from entrepreneurs of neighbouring countries suggests this is not a limiting constraint. The allocation of labour to military service and other war-related activities might have meant that skills of doing business and participating in a market economy remained underdeveloped. Of immediate concern are weak infrastructure, high transport costs and limited skilled domestic labour, which make production expensive and domestic producers uncompetitive. Shifting the focus away from security and towards participation in a market economy will take some time but will eventually happen if there is an expansion of economic opportunities and a conducive macroeconomic and business environment.

#### 2.4.4.6 Limited macroeconomic data

The limited availability of data has serious consequences for macroeconomic management. Reliable data are essential to allow us to monitor performance of key indicators, benchmark the economy against comparator countries, evaluate the impacts of macroeconomic policies and external shocks, and develop evidence-based policy that meets the needs of the people of South Sudan.

The importance of robust and credible data for achieving the key objectives set out in this document should not be underestimated. SSDP aims to identify the key priorities for the people of South Sudan in the first three years of independence and to develop a strategy for ensuring that these priorities are delivered. Only when accurate and credible data are available can we objectively measure progress against targets and determine when our goals have been reached or where greater effort might be required (as discussed in the chapter on Monitoring and Evaluation.) Similarly, our commitment to maintaining macroeconomic stability will only be credible if we simultaneously commit to the regular production of a comprehensive set of economic statistics with which to monitor our economic situation.

### 2.4.5 The way forward: macroeconomic objectives and policy for South Sudan

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The previous discussion set out the macroeconomic challenges faced in the economic management of South Sudan. This section outlines how GoSS intends to respond to these challenges in the coming years in order to achieve our strong commitment to macroeconomic stability. GoSS acknowledges that there is a need to prioritise efforts as, in the short run, we do not have the capacity to formulate and implement every policy that would be desirable in the medium and long term. However, it is felt that the institutions and policies outlined in this section should be sufficient to establish a well-functioning and stable macro economy in South Sudan post-independence.

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<sup>36</sup> Comtrade data from World Integrated Trade Solution (WITS), exports from Uganda and Kenya to Sudan (as a whole) in 2008.

#### 2.4.5.1 High-level macroeconomic objectives

A stable macroeconomic environment is vital for achieving rapid, broad-based and sustainable economic growth. Without macroeconomic stability, South Sudan will struggle to attract investment, increase employment, reduce poverty and diversify the economy. Therefore, three overarching macroeconomic management objectives will drive the development of macroeconomic policy for South Sudan.

First, GoSS will work to deliver **macroeconomic stability** for South Sudan. A stable economy is one with low levels of inflation; a stable exchange rate; a prudent, long-term fiscal policy featuring predictable government taxes and spending; low and stable interest rates and debt sustainability; a sound financial system; sustainable balance of payments, and sufficient foreign exchange reserves to cover imports. Given the important role of the government in the economy, macroeconomic stability and fiscal stability will be two sides of the same coin in South Sudan, and an isolation of stable expenditures from volatile government revenues is necessary to achieve both.

Ensuring macroeconomic stability is a critical objective for the short and medium term. However to set our economy off on the right path, GoSS will always have to keep an eye on the future. The second overarching objective is thus to achieve **long-term fiscal sustainability**. This will involve setting a level of public expenditure that is consistent with our long-term revenue estimates.

Thirdly, a sound and effective macroeconomic policy for South Sudan will be one **that facilitates broad-based and sustainable private sector growth and economic diversification**. Macroeconomic management is not only about maintaining stable prices as an end in itself but also has significant impacts on confidence and the socio-economic environment through its linkages to living costs, unemployment, poverty and risk of social unrest. Price stability is a necessary precondition for achieving broad-based economic growth and greater equality of income.<sup>37</sup> The macroeconomic policy for South Sudan takes account not only of income equality today, but also that between current and future citizens of South Sudan. A stable macro environment helps to attract investment. Avoiding a strong or over-valued exchange rate will help to encourage non-oil export growth, import substitution and economic diversification.

#### 2.4.5.2 South Sudan's macroeconomic policy

These high-level macroeconomic policy objectives can only be implemented through effective macroeconomic policy. As noted in the introduction to this section we are only just taking responsibility for macroeconomic management at the start of the SSDP period. As such, over the next six months the Government through the MoFEP will be developing a macroeconomic policy based upon the tenets set out below.

##### *Oil revenue management*

The oil-rent<sup>38</sup> belongs to the people of South Sudan and not to private interests and it is crucial that GoSS captures this rent on behalf of the population. Initially, GoSS will take over production-sharing agreements between the currently extracting oil companies and GoNU. As these may be renegotiated and new oil fields may be found, it is important that GoSS develops an oil taxation policy which continues recovering the oil-rent as public oil revenue. The detailed elements of such an oil tax policy, for example the particular mix of royalties and marginal taxation, will have to be explored in the time to come. GoSS is committed to following international best practice adapted for the circumstances in South Sudan.

Given the critical importance of oil revenue for the government budget and wider economy, it is important to ensure a smooth transition as GoSS takes on responsibility for managing oil contracts. The Government is currently seeking assistance from experts in the field of oil revenue management to build capacity among GoSS officials and ensure a sound policy framework is in place from the outset.

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<sup>37</sup> The importance of broad-based economic growth is explored in more detail in chapter 4.2: Economic development pillar.

<sup>38</sup> Revenues minus extraction costs including normal returns to oil companies.

Public oil revenues can be used in three ways: on immediate public consumption; on public investments in domestic assets, and for investments in financial funds abroad. As outlined above, much of the oil revenues accruing to South Sudan have in previous years been spent on immediate public consumption, such as salaries and operating expenses. Given the expected oil production profile, long-run fiscal sustainability requires that South Sudan de-links current expenditure from current revenues and increases the proportion of oil revenues saved. Due to the scarcity of both physical and human capital, it is likely that the return on investments in these assets will be high, as they will immediately remove barriers to growth. The return on government consumption is very low or non-existent. It is the intention of GoSS to invest an increasing share of oil revenue in domestic assets that will yield future income and employment. These are infrastructure, including transport and energy; human capital, including education and health; and a well-functioning tax and business environment. Public investments in such assets are likely to stimulate private investments. However, absorptive capacity constraints will limit the amount that can be invested.

Although investment in domestic assets will be an important destination for some of GoSS savings, there will still be important roles for savings in foreign assets. First, having a stabilisation/saving fund will shield the local economy from volatility in oil revenues, which is one of the most damaging aspects of resource dependence. Second, it will make it possible to decouple spending from revenue. Effective spending is likely to build up slowly and it is better to 'park' revenues in an income-earning fund for later use when spending can be carried out effectively, than spend them today on bad projects, those at extremely high unit costs and that the Government is unable to monitor and audit adequately.

An Oil Revenue Management Act will be adopted, regulating the management of oil revenues, including monitoring, auditing and reporting mechanisms, as well as the organisation of the stabilisation/saving mechanisms and rules and procedures for payments and transfers.

#### *Fiscal rules*

Fiscal rules can be an efficient mechanism to institutionalise saving and a sustainable level of government spending. As such, there may be a need for both a short-term 'within year' rule to ensure smooth spending from month to month; and a long-term 'across year' rule to ensure fiscal sustainability over time. There are many alternative spending rules one can consider.<sup>39</sup> Key ingredients should be simplicity and transparency, consistency with sustainability, and credible commitment from politicians to follow the rules in place.

As an initial strategy, MoFEP is currently in the process of implementing a 'within year' fiscal rule in the form of quarterly cash limits, targeted for the third quarter of 2011. This will help to smooth government spending over the financial year by putting a ceiling on the upper level of government spending each month. This will keep inflation under control, increase the predictability of public spending resources and improve budget execution relative to budgeted allocation.

A long-term fiscal rule would take into account the long-term forecasts for oil revenue and projections for non-oil revenue to attempt to prevent a significant drop-off in spending in future years. A natural starting point is the non-resource deficit; that is the deficit that has to be financed by oil revenues.

#### **Box 2: International good practice in natural resource revenue management**

Many countries enriched with petroleum revenues have been trapped in the 'resource curse', with significant adverse effects on their people's well-being. To avoid this, it must be recognised that natural resource revenues differ from other public revenues in a number of ways:

**Petroleum revenues are not income in the usual sense**, as they involve a depletion of a non-renewable resource. The goal of oil and gas production is to convert petroleum assets into financial assets and/or domestic assets like infrastructure, health and education that provide future returns, not current government consumption; and

<sup>39</sup> Botswana (Sustainable Budget Index (SBI)), Timor Leste (Estimated Sustainable Income (ESI)) and Norway ('bird-in-hand' rule) are examples of resource-rich countries with different fiscal rules.

**Revenues from the petroleum sector show greater variations over time** than other revenues, partly as a result of fluctuations in the price of oil. The fiscal regime should be sufficiently robust to withstand a temporary decline in oil prices without having to substantially alter economic policy.

To avoid adverse effects such as currency appreciation, inflation and transfer of resources from traded to non-traded sector ('Dutch disease'), the absorptive capacity of the economy must be taken into account. While domestic tax revenues reduce spending in the private sector, petroleum revenues do not. Domestic spending of petroleum revenues may generate cost pressures and weaken those sectors of the economy that are or will be exposed to international trade. These features suggest a significant share of the petroleum revenues should be saved or invested; that government expenses and revenues should be decoupled by an international savings mechanism, and that the use of oil revenues on domestic expenditures should be cautious to avoid wasteful spending and over-heating of the economy.

Resource management requires national consensus and a clear sense of ownership of the resources. This takes informed public debate, transparency, accountability and competence in the following areas:

- The design of the regime to manage and tax the extraction of oil and gas;
- Transparency in the payments by oil companies of royalties and taxes;
- Planning and execution of government budget in line with sound fiscal policies; and
- Management of funds for future generations.

### *Debt policy*

On independence, the Government will have the ability to contract both external and domestic debt. While short-term borrowing may be used to cover regular monthly fluctuations in revenues, some countries have permitted this to get out of control. It will be important to develop and implement a debt policy before debt can be accrued to prevent taking on excessive debt that is not consistent with our over-arching goal of macroeconomic stability and long-run fiscal sustainability. International experience has consistently shown the potential long-term damage of building up large debt burdens.

As long as GoSS has substantial oil revenue and is saving part of this in reserves, it would not make economic sense to borrow, as the interest rates on debt are likely to exceed those paid on our savings. Further, the domestic financial market is for some time likely to remain too shallow to fund domestic borrowing without causing significant 'crowding out' of private sector lending, which is already limited. It would use up available finances and thereby reduce the amount available for borrowing by businesses and households.

### *Monetary and exchange rate regime*

The primary objective of the Central Bank is to maintain monetary stability. This involves targeting the money supply in order to keep the price level in check. The stability of the real exchange rate is strongly influenced by fiscal policy, with the strategy for oil revenue management in particular influencing the real exchange rate, as well as the rate of inflation relative to world inflation. The government proposes close coordination of fiscal and monetary policy to ensure price and exchange rate stability. This will be achieved through regular and frequent meetings of the Macroeconomic Policy and Management Working Group and the Macroeconomic Management Committee.

Upon independence, South Sudan will adopt a new currency, the South Sudan Pound (SSP). There will be a transition period of 6 months, during which both the SDG and the SSP will be considered legal tender in South Sudan. The value of the SSP in relation to foreign currencies is not yet known, but for the transition period this will of course be fully determined by the one-for-one exchange rate between the SDG and the SSP.

The exchange rate regime adopted upon independence, and formally implemented following the initial six-month transition period, will be a 'managed float'. This means that market forces will determine the exchange rate, with the Central Bank occasionally intervening to prevent large fluctuations away from the desired level, with respect to the US dollar and other foreign currencies. BoSS will set a band within which the currency is allowed to freely fluctuate, intervening only when market forces look likely to push the value of the currency outside of this band.

Given the need for official intervention in currency markets, a fixed rate regime brings with it the need to hold considerable volumes of currency reserves. To maintain the credibility and effectiveness of this regime, it will be essential that we build up and maintain considerable foreign exchange reserves.

The managed float regime was selected as the most appropriate regime for an independent South Sudan as it will help to ensure macroeconomic stability through a close link to the dollar. The two main arguments in support of a fully flexible exchange rate system are largely irrelevant in the South Sudan context. The main advantage of a floating exchange rate regime is the automatic correction mechanism that allows changes in trade patterns to be accommodated. However, given the high import dependence in South Sudan, this effect is likely to be very limited; there is little substitutability between imports and domestic goods, and a limited potential to increase exports in the short run. A further argument in favour of flexible exchange rates is monetary independence. That is, the ability to use monetary policy to manage the macro economy. However, South Sudan currently has such underdeveloped financial systems that the effect of monetary policy is likely to remain weak for some years to come. Fiscal policy will continue to be the main lever for macroeconomic management throughout the SSDP period.

Maintaining the value of our currency within a narrow band will have a number of benefits, compared to a freely floating regime. Firstly, this system will establish confidence in the value of the South Sudan Pound upon its introduction, thereby reducing exchange rate risk and allowing South Sudan to establish a track record for currency management. This system also links monetary policy to that of an external currency with an established track record and thus helps to keep inflation in check.

### *Building non-oil production*

Relying on oil revenues alone to generate growth is unlikely to be a broad-based growth strategy as extractive industries tend to be highly capital intensive and do not create many jobs. Moreover, the jobs that are created tend to be specific to certain locations. As a result, the benefits of oil-led growth are likely to be concentrated among just a few individuals and firms. To encourage the development of non-oil production, it is important to ensure the economy is attractive to private investors. As well as maintaining a stable macro economy, it must also be borne in mind that excessively high or unpredictable levels of taxation can harm growth by discouraging production and foreign direct investment. The system of taxation and non-oil revenue collection must be predictable, transparent and efficient.

GoSS believes that it is not the role of government to directly undertake economic activity. This basic principle is supported by experience in other African countries that have been successful in promoting economic growth. Government spending should instead be directed towards the provision of public goods and creating a macroeconomic environment that is conducive to growth. The key elements of an enabling environment that GoSS will create will be peace and security, rule of law, macroeconomic stability, basic infrastructure and effective tax administration.

### *External trade*

As there are more immediate challenges, the current trade regime will continue for now while options are considered. GoSS will review trade policy, including consideration of East African Community (EAC) membership. The policy is currently liberal and seeks to impose little restriction on the movement of goods and labour across the international borders. The trade regime is relevant for the absorptive capacity in South Sudan, as restrictions on the flow of goods would increase costs, accentuate bottlenecks and are likely to have negative effects on private and public returns, and hence on economic growth.

Trade tariffs are an important source of non-resource revenue in many developing countries. The virtue of tariffs is that imports represent an easy taxable tax base; this has been an overriding concern in most recent post-conflict countries as an interim measure to provide revenue while a more complete and incentive-neutral system is designed. The cost of tariffs is that the more expensive imports have negative effects on industrialisation and economic competitiveness. The distortions may be particularly severe in the case of South Sudan, as there is so little domestic production capacity to substitute for imports. Even more importantly, as South Sudan is paying for its imports entirely with oil revenue and foreign aid, both accruing to the Government, tariffs are unlikely to create any additional public revenue. Tariffs will reduce the domestic purchasing power of the oil revenues and the foreign aid, devaluing resource revenue and aid flow in real terms. What is seemingly gained in tariff revenue will be lost in terms of higher costs elsewhere in the economy.<sup>40</sup> South Sudan must build its tariff revenue without instituting prohibitive rates or distorting quantity ceilings, as a transition measure to a more complete revenue base.

### *Developing the financial sector*

A priority for the new CBS will be to establish a policy regime that encourages the growth and depth of deposit-taking and lending institutions. To support this, it will strengthen its existing bank supervision capabilities as the number of new banks and non-bank financial institutions expand rapidly and new electronic and telephone technologies are introduced. This will be within the 2011-2013 timeframe or shortly thereafter. BoSS will also develop new sovereign capabilities, including a currency and foreign exchange directorate with foreign exchange operations, management of foreign exchange reserves and undertaking currency and payments options in support of a new currency and inter-bank payment system. Depending on the currency regime chosen, CBS will have to be immediately capable of conducting the market operations needed to put the policy into effect and manage foreign exchange reserves. It will also have to implement core financial systems, such as its own independent accounting system, Society for Worldwide Inter-bank Financial Telecommunication (SWIFT), money transfer and cheque-clearing.

Without an adequate domestic supervisory regime, growth in banking may foster only international borrowing, primarily by the Government, with banks unwilling to undertake domestic deposit-taking and transfer services to households and the private sector that permit savings mobilisation and financial intermediation. It is essential that there are low-cost deposit services that permit small-scale wealth building; the preservation of liquidity to meet stresses on households and businesses, and business finance and the accumulation of capital for equity investment. In addition, the multiplicity of donor-financed rural and microfinance systems will remain a challenge for supervision by CBS. The South Sudan Microfinance Development Facility will also have an important role to play in the development of microfinance institutions. These steps, together with responsible exchange rate and monetary management by CBS, will encourage financial deepening and broad economic growth.

### *Enhancing our capacity for macroeconomic management*

From 2009 onwards, there has been a growing awareness of the need to strengthen macroeconomic management. As part of this process, considerable work has been undertaken to strengthen the capacity of BoSS and to increase the collection of economic statistics by SSCSE. With the completion of the census in 2008, the SSCSE focused on the Household Budget Survey to provide some of the key information and indicators required for economic management. Since 2009, work has been undertaken to produce GDP estimates for South Sudan. Initial estimates have now been released.

Nevertheless, much of this preparatory work had been fragmented across institutions and it was not until 2010 that the relevant agencies began to communicate effectively and look for ways to work together. At this time, key areas of work were identified with the help of the core functions process. In response to this, MoFEP and BoSS have recognised the need to rapidly develop capabilities for macroeconomic management. In the short term this is focused on gathering and compiling the data required to understand and describe

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<sup>40</sup>Collier, P., & Venables, A. J. (2011, March). Illusory revenues: Import tariffs in resource-rich and aid-rich economies. *Journal of Development Economics*, 94(2), 202-206.

the economy, developing a macroeconomic policy and building a macroeconomic framework. Much of the data work is being done through SSCSE, however BoSS will be working to expand and strengthen its statistical department to collect the data required for the balance of payments. MoFEP in the meantime is expanding the role of its Macroeconomic Planning Department and building the roles and responsibilities of its staff to utilise the data gathered. This includes the development of a simple macroeconomic framework which can, in the context of severe data limitations, provide a coherent set of medium-term macroeconomic and budgetary resource projections.

Beyond July, there will continue to be a need to build stronger capacity for oil revenue management both within MoFEP and the Ministry of Energy and Minerals (MEM); macroeconomic monitoring and analysis; currency management, and monetary policy design and implementation. GoSS and its institutions are currently working, with support from the international community, to implement these activities. More activities and skills will be required over the coming months and years but GoSS will start with the core activities and build from there.

This review of the context highlights the interrelated challenges which the new Republic of South Sudan faces in order to build a secure, peaceful and economically viable nation. These challenges include improving security and deepening peace-building whilst concurrently reducing poverty, particularly the high levels of rural poverty. These challenges and the required responses to them are mutually reinforcing, and provide importance guidance to the design of development efforts throughout this development plan.

Reducing poverty necessitates both improved livelihoods and expanded employment opportunities for the very large numbers of poor living in the many towns and rural communities throughout South Sudan. Increased agricultural and livestock production will be important for reducing poverty and increasing food security in the short term. This will also necessitate continued improvements in transport infrastructure, clarification of issues pertaining to land, and improved access to markets and inputs. Over time, broader diversification of the economy will be essential. At the same time, the struggle to reduce poverty also needs to include improvements in health and education services. For example, maternal mortality, malnutrition and child mortality are among the highest in the world, while literacy is low, thus constraining human well-being and hampering efforts to increase labour productivity.

Improved security and deepening peace will be critical both for the direct well-being of citizens throughout the country and for achieving sustained poverty reduction. This necessitates dealing with causes of conflict, improving security within communities and improving access to conflict resolution systems and justice. Moreover, evidence suggests that people need to feel secure in order to invest and to develop their livelihoods. Security matters for the business environment and the confidence that is so important to local and international investors. Clarifying issues such as access to land, for example, is critical for both rural and urban development and important for expanding financial intermediation.

Furthermore, local and international experience highlights that successful efforts to reduce poverty and solidify peace require a stable macroeconomic environment. Uncertainty and volatility in the macroeconomy would undermine confidence and efforts to generate renewed growth, employment and improved livelihoods. Sustainable fiscal management will be critical for macroeconomic stability. The volatile and temporal nature of oil revenues will make this particularly challenging. Fiscal rules are being adopted to delink public expenditure from current revenue, stabilise public expenditure and spread the use of oil revenue over time, thereby avoiding a precipitous decline in public expenditures.

These core development challenges inform the strategic priorities outlined in the next chapter, and underpin the four development pillars that constitute chapter four. Tackling poverty requires renewed economic growth and social development. Hence, the second and third pillars in chapter four focus on economic development and social development. The importance of sustained improvements in security is reflected in the fourth pillar – conflict prevention and security. The first pillar – good governance – is an important part of the macroeconomic environment and critical for both the efficient use of resources and the building of confidence. It is important also for the effective delivery of services in the social development pillar, and for efficient building of infrastructure.

Added to the need for peace-building and state-building, is the need for effective nation-building. This requires the building of a strong and cohesive national South Sudanese identity which unifies all the population and takes precedence over and above tribal and clan loyalties. It requires the development of a culture of civic responsibility and national pride. The history of the South Sudanese people in their struggle for self-determination and development (as set out in section 2.1) provides a strong platform for nation-building. However, experience from other emerging nation states underscores the fact that countries like South Sudan, which do not have a long history of accountable governance, and which are disadvantaged in terms of high poverty levels, must make a particularly concerted effort when it comes to nation-building. This needs to be underpinned by the development of inclusive government structures and political processes, service delivery, and the targeting the benefits of economic development as broadly as possible to tackle the existing social and geographical inequalities (as described in section 2.3).

The responses to the development challenges outlined above, as set out in the following chapters, are designed to come together to form a comprehensive, focused and prioritised strategy to develop and build the new nation of South Sudan during its critical first three years.



### 3 SOUTH SUDAN DEVELOPMENT VISION, OBJECTIVES AND PRIORITIES

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The longer term vision for the new Republic of South Sudan is guided by Vision 2040,<sup>41</sup> which sets out a comprehensive vision and agenda for the new nation of South Sudan

#### SOUTH SUDAN'S VISION 2040

**By 2040**, we aspire to build an exemplary nation: a nation that is educated and informed; prosperous, productive and innovative; compassionate and tolerant; free, just and peaceful; democratic and accountable; safe, secure and healthy; and united and proud.

#### 3.1 Overarching objective of SSDP

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As noted in the introduction, SSDP has been drafted under the theme of 'Realising Freedom, Equality, Justice, Peace and Prosperity for All'. In line with the theme, the key national development priorities for South Sudan as a new state are those of effective nation-building, state-building and peace-building. By the end of the plan period (2014), South Sudan aspires to be fully established as a peaceful, stable, viable and secure new nation. Secondly, by 2014, South Sudan plans to have strong foundations in place for effective governance, economic prosperity and enhanced quality of life for all citizens.

#### Overarching SSDP Objective

Ensure that by 2014 South Sudan is a united and peaceful new nation, building strong foundations for good governance, economic prosperity and enhanced quality of life for all.

#### 3.2 Objectives for core components of SSDP 2011-13

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The key national development priorities are encapsulated in the objectives of the four main pillars of the South Sudan Development Plan (SSDP). These form four national policy goals, as follows:

- **Good 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;
- **Increased prosperity:** Diversified private sector-led economic growth and sustainable development which improves livelihoods and reduces poverty;
- **Enhanced quality of life:** To promote the well-being and dignity of all the people of South Sudan by progressively accelerating universal access to basic social services;
- **Safety and security:** To defend the sovereignty and territorial integrity of South Sudan; prevent the resurgence of conflict. and uphold the constitution by providing equitable access to justice and maintaining law and order through institutions which are transparent, accountable and respect human rights and fundamental freedoms.

Governance lies at the heart of both nation-building and the implementation of policies and programmes in all pillars. Its objectives are to ensure accountability, transparency and zero tolerance for corruption; to assure that resources are mobilised, managed and distributed based on evidence; to ensure a strong public administration through laws, policies, processes and information, and enhance service delivery and oversight. To this end, the priority programmes address constraints and weaknesses in the young public

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<sup>41</sup> South Sudan Vision 2040.

administration and the capabilities of oversight institutions to promote nation-building and serve as the basis for the efficient, transparent and service-oriented design and implementation of all other programmes.

Economic development is essential to the future prosperity of South Sudan. While emerging from conflict, the country's Gross Domestic Product (GDP) will during the plan period be highly dependent on oil revenues. It is essential to lay the groundwork for diversified private sector growth that can productively employ all people. A key overarching priority in this pillar is that of rural transformation, building upon the late Dr John Garang's vision of "taking towns to the people", and developing economic activities that will contribute immediately to the quality of life of most South Sudanese. Hence the focus is on agriculture, animal resources, roads transport and infrastructure development that will provide opportunities in isolated regions and create a national market, and on providing social infrastructure development, including particularly water resource management and sanitation services.

Social and human development responds both to national, community and individual needs. The unmet need for effective primary health services, great as it is, is partially concealed by the transitional role of international organisations in providing humanitarian assistance. Education is sought and needed by all, is required for economic development and contributes greatly to good governance. Both education and health require a great number of trained professional staff. A child cash benefit transfer system is planned to ensure widespread distribution of the benefits of economic development. A youth programme is prioritised to provide for a 'payam'-level youth corps dedicated to local development and nation-building among the generation most likely to become disillusioned by the few benefits that a small emerging private sector can yet offer.

Conflict prevention and security presents a dilemma. Security claims a large portion of the national budget, crowding out expenditures for economic and social development, but state and local governments actively seek more, rather than less, security as the essential basis for all other investments and programmes in governance, economic development and human and social development. In the security sector, demobilisation must continue while a new National Security Architecture (NSA) transfers security from military to civilian control and the sector continues to transform itself into a smaller, modern force for defence and policing. Community security continues to be a prime concern for most of the nation's people. But while this continues, the effort to build a new nation under the rule of law must be promoted strongly, continuing to create a legal framework for all levels of government, working to assure the effective implementation of this framework so every resident knows of his or her rights and that they are protected in fact as well as in law, and ensuring that the criminal justice system treats the human rights of every individual correctly while applying the legal framework to justice for all.

Cutting across all the pillars is a focus on addressing the social, economic and geographical disparities which are so clearly highlighted in the analysis of poverty in South Sudan. Integrated within this also is a priority focus on tackling gender inequities, and the needs of youth. Each of the four pillars identifies key actions required to address the needs of women and youth, adding up to a strong policy focus on gender and youth empowerment issues.

To achieve these objectives, each of the four pillars has identified a set of national priority programmes to which government resources will be focused. It is anticipated that DPs will align their support with these national priorities.

The framework for this prioritisation of development efforts is the above objectives together with the three key development challenges identified in the previous context chapter - conflict, poverty, and macroeconomic environment. Hence, care is being taken to ensure that all activities the following priority areas are designed to reduce poverty and ameliorate rather than exacerbate pressures for conflict. It is vital that initiatives make a difference to people's lives in all parts of South Sudan to ensure widespread participation in the benefits of development. Meanwhile, the commitment to macroeconomic stability built upon stable and sustainable fiscal policy is a fundamental building block of this SSDP.

Table 10: SSDP national priority programme areas

<b>SSDP national priority programme areas</b>			
<b>Governance</b>	<b>Economic development</b>	<b>Social and human development</b>	<b>Conflict prevention and security</b>
<ul style="list-style-type: none"> <li>• Executive function of the Presidency.</li> <li>• Development of institutional and human resource capacity.</li> <li>• Promulgation of legislation and oversight of the Executive.</li> <li>• Statistics.</li> <li>• Economic management and resource mobilisation.</li> </ul>	<ul style="list-style-type: none"> <li>• Increased agriculture production.</li> <li>• Improved and expanded road infrastructure.</li> <li>• Good management of oil sector resources.</li> <li>• Increased livestock production.</li> <li>• Expanded and improved water and sanitation infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>• Introducing a child benefit cash transfer.</li> <li>• Expanding access to basic health.</li> <li>• Expansion of number and quality of teachers.</li> <li>• Expanded access to general education.</li> <li>• Introducing a Payam Youth Service.</li> </ul>	<ul style="list-style-type: none"> <li>• National DDR programme.</li> <li>• National Security Architecture (NSA) and Security Sector Transformation (SST).</li> <li>• Legal framework.</li> <li>• Community security.</li> <li>• Criminal justice system.</li> </ul>

Implementation of actions within these four pillars varies in the demands of each on capacity-building and financing. As noted in the introduction, capacity-building is vital, especially in the early stages of establishing a new nation. Further, capacity-building efforts are included in various places throughout the pillars as described in chapter four and expanded upon in chapter six. Governance initiatives, such as building the capacity of oversight institution and the development of policies and laws to strengthen public financial management, typically involve substantial capacity building and require modest amounts of financing. In contrast, while improving and expanding road infrastructure expansion, does involve some capacity-building, it requires much larger amounts of financing. Improving education outcomes involves both considerable capacity building and considerable finance.

Naturally, the allocation of public expenditures will reflect these agreed development priorities. Though security will continue to attract substantial resources in the early years of independence as DDR programmes continue and there is transition to a more streamlined defence force. together with strengthened domestic security architecture, its share will decline over time. Similarly, as returnees are resettled and food security improves, the need for humanitarian assistance is expected to decline. Both these factors will accommodate a rising share of development expenditure in overall public expenditures. Hence, the proportion of resources allocated to human investments (education and health) and infrastructure (roads, other transport, water and sanitation) is projected to rise. In doing this, care will be taken to avoid locking in unsustainably high recurrent expenditure commitments due to uncertainties surrounding future revenue levels. Detail on the projected overall resource envelope and the allocation of public expenditures between competing needs in a manner that reflects agreed development plan priorities is provided in chapter five.

Finally, it is noted that these comprise an integrated set of priorities that are in various ways mutually reinforcing and interdependent. For example, improvements in road transport infrastructure are important for renewed agricultural growth and for the provision of basic social services. Similarly, improvements in health and education are important for productivity enhancement and participatory economic growth.

Security is important for human well-being, confidence to invest and the cost of doing business. Good governance is critical for the efficient delivery of services and for overall confidence.

### 3.3 Monitoring the priority programmes

These 20 programmes form the core of the strategy to achieve SSDP objectives. We will be monitoring these priority programmes against the targets established by the agencies themselves, as elaborated in Annex 1. The following table (Table 11) sets out the outcome objectives for each programme as well as the established target for 2013. These will be the main indicators that are tracked as part of monitoring the implementation of SSDP. It should be noted, that Annex 6 contains the Millennium Development Goal (MDG) indicators which the Government is committed to continuing to work towards, despite requiring a longer time period to achieve these than just that of SSDP.

Table 11: Priority programme outcome objectives and 2013 targets

Outcome objective	Indicator	2013 target
<b>Governance</b>		
Improved whole-of-government approach to addressing national presidential priorities by GoSS and state institutions.	Number of GoSS Institutions that can correctly articulate key national priorities	Increase by 50% from baseline.
	Number of GoSS Institutions that implement key national priorities	Increase by 40% from baseline.
Enhanced coordination, application and development of knowledge and skills of public servants.	Proportion of GoSS institutions that conduct training that report on the effectiveness of training to the Ministry of Human Resources Development (MoHRD). <b>Baseline:</b> 20%.	100%
Increase the capacity of SSLA to effectively and efficiently carry its oversight function through review of the laws passed and increase the numbers of laws passed annually.	Number of bills submitted to SSLA, debated, and enacted into law. <b>Baseline:</b> 12 laws passed in 2010.	18
Collect, analyse and disseminate all official geospatial, economic, social, demographic, census, environmental and food security statistics, ensuring that the Government and DPs have access to up-to-date and accurate information with which to plan the efficient and equitable allocation of public resources.	SSCCSE's score on the Statistical Capacity-Building Indicator (SCBI). <b>Baseline:</b> No score on SCBI.	Improve five percentage points on 2011 baseline.
Improved stability of government revenue and management of the macroeconomy	Amount of non-oil revenues collected. <b>Baseline:</b> SDG 118 million, 2009.	SDG500 million.
	Monthly revenue forecasts established <b>Baseline:</b> no forecasts produced.	Long-term annual revenue forecasts produced.
<b>Economic development</b>		
To increase crop production and land/vegetation cover.	Sustained increase in cereal crop production, and overall production increase of other major food crops. ( <b>Baseline</b> 2010: estimated traditional sector cereal production was 0.695 million Mt - last five years average was 0.744 million Mt).	Cereal production consistently above 1.0 million Mt per year.
Improved interstate, trunk and feeder roads routinely maintained on sustainable basis and roads safety to enhance economic growth.	Length of asphalted trunk road network under construction/completed. <b>Baseline:</b> 0km.	752km.

Outcome objective	Indicator	2013 target
	Length of constructed engineered roads <b>Baseline:</b> 363km of interstate and feeder roads constructed to engineered roads standard in 2010.	2000km.
	Length of roads under maintenance with safety provision. <b>Baseline:</b> 1750km of roads is under maintenance and safety provision.	4,500km.
To promote and improve the exploration, development, production and utilisation of South Sudan's mineral, oil and other energy resources.	Award new licenses and attract new mineral and oil exploration companies. <b>Baseline:</b> 17 licensed minerals companies 2010.	30
	Increase oil recovery and a number of oil infrastructures in South Sudan. <b>Baseline</b> 2010: 0.	3
To increase production of livestock and fish commodities.	Gradual and sustained increase of production and market supply of meat and milk. ( <b>Baseline:</b> MARF Strategic Plan 2006-10 and 2010 MDTF project assessment report).	157 Mt of meat. 5,250 litres of milk.
	Sustained increase of production and market supply of fish (baseline 2010: estimated by GTZ/FAO survey report fresh fish production/catch was 40,000 Mt).	100,000 Mt.
Sustainable management of water resources to enhance access to safe water and improved sanitation services; and other uses.	Percentage of rural communities with access to safe water. <b>Baseline:</b> 34% in 2010.	40%
<b>Social and human development</b>		
Reduce maternal, infant and child mortality.	Percent of population with access to healthcare. Baseline: 13%.	40%
Provide qualified teachers, academic staff and a relevant curriculum for general education.	Teacher: pupil ratio. <b>Baseline:</b> Qualified primary 1:111 (26,658 teachers)	Qualified primary 1:50 (50,060 teachers).
	Qualified secondary 1:24..	Qualified secondary 1:16.
By 2013 South Sudan is on track to achieve universal access and completion of free primary education and has expanded equitable access to post-primary education.	Gross Enrolment Rate Baseline: Total: 78%; Boys: 88%; Girls: 61%.	92%
	Net Enrolment Rate (NET). Baseline: Total: 46%; Boys: 53%; Girls: 39%.	65%
Gradually provide families with unconditional child benefit cash transfers nation-wide.	Percent of households receiving cash transfer through child benefit.	20%
<b>Conflict prevention and security</b>		
5. Establishment of effective and affordable DDR programme to support transformation strategies for all organised forces (SPLA, SSPS, prisons, fire brigade and wildlife forces) and to provide ex-combatants and host communities with a sustainable future, including the reintegration of women and children.	Number of organised force personnel disarmed, demobilised and reintegrated ( <b>Baseline:</b> 11,130 special needs group from SPLA disarmed and demobilised as at 25 February 2011, of which 10,760 were counselled and 8,523 were at various stages of reintegration. Service delivery timelines for DDR have varied widely, and have not provided ex-combatants with a predictable process).	DDR completed for 30,000 ex-combatants.

Outcome objective	Indicator	2013 target
1. Improved, coordinated security-related policy- and decision-making at national, state and county level, based on appropriate information-gathering and analysis.	Appropriate National Security Architecture established. <b>(Baseline:</b> No national security committee secretariat. No national security advisor, although there currently is a security advisor to the President.	Suitable staff from across government recruited and trained.
1. South Sudan has essential legal framework befitting an independent country.	Number of MoLACD draft legal documents submitted to the Council of Ministers (CoM). (37 laws in force, transitional constitution drafting underway).	60
2. Access to justice and respect for human rights across South Sudan enhanced.	Number of functional legal affairs offices at the county level. (32 county legal affairs offices established).	79
Communities secure and threat posed by small arms reduced.	Implement community security approach in all ten states (conflict-sensitive development projects implemented in 25% of counties)	50% of counties across all ten states.

\* Note: Annex 1 contains detailed targets for 2011 and 2012.

## 4 PILLARS POLICY, PLANS AND PROGRAMMES

As explained in the introduction, GoSS agencies have been organised into sectors since 2006 as Budget Sector Working Groups (BSWGs). For SSDP, sectors have been pooled into pillars that represented common interests. A working group covering cross-cutting issues was responsible for assuring that these issues are considered fully in each pillar.<sup>42</sup> The pillar compositions are in Table 12 below.

Table 12: Pillar compositions

Pillar	GoSS sectors
Governance.	Accountability; public administration.
Economic development.	Economic functions; infrastructure; natural resources.
Social and human development.	Education; health; social protection; culture, youth and sports.
Conflict prevention and security.	Rule of law; security.

The pillars, working from the bottom up and basing their work on the post-conflict, poverty, macroeconomic and governance context in which the new state will emerge, have defined the activities that will transform the mission statement into results that are clearly visible to the people of South Sudan and in their common interest. Each pillar has used a conflict-sensitive approach to the choice and articulation of its priority programmes. Land and issues concerning its tenure, use, alienation and contribution to conflict is a recurring theme in the earlier context section of this report, and in most of the pillars that follow. Box 3 describes the current land policy of South Sudan and outlines South Sudan's plans for addressing the challenges related to it in achieving security and development objectives.

### Box 3: Land issues

Tenure insecurity contributes to conflict and lack of trust in essential public institutions, reduces reasonable expectations over tenure rights and impedes investment and economic development. Many of the thousands of people displaced during the civil war encounter obstacles reclaiming rights to their land at their homes of origin. Conflict over grazing and water rights and between agriculturalists and pastoralists will remain a major internal cause of violence in several areas of South Sudan. Indeed, land is central to four of the five key impediments listed in section 2.1.1.3 regarding the economic effects of insecurity.

The promulgation of the Unregistered Land Act of 1970, which permitted the Sudanese Government to claim ownership of all vacant land not formally registered with the state, effectively negated the legal basis of customary rights and institutions that were the dominant tenure system in Southern Sudan. Customary and statutory systems that land rights; regulated access to resources used in common such as grazing land and forests; secured collective resources and prevented land-grabbing, were among the essential institutions of governance destroyed during the independence struggle.

CPA recognised the significance of resolving land-based sources of conflict and mandated establishment of a National Land Commission and a Southern Sudan Land Commission (SSLC) to develop land policies and draft legislation to clarify and strengthen land administrative systems and the rights of landholders. The Interim (2005) and Transitional (2011) Constitutions have required all agencies to include customary rules and institutions in their policies and strategies. The Land Act (2009) gives equal legal recognition to community,

<sup>42</sup> As explained earlier, this is a government-led process that draws on neither the nascent private sector of Southern Sudan nor also the nascent domestic civil society organisations. The judicial branch of government, citing its independence, did not participate in the pillar process and is not represented here. Similarly, BoSS, which will become the Central Bank of Sudan (CBS), chose not to participate both because of its independence from the executive branch and because it remained during the planning period an institution of GoNU with limited freedom to strategize. SSLA has participated in the governance pillar. These limitations are reflected in the strategy developed by the pillars.

private and public land tenure systems including customary institutions. The Local Government Act of 2009 defines the roles and responsibilities of customary institutions, prescribing that they have particular responsibilities for administering community land rights. The Investment Promotion Act (2009) provides procedures for facilitating access to land for private investment, including by foreign investors, in ways that protect the interests of both current rights-holders and investors. These three laws form the basis for a legal framework conducive to the fair and transparent administration of land rights in South Sudan.

SSLC has made progress toward putting in place policies, laws and administrative systems that secure the rights of landholders, foster economic development and help provide the foundations of an enduring peace. However, as the legislation was not based on a comprehensive and participative land policy review process, the Land Act did not address adequately issues including 1) roles and responsibilities of land administrative authorities at various levels of government; 2) land rights of women and vulnerable groups; 3) procedures for conflict mediation and resolution between various categories of land users; 4) restitution and resettlement policies for Internally Displaced Persons (IDPs) and refugees; and 5) documenting and reconciling customary and land use planning protocols for the management of common forest and grazing resources. In response in 2009, GoSS launched a participatory process on the issues not addressed by the Land Act in order to revise it. A draft land policy was developed under the leadership of SSLC with support from USAID. Extensive public consultations across Southern Sudan have led to draft legal and administrative reforms that extend security of land tenure rights to the greatest possible number of citizens. This policy was submitted in February 2011 to the Ministry of Legal Affairs and Constitutional Development (MoLACD) for review.

The revised Land Act together with other core acts will create an appropriate policy environment for peace, successful conflict resolution and private investment, especially in agriculture and natural resources but also in urbanisation. The approval of the land policy will facilitate the elaboration and implementation of national and state regulations, thereby, helping reform Southern Sudan's land sector on the principles of the rule of law. The successful implementation of the Land Act and its regulations depends on the establishment at national, state and county levels of capacity to administer land rights and to govern the use of natural resources in ways that foster social and political stability and build an enabling environment for sustainable economic development. To support this, GoSS seeks to establish and ensure that a tested and proven set of systems and processes for transparent land administration are in place, ready for replication, continued adaptation and scaling up during the SSDP period. This will include, with USAID support, the drafting of state-level implementing regulations to clarify and define the roles and responsibilities of land governance entities in rural areas; pilot regulations through the establishment and operation of at least one County Land Authority in Central Equatoria, Western Equatoria and Jonglei states; and build the capacity of state and county level land authorities in the management of pasturelands and other resources used in common in the Bore South-Trekking Sod and in developing an inventory system for securing rights to cropland in the green belt of Western Equatoria.

Source: Sudan Land Commission and the Sudan Rural Land Governance Project

The priorities chosen by the pillars are independent of the prior budget allocations and represent their priorities, across sectors, for accomplishment of the Vision. The programmes are described in a far more detailed level, with activities and benchmarks by year, in Annex 1.

## 4.1 Governance

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### 4.1.1 Summary of pillar and sector objectives and five priority programme areas

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The pillar objective represents the combined long-term vision of the governance pillar for South Sudan. It is understood that the ultimate function of good governance is the delivery of essential goods and services that is equitable, efficient, and effective for all South Sudanese.



### **Governance pillar objective**

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.

The governance pillar is comprised of two sectors: public administration (11 agencies) and accountability (six agencies). The governance pillar further articulated the overall pillar objective into five sector objectives. These sector objectives represent the key areas of focus of the 17 government agencies and are as follows.

### **Public administration sector objectives**

- Ensure a strong public administration through the enactment of just and effective laws and the development of responsive and inclusive policies, based on transparent processes and credible information and knowledge;
- Enhance the systems, structures and mechanisms of coordination at (and between) all levels of government to promote professional, ethical and efficient service delivery to all the people;
- Strengthen and sustain the capacity of oversight institutions to enhance accountable and transparent public administration through effective monitoring, evaluation and verification.

### **Accountability sector objectives**

- Ensure accountability, transparency and zero tolerance for corruption at all levels of government in the service of the people of South Sudan;
- Ensure evidence-based decisions on mobilisation, equitable allocation and efficient management of resources; and timely public access to information on the availability and use of resources.

Within these sector objectives, agencies prioritised five key programme areas of work essential to achieving both the sector objectives and the pillar objective and, through that, the SSDP mission.

Table 13: Priority programme areas

<b>Five priority programme areas</b>	<b>Associated agency</b>
Executive function of the Presidency	Office of the President.
Development of institutional and human resource capacity	Ministry of Human Resource Development.
Promulgation of legislation and oversight of the Executive	South Sudan Legislative Assembly.
Statistics	Commission for Census, Statistics and Evaluation.
Economic management and resource mobilisation	Ministry of Finance and Economic Planning.

The remainder of this chapter presents the background and the details of the governance pillar.

#### **4.1.2 Background**

For the purposes of this chapter, governance is defined to mean the core principles of accountability, transparency, integrity, professionalism as applied to the operation of central government systems and administration. The scope of this definition is purposefully restrictive as it reflects the main area of concern at this stage in South Sudan's development; in particular, it focuses on supply-side institutional strengthening and legal provisions. Over time, this will be broadened to strengthen related demand-side aspects of governance, such as procurement watch systems, and deepen participation and democratisation. Furthermore, the Government acknowledges that as systems develop and the economy diversifies,

consideration of governance will need to embrace wider elements, including economic and corporate governance which need apply to the private sector and to non-governmental organisations.

Good governance is fundamental to service delivery. As governance in South Sudan is transformed from managing conflict to nation-building and then to delivering services, there needs to be a shift in focus, to foster a culture of accountability in which the nation's resources are efficiently and transparently managed. The Government of South Sudan is committed to ensuring an independent and effective legislature which is able to hold the Executive to account and an independent judiciary strong enough to uphold the rule of law and protect the rights of the citizen. As South Sudan emerges from its conflict with the North and seeks to build national cohesion, it will continue to struggle to find the balance between security and service delivery.

#### 4.1.2.1 Why governance in South Sudan matters

Good governance is key to the achievement of the development objectives and targets outlined in SSDP for four simple reasons. These are namely the promotion of i) peace ii) human capital development iii) economic development, and iv) service delivery. The concept of good governance in South Sudan has been shaped by the imperatives of the struggle for liberation, the history of war and the vision of justice, equality, and progress.

Historically, government in Sudan has been perceived to be authoritarian, unjust, non-inclusive, and non-accountable and, therefore, a driver of the conflict between the North and South. The war was fought on the ideals of political inclusion and equitable service delivery.

Good governance reduces the potential for corruption and enables the allocation of public resources to respond to priority needs (security, health, education and food security). Effective and credible governance also facilitates an environment for macroeconomic stability, enabling economic activity to flourish. This promotes income generation opportunities for the South Sudanese population and ultimately enhances social stability, life expectancy, literacy and food security. All the above are paramount for the development of a country emerging from over 50 years of civil war.

#### 4.1.2.2 Key components of good governance in South Sudan

Good governance consists of sound policies enshrined in a legal framework; the political will to implement the policies and laws; strong institutions for formulating and implementing policies; a competent public service, and an effective system of oversight. Political inclusion, in which South Sudanese irrespective of ethnicity or gender can meaningfully participate in the political process, is essential. Similarly, a strong institutional framework to review and evaluate the performance of governing institutions to promote a more transparent and accountable government is indispensable. In South Sudan, greater clarity in roles and responsibilities and better coordination between central, state and county levels of government are essential to efficient service delivery. This requires an understanding of the mandates and functions of the institutions and ultimately of the concept of the State.

Policy-making, implementation and monitoring in South Sudan are constrained by data unavailability. Yet effective policies must be informed by credible, context-appropriate data and information. Similarly, the implementation of policies is dependent on a strong and effective executive, informed and active parliamentarians, and a public service with the necessary skills, capabilities and commitment to deliver public goods. Timely public access to information is key for monitoring government performance.

#### 4.1.2.3 Sectors

The accountability and public administration sectors create the conducive environment required for the execution of state functions. The institutions within these two sectors are mandated to provide guarantees for a transparent flow of information, generation of data, formulation of policy and the management of public resources. These sectors also are responsible for the conduct of foreign relations, coordinating government adherence to international commitments and treaties, and defining government policy vis-à-vis

international cooperation. It is composed of both legislative and executive institutions and provides the checks and balances for the Presidency and the Cabinet. The sectors set the standards of the public service and the use of public funds.

This section outlines the achievements of GoSS between 2005 and 2011 towards good governance and discusses key challenges. This is followed by defining the objectives and targets South Sudan has set for 2011-2013.

#### 4.1.3 Major achievements

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Since CPA was signed in 2005, Southern Sudan has made progress towards good governance as detailed below.

**A functioning government:** CPA created a federal system of government at three levels: GoNU, GoSS and states. From October 2005, GoSS and its institutions were established at the central, state and county level. For the first time, Southern Sudan had its own government with full authority over the development of its own institutions of governance at the executive, judiciary and legislative level. For example, a functioning cabinet system has been established, with the capacity to coordinate executive decision-making. South Sudanese consider the establishment of their government a major achievement, followed by the successful execution of general elections and the referendum.

**Accountability:** Systems are being developed at GoSS and state levels to improve accountability. Achievements include measuring corruption; introduction and implementation of planning and budget systems; the introduction of a public financial information system, an electronic payroll system, and a nascent human resource management information system. Public finances are being audited with increasing professionalism, though in the absence of an Audit Act, the independence and powers of the auditors are not yet protected. Strong government systems will continue to be essential to achieving a transparent and accountable state.

Though many data sources used in this document are necessarily based on observation rather than statistics,<sup>43</sup> access to accurate data has improved. Since 2005, South Sudan has conducted the 2008 census, as well as surveys on poverty, health, education, corruption and labour relations, among others. These data and information have enabled GoSS and its DPs to improve planning processes in a context-appropriate manner.

**Legislation and policy framework:** Agencies continue to develop key policies and to secure necessary legislation and set out regulations relevant to the execution of their mandate. SSLA enacted 36 laws during the CPA period. Assembly members received training on parliamentary procedures and practice at GoSS and state level. Programmes to increase public awareness of democratic processes and foster a democratic culture have included promoting women's participation in public decision-making processes and encouraging youth participation (by supporting the activities of the Youth Parliament.) Collectively these contribute to the strengthening of government in the context of an emerging democratic culture.

#### 4.1.4 Challenges

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While substantial achievements have been made, there remain significant deficiencies that must be addressed during the 2011-2013 period.

**Inclusion:** Good governance depends on inclusion. In Southern Sudan, historical gender disparities in education result in a public service in which women are not proportionately represented. This will require time and affirmative action to rectify. Similarly, equitable geographical representation is crucial to fair distribution of the gains of development. Civil war has negatively impacted the human resource capacity,

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43 As recently as 2007, a UN Joint Logistics Centre (UNJLC) map legend warned: "very little information is known about the roads of South Sudan. Much of the information displayed about the roads is based on anecdotal information and conjecture. If you have corrections ...". UNJLC, *South Sudan Roads*, 23 February 2007.

both in the existing public service and through illiteracy among both combatants and affected populations. Finally, the inclusion of youth in political processes and economic development is critical to stability. It is therefore essential that bold and effective policies are developed and sustained to provide young people with training, employment and enterprise opportunities to prevent a relapse into violence as a means of livelihood and to integrate them as a dynamic and productive segment of society.

**Access to financial resources:** Virtually all institutions within the pillar indicated inadequate availability of resources as a major constraint. Many experience difficulty in receiving the resources budgeted for their planned activities: funds are either not released at all or not released in a timely manner. Consequently, agencies underspend their allocations and are unable to complete their programmes. Some agencies have indicated that the situation often results in undue reliance on donor funding to implement their activities.

**Fiscal discipline:** Most agencies feel that the difficulty of accessing budgeted funds is the consequence of weak fiscal discipline. Accountability systems and processes are insufficiently strong and often bypassed. The political will to strengthen and enhance respect for due process and neutralise fiscal indiscipline has been weakened when political exigencies related to stability and security dominated the allocation process.

**Legal authority for oversight institutions:** The ability of institutions to effectively implement their mandates—particularly oversight—is limited by several other factors. These include: i) inadequate authority to act independently and to hold the powerful to account; ii) the lack of capacity of members of SSLA to exercise full oversight over the Executive; iii) lack of necessary legislation (including the Public Financial Management Act, Procurement Act, Audit Act and Public Service Act) to empower agencies, and iv) constitutional overlaps between agency mandates. These issues, combined with the perception that there is weak political commitment to the existing accountability systems, effectively facilitate corruption. In addition, poor management of documentation, insufficient access to data and lack of time for adequate evaluation compromise agencies' ability to conduct oversight functions.

**Recruitment and capacity:** The current recruitment system of public servants is widely viewed as weak and ineffective. Staff may be recruited into positions that fail to benefit from their skills or for which their skills are inappropriate. It takes a waiting time of up to one year for staff to be recruited by the Recruitment Board. Agency-led provisional recruitments may be neglected once new staffers have taken up their posts. This results in high staff turnover, leaves agencies without the necessary human resources to conduct activities and ultimately leads to poor performance. Further, it results in large underspending on budgeted salaries due to under recruitment of staff. Ultimately, some agencies consistently underspend on planned salary allocations, which distorts the planning process.

The limited capacity of existing human resources is due in part to lack of experience and skills caused by war and emigration. It is also partly the result of irregularities in appointments, promotions and the inability to encourage and promote the younger ranks of the public service (e.g. the absence of a pension system during 2005-2011 has resulted in retention of those who are ready for rest). With no systematic performance appraisal system, it is difficult to measure and improve the capacity of staff. Consequently, training opportunities are often offered to those least likely to benefit from them and do not target real needs.

Capacity issues need to be addressed as a matter of urgency given the importance of the public service in driving the success of SSDP. It is especially important to build the capacity of the staff of the Recruitment Board and help it develop ethical, skill-based criteria for recruitment. Agencies with an interest in ensuring the integrity of the recruitment process should also be involved as much as possible.

**Physical infrastructure:** Inadequate office space is a serious constraint to staff functioning and to the provision of training. In some cases, a lack of funds to build an office leads to payment of excessive rent. In others, agencies have had to move repeatedly, resulting in workplace disruptions. More fundamentally, physical infrastructure limitations, for example in communications and transport, also severely constrain service delivery and the capacity of citizens to exercise their rights.

**Inter-governmental coordination:** Clarity is lacking over the division of power and the roles and responsibilities between central institutions, states and counties. In particular, administrative and fiscal decentralisation is unevenly implemented among agencies. Disparities in relations between GoSS and state-level staff create inequalities.

It is crucial that South Sudan begins early to lay the foundation for best practice in governance, including transparency, accountability, participation and consensus-building, as the strongest guarantee of national stability, growth and sustained international goodwill in the years ahead. SSDP is a key step in this process.

Against this background, the next section sets out the main objective and outcomes expected from implementing pillar programmes during the period of the plan.

#### 4.1.5 Pillar objective

The governance pillar objective - a statement of what South Sudan would like to achieve in terms of governance – is informed by GoSS Vision 2040.

<b>Governance pillar objective</b>
<ul style="list-style-type: none"> <li>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.</li> </ul>

#### 4.1.6 Sector objectives

The following sector objectives represent the specific areas of focus for the three-year period of SSDP. Each sector objective has an indicator. The indicator is the tool the Government will use to assess progress against each sector objective. Similarly, each sector has a baseline to indicate South Sudan’s current status, as well as targets to indicate where South Sudan would like to be by 2013.

The sector objectives and targets are presented in Table 14. A key challenge that may be noted is the lack of baseline data. Lack of adequate data was previously highlighted in section 1.3 of this chapter as a major constraint. As noted, it impacts SSDP and its ability to be monitored. Similarly, a key challenge for the agencies within the governance pillar has been identifying indicators that are realistic, simple, and measurable.

Table 14: Governance pillar five sector objectives, indicators and targets

Objective	Indicator	Target			
		Baseline	2011	2012	2013
Ensure a strong public administration through the enactment of just and effective laws and the development of responsive and inclusive policies, based on transparent processes and credible information and knowledge.	Proportion of approved new laws and policies based on transparent and credible information.	Currently 36 laws have been passed.	50%	60%	75%
Enhance the systems, structures and mechanisms of	Proportion of agencies that use a performance management system	No performance management	Establish a performance management	50%	75%

Objective	Indicator	Target			
		Baseline	2011	2012	2013
coordination at all levels of government to promote professional, ethical and efficient service delivery to all the people.	(personnel and institutions).	system in place.	system.		
Strengthen and sustain the capacity of oversight institutions to enhance accountable and transparent public administration through effective monitoring, evaluation and verification.	Proportion by which skills of staff of oversight institutions have been strengthened (subject to appropriate performance indicators). Proportion by which the governing laws and operational regulations of oversight institutions enhance their performance.	Baseline study to be conducted.	40%	50%	75%
		Establish baseline.	30%	45%	75%
Ensure accountability, transparency and zero tolerance to corruption at all levels of government in the service of the people of South Sudan.	The composite index for South Sudan as measured by the Transparency International/African Development Bank. Percentage of government institutions with corruption prevention action plans.	1.6 (for Sudan as a whole).	2	2.5	3.0
		0	25%	50%	75%
Ensure evidence-based decisions on mobilisation, equitable allocation and efficient management of resources; and timely public access to information on the availability and use of resources.	Scores in a Public Expenditure and Financial Accountability (PEFA) assessment of South Sudan.	No information available on PEFA scores.	Conduct baseline.	Improved scores on 25% of categories.	Improved scores on 75% of categories.

The first sector objective (refer to Table 14) concerns the establishment of more just and effective policies and laws that are based on transparent processes and credible information. The target is to have a greater number of new laws and policies based on data and transparency. Progress against this sector objective is fundamental. Currently in South Sudan, the lack of critical legislation and policies has meant that the foundational building blocks of government have only partially been laid. Agencies in the governance pillar provided evidence of overlapping institutional mandates, insufficient legal authority to enact their mandates, unclear authority among central, state, and county levels, and an absence of policy.

That policy and laws must be based on credible information reinforces the need for reliable data. Finally, governance has identified the need for greater transparency in policy and legal formulation. There is currently limited or no consultation with citizens in the creation of laws and policies.

The second sector objective is to strengthen the systems, structures and mechanisms of coordination of government. The establishment and use of effective performance management procedures has been identified as an indicator, given the complete absence of performance management at present. It is important to install performance management practices that measure and develop greater professionalism and quality in the public service, rather than a specific technical system. Progress towards the full establishment of critical government systems at central and state level is feasible over the next two and a half years. These are namely a payroll system, pension system, financial management information system, human resource information system, human resource development system and a performance management system. This will require both financial and political investments. A challenge experienced in the last six years has been the lack of respect for systems introducing accountability measures (e.g. a payroll system or respect for dismissal systems) by all levels of government. This is why political leadership is critical to progress related to this objective. Similarly, without government financial commitments and expenditures, the implementation of systems will be entirely dependent on donor financing. An example is the Public Sector Reform Implementation Framework, which has no independent budget line allocated to it.

The third sector objective is to strengthen the capacity of oversight institutions. Weak accountability mechanisms hinder good governance practice. The accountability mechanisms currently in place in South Sudan are characterised by an underdeveloped legal framework and low institutional capacity. The laws related to these organisations are not all in place and secondary legislation to operationalise the laws already enacted has not been adopted. Inadequate public outreach further compounds the negative perception of a lack of accountability. Key institutions in both the public administration and accountability sector need to be invested in, both in terms of human resource and institutional capacity. This was identified as a key objective given its importance to provide a check to the power of the Executive.

The fourth sector objective focuses on the need to increase accountability, transparency and reduce corruption. Although progress towards this objective is possible and viewed as critical by both the pillar as well as participants in the consultations on SSDP, this is a long-term goal. Without effective actions to tackle corruption, rule of law will be further undermined; significant oil resources will not be invested in infrastructure, health, education, water, and agriculture; public dissatisfaction will increase, and the risk of instability will rise. Progress towards achieving the four other sector objectives is critical to achieving this one, which demonstrates the inter-linked nature of the five. This pillar agreed upon an international standard indicator.<sup>44</sup> Although it is recognised that South Sudan may score low in its first assessment ranking, the presence of an agreed global standard against which South Sudan can measure itself over time is the rationale for the selection of this indicator.

The fifth sector objective relates to evidence-based decision-making in relation to equitable resource allocation, as well as to the ability of the public to acquire the necessary information to have oversight on the Government's performance. Again, an international standard has been chosen as an indicator. Achievements against this sector objective would concretely address at least two of the key challenges identified by governance, namely inclusion and lack of adequate data. Government budget allocations to states in the last six years, for reasons of political stability, have been based on equality, not equity. Thus the lack of data has been identified at all levels as a critical constraint to establishing baselines, monitoring progress, accounting for funds and engaging with the public.

As the above text indicates, achieving the five selected pillar objectives will require dedicated effort and commitment. They are complex and challenging but critical to the future development of South Sudan.

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44 This was done via Transparency International.

#### 4.1.7 Priority areas

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The accountability sector consists of the following six agencies: the South[ern] Sudan Anti-Corruption Commission (SSACC), the South[ern] Sudan Audit Chamber (SSAC), the Centre for Census, Statistics and Evaluation (SSCCSSE), the Ministry of Finance and Economic Planning (MoFEP), the South[ern] Sudan Fiscal and Financial Allocation and Monitoring Commission (SSFFAMC), and the South[ern] Sudan Reconstruction and Development Fund (SSRDF). The public administration sector consists of the Office of the President (OoP); the Ministries of Cabinet Affairs (MoCA), Labour and Public Service (MoLPS), Human Resources Development (MoHRD), Parliamentary Affairs (MoPA), and Regional Cooperation (MRC)<sup>45</sup>; the Civil Service Commission (CSC), Local Government Board (LGB), the Employee Justice Chamber (EJC), the Public Grievances Chamber (PGC) and the Southern Sudan Legislative Assembly (SSLA).

Each agency has one to three programme areas, as determined by the historical budget process. The pillar agencies identified, through a participatory process, the top five programme areas most essential to the achievement of the sector objectives. These five are presented below. The remaining programme areas and targets are presented in section 4.1.8. Their achievement will also contribute to the achievement of the sector objectives. Taken together, all programme areas will be crucial in laying an early foundation for best practice in governance. Programme matrices featuring objectives, indicators, annual targets, activity costing and priorities are presented in Annex 1.

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<sup>45</sup> The Ministry of Regional Cooperation (MoRC) will formally change its name following July 9, 2011. The final name is to be determined but will reflect its expanded mandate of foreign relations/affairs.



Table 15: Governance pillar: five priority programme areas, outcomes and activities

Top five programme areas	Outcome objective and key activities	Associated agency
Executive function of the Presidency.	Outcome: Improved whole of government approach to addressing national presidential priorities by GoSS and state institutions. Key activities: Strong communication and open dialogue with the citizenry, coordinate implementation of international commitments, coordinate structure of the Government including decentralisation.	OoP.
Development of institutional and human resource capacity.	Outcome: Enhanced coordination, application and development of knowledge and skills of public servants. Key activities: Comprehensive Training Needs Assessment and coordination of training.	MoHRD.
Promulgation of legislation and oversight of the Executive.	Outcome: Increase the capacity of SSLA to effectively and efficiently carry its oversight function through review of the laws passed and increase the numbers of laws passed annually. Key activities: Enhance capacity of parliamentarians in legislative scrutiny and oversight of the Executive.	SSLA.
Statistics.	Outcome: To collect, analyse and disseminate all official geospatial, economic, social, demographic, and census statistics. Key activities: Conduct and disseminate key surveys; build data collection and analysis capacity.	SSCCSE.
Economic management and resource mobilisation.	Outcome: Improved stability of government revenue to allow high quality management of the macro economy, leading to broad-based growth and poverty reduction across the country. Key activities: Improve tax collection system, payment processes, financial reporting mechanisms; develop public financial management regulations.	MoFEP.

**Executive functions of the Presidency:** This represents the programme area of OoP. Public administration agencies viewed OoP as the key body to ensure that national policies and priorities, determined by sector-specific agencies, are coordinated and communicated and rolled out across all levels of government. OoP is expected to monitor progress of their implementation. Fundamentally, this priority program area relates to the support and leadership that the agencies expect OoP to provide for the establishment of systems and structures of government and creating the enabling environment for sector objectives related to accountable government and fighting corruption.

**Institutional and human resource development:** This is the programme area of MoHRD. All agencies note that the lack of competent staff diminishes the ability of each institution to function. In addition, the lack of an enabling institutional environment, such as office space, reliable power, and internet access, hampers work productivity. Across government, training and human capital investment was identified as the cornerstone and basic requirement for the achievement of all sector objectives. Institutional and human resource development has been historically underfunded. Significant investment is urgently required if any progress is to be made in the next three years. Similarly, a coordinated and politically courageous approach to capacity-building is required. Progress towards meeting the development objective of this program area directly contributes to each of the sector objectives of the governance pillar (and many of the objectives of the other SSDP pillars).

**Promulgation of legislation and oversight of the Executive:** This is the programme area of SSLA and state assemblies. This reflects the firm belief of the sector that without strong laws there is no foundation for government and no means of holding the Executive to account. It was recognised that significant investment to strengthen the capacity of parliamentarians was needed. There is also a need for the Legislature to have greater independence from the Executive and to strengthen its relationship with the population.

**Collection, analysis and dissemination of statistical information and data for national development:** This is the programme area of SSCSE. This is the key agency to collect, analyse and disseminate all official geospatial, economic, social, demographic and census data. As discussed on numerous occasions, the lack of adequate data has not only been a key constraint affecting service delivery over the last six years, but its absence has also impeded the ability of interested stakeholders to provide oversight of government performance. It is essential if South Sudan and its DPs are to allocate their resources in an equitable manner that promotes inclusion, reduces discrimination and pro-actively limits marginalisation. Progress in meeting the development objective of this program area directly contributes to each sector objective of the pillar.

**Economic management and resource mobilisation:** This is the programme area of MoFEP. Contributions to this programme area will put in place the necessary financial systems for greater public financial accountability. A more effective collection system of non-oil revenue will reduce South Sudan's dependency on fluctuating global oil prices and improve the macroeconomic stability of government revenue. Economic stability has a direct link to social stability.

#### 4.1.8 Agency outcome objectives and targets

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The individual agency outcome objectives (what result is to be achieved) and targets for 2013 are listed below. It should be noted that key activities to obtain these results are presented in Annex 1.

##### 4.1.8.1 Accountability

**Anti-Corruption Commission (SSACC):** By 2013, SSACC aims to reduce the incidence of corruption in South Sudan. Its target is to have a 75% reduction in the percentage of corruption allegations made annually (that are investigated by SSACC).

**Audit Chamber (SSAC):** By 2013, SSAC aims to increase transparency and enlarge accountability of all three levels of government, to civil society and legislatures, on efficient and effective use of public funds. By 2013, the SSAC target is to have released a total of 18 reports of recognised international auditing standards to the President, Parliament and the people. The legal foundation of this work will be laid by the passage of the Audit Law in 2011, as well as other essential public financial management legislation such as the Public Financial Management Act (PFMA) and Public Procurement Act.

**South Sudan Centre for Census, Statistics and Evaluation (SSCCSE):** By 2013, SSCSE aims to collect, analyse and disseminate all official geospatial, economic, social, demographic and census statistics. SSCSE aims to have a five percentage point increase in its score on the Statistical Capacity-Building Indicator by 2013.

**Fiscal and Financial Allocation and Monitoring Commission (SSFFAMC):** By 2013, SSFFAMC will have improved monitoring and policy inputs of inter-governmental fiscal transfers. Its target is to have reviewed and submitted to the Government two programme areas in each of the ten states.

**Ministry of Finance and Economic Planning (MoFEP):** MoFEP has three programme areas. The outcomes and targets are as follows:

- Improved and refined cycle of planning and budgeting across GoSS to allow for better planned and executed government expenditure. The target is to improve scores from the 2011 Public Expenditure and Financial Accountability (PEFA) Assessment<sup>46</sup> in 50% of the indicators evaluated. The

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<sup>46</sup> PEFA assessments apply a standardised framework to assess and score the quality of government Public Finance Management (PFM) systems, the first of these for South Sudan having been conducted in 2011.

foundations for this will be laid by the passage of a legislative framework for public financial and economic management, comprising the Public Financial Management and Accountability Act, Public Procurement Act and Central Bank Act. It will also require reforms to the Chart of Accounts to ensure a stronger link between the programmes and activities in the budget and the directorates and departments of government;

- Improved stability of government revenue and management of the macro economy. By 2013, MoFEP's target is to double the amount of non-oil revenue collected from SDG250 million to SDG500 million. It also aims to be able to produce long-term annual revenue forecasts;

Improved payment processes to reduce volatility in government spending and contribute to macroeconomic stability, as well as to improve reporting to increase accountability and transparency of GoSS. By 2013, MoFEP will produce nine-monthly reports and 100% of government agencies will adhere to quarterly spending limits in a cash management system.

**South Sudan Reconstruction and Development Fund (SSRDF):** By 2013, SSRDF aims to improve livelihoods in the rural areas through implementation of quick impact developmental projects, with a target of 20 quick impact projects.

#### 4.1.8.2 Public administration

**Civil Service Commission (CSC):** By 2013, CSC aims to have improved meritocracy in public service at GoSS and state levels, with a target of a 30 percentage point improvement in the proportion of public servants correctly appointed in GoSS from 2011.

**Ministry of Cabinet Affairs (MoCA):** By 2013, MoCA aims to have enhanced the quality of support to the Cabinet and the Executive with 80% of cabinet submissions correctly following agreed procedures, to improve the quality of policy proposals and effectively support the Government's collective decision-making. It is also targeting an 85% improvement in the support services that enhance the Cabinet's decision-making and implementation.

**Employee Justice Chamber (EJC):** By 2013, EJC aims to have reduced civil service workplace disputes, resulting in a 40% reduction in the number of complaints received (and resolved) by the EJC and a 75% increase in the number of GoSS and state public servants who have knowledge of public service laws, employee rights and employer obligations.

**Local Government Board (LGB):** By 2013, LGB aims to establish and strengthen local government councils for effective service delivery with 75% of them able to meet national standard guidelines of performance.

**Ministry of Human Resource Development (MoHRD):** By 2013, MoHRD aims to have enhanced coordination, application and development of knowledge and skills of public servants. The target is for 100% of GoSS institutions that conduct training to report on the effectiveness of training to MoHRD

**Ministry of Labour and Public Service (MoLPS):** MoLPS has two programme areas. The respective outcomes and targets are:

- Improved systems and policy environment for an accountable public service with a total of nine systems and five policies in place by 2013;
- Improved and conducive environment for labour market with one new law and three functional policies by 2013.

**Ministry of Parliamentary Affairs (MoPA):** By 2013, MoPA aims to improve good governance, public policy analysis and strengthen parliamentary best practices at national and state levels with public satisfaction with the functioning of parliaments increased by 70%, and an improvement in the general public understanding of multi-party democracy and good governance system by 30%.

**Public Grievances Chamber (PGC):** By 2013, PGC aims to have reduced injustices for the people of South Sudan, and built an increased awareness of the remedies available when injustices occur. The target is to increase from the baseline of 81% to 97% the percentage of cases of reported employees related grievances resolved.

**Ministry of Regional Cooperation (MRC):** By 2013, MRC aims to have enhanced diplomatic relations and international cooperation of the new nation state with a target to accede to 40-50 international treaties.

**Office of the President (OoP):** OoP has three programme areas. The outcome objectives for each programme area are as follows:

- Improved whole of government approach to addressing national presidential priorities by GoSS and state institutions, the number of GoSS Institutions that can correctly articulate key national priorities and the number of GoSS institutions that implement key national priorities. The target is for a 50% increase from a 2011 baseline (to be conducted) in the number of GoSS institutions that can correctly articulate key national priorities and a 40% increase from a 2011 baseline in the number of GoSS institutions that implement key national priorities;
- Improved coordination, communication and implementation of GoSS policies with state and independent commissions, with a target of all ten states successfully implementing the Governors’ Forum’s resolutions; and
- Enhanced quality of support to the Presidency with a reduction to zero in the number of complaints received.

**Southern Sudan Legislative Assembly (SSLA):** Increase the capacity of SSLA to effectively and efficiently perform its oversight function through review of the laws passed and increase the numbers of laws passed annually. In 2013, SSLA aims to debate and enact 18 laws.

#### 4.1.9 Pillar actions to improve service delivery

The formulation of SSDP and its consultations identified key challenges mentioned in section 1.4 of this chapter. Key actions to ‘unblock’ these constraints are identified. In brackets behind each action are the three key agencies across the Government that have the primary responsibility or a leadership role to implement these actions.

Table 16: Constraints to and pillar actions to improve delivery

Constraints to delivery	Action		
	2011	2012	2013
Inclusion.	Announce publicly timeline for length and milestones in transitional period (OoP).  Balanced inclusion of diverse groups in new government leadership without undermining consolidation (i.e. reduced number) of agencies (OoP).	Participatory constitution drafting process to submit draft constitutional text and report to Constitutional Conference (OoP, NCRC).  Establish a government gender equality policy for the public service (OoP, MoLPS).	Nationally representative Constitutional Conference to complete constitution drafting and text (OoP, NCRC, the Legislature).  Ensure all recruitment short lists are representative of the three former regions (MoLPS).

Constraints to delivery	Action		
	2011	2012	2013
Access to financial resources (poor budget processes).	<p>Establish a functional monthly cash limits system for all spending agencies operating successfully, including reporting on commitments (MoFEP).</p> <p>Use new budget tool to prepare 2012 budget, including in-year expenditure profiles (MoFEP).</p> <p>Conduct seminars for leadership by senior regional figures to promote greater understanding of and respect for budget discipline (OoP).</p>	<p>Introduce quarterly allotments using Financial Management Information System (FMIS) in 2012 (MoFEP).</p> <p>2012 budget appropriations set at programme level to protect services (MoFEP). System of 'no accountability, no release' enforced for petty cash advances (MoFEP).</p> <p>Provide written evidence on financial implications for all Council of Ministers (CoM) resolutions and Bills (MoFEP, MoCA).</p>	<p>Major policy decisions reflected clearly in planning and budget process (OoP, MoCA, MoFEP).</p> <p>Provide written evidence on financial implications for all CoM resolutions and Bills (MoFEP, MoCA).</p>
Weak fiscal discipline.	<p>Public Financial Management and Accountability Bill, Public Procurement Bill, Central Bank Bill and amendments to Taxation Act enacted in law (MoFEP, MoLACD, and legislature).</p> <p>PFMA regulations updated and enacted and necessary training provided (MoFEP).</p> <p>Timely release of regular budget execution reports to the CoM and legislature (MoFEP, MoCA, SSLA).</p> <p>Develop management procedures for new oil revenue stabilisation account (MoFEP, BoSS).</p>	<p>Amend budget execution circular, payment procedures, Petty Cash procedures to reflect PFMA Act and Regulations and issued to all agencies (MoFEP).</p> <p>Ensure FMIS is used to record commitments, obligations and generate all payment orders and cheques (MoFEP).</p> <p>Timely release of regular budget execution reports to CoM and legislature (MoFEP, MoCA, SSLA).</p>	<p>Provide monthly budget execution reports reviewed by CoM, submitted to legislature and made publicly available (MoFEP, MoCA).</p> <p>50% of spending agencies connected to FMIS with trained staff able to generate reports (MoFEP, spending agencies).</p> <p>All officers and units specified in the PFMA Act appointed and trained on their respective roles: Accounting Officer, Financial Unit, Reporting Unit, Internal Audit Unit, Procurement Unit, Certifying Unit.</p>
Weak accountability.	<p>Audit Chamber Provisional Order enacted into law (MoLACD, SSLA).</p> <p>Submit Audit reports to legislature (SSAC, OoP, SSLA).</p>	<p>Investigate and prosecute violations in fiscal discipline (SSAC, SSACC, MoLACD).</p> <p>Submit Audit reports to legislature (SSAC, OoP, SSLA).</p>	<p>Submit Audit reports to legislature (SSAC, OoP, SSLA).</p> <p>Follow-up to review implementation of audit recommendations and report to legislature on progress</p>

Constraints to delivery	Action		
	2011	2012	2013
			(SSAC, OoP).
Limited human resource and institutional capacity.	<p>Training Needs Assessment (MoHRD)</p> <p>Introduce a Government Performance Management System (MoLPS, MoHRD, OoP).</p> <p>Conduct institutional assessments (MoCA, OoP, MoHRD).</p> <p>Assess and finance priority physical infrastructure needs (MoPHPI, MoFEP).</p>	<p>Training Needs Assessment (MoHRD)</p> <p>Coordinate Public Service Training (MoHRD, MoLPS)</p> <p>Manage and assess Government Performance Management System (MoLPS, MoHRD, OoP).</p> <p>Conduct institutional assessments (MoCA, OoP, MoHRD).</p> <p>Assess and finance priority physical infrastructure needs (MoPHPI, MoFEP).</p>	<p>Training Needs Assessment (MoHRD).</p> <p>Coordinate Public Service Training (MoHRD, MoLPS)</p> <p>Manage and assess Government Performance Management System (MoLPS, MoHRD, OoP).</p> <p>Conduct institutional assessments (MoCA, OoP, MoHRD).</p> <p>Assess and finance priority physical infrastructure needs (MoPHPI, MoFEP).</p>
Slow and inadequate Public Service Recruitment System.	Revise and streamline recruitment service to meet needs of Government (MoLPS, CSC).	Streamline recruitment service to meet needs of Government (MoLPS, CSC).	Consolidate and ensure strict application of the recruitment system and procedures.
Weak inter-governmental coordination.	<p>Clearly define and separate functions and duties of agencies and communicate to states (MoFEP, SSFFAMC, OoP, LGB, line ministries).</p> <p>Monitoring of grant allocation and disbursement at all levels publicly available (SSFFAMC, MoFEP, MLPS, LGB).</p> <p>SSDP targets disaggregated by state/ministry and communicated to states (MoFEP, OoP).</p>	<p>Needs based element and expected outputs for state transfers introduced into plans/budget (MoFEP, SSFFAMC, line ministries).</p> <p>FMIS in all states are up-to-date with monthly submission of reports to State Transfers Monitoring Committee (MoFEP, MLPS, LGB).</p> <p>Reporting on progress against SSDP targets by states (Governor's Forum).</p>	Publish resource transfers to tiers of government and service delivery units (SSFFAMC).
Corruption.	<p>Identify and target vulnerable agencies for surveillance and investigation (SSACC).</p> <p>Timely and regular audits of government (SSAC).</p>	<p>Strengthen programme on public education (SSACC).</p> <p>Timely and regular audits of government (SSAC).</p> <p>Investigate and prosecute cases of corruption (SSACC, MoLACD).</p>	<p>Timely and regular audits of government (SSAC).</p> <p>Investigate and prosecute cases of corruption (SSACC, MoLACD).</p>

#### 4.1.10 Cross-cutting issues

As governance is itself cross-cutting within government as well as in government relations to society, cross-cutting issues in the governance pillar are closely linked to those of each of the other pillars, and to SSDP execution.

#### 4.1.10.1 Capacity-building

Capacity-building is intrinsic to good governance. Individual agencies have identified activities related to strengthening their organisational and human resources. In addition, MoHRD at GoSS level and MoLPS and MoHRD at state level play a key role in the coordination and/or conduct of activities to strengthen the skills and aptitudes of public servants across all agencies. These ministries, in coordination with the MoFEP Aid Coordination Directorate, as well as OoP, will lead in coordinating the institutional, human resource and policy/regulatory capacity-building efforts of DPs. An emerging central mechanism for addressing capacity issues is the Medium-Term Capacity Development Strategy (see Annex 7).

#### 4.1.10.2 Youth

Youth employment is a key factor in social stability. An active youth policy is required to ensure that youth are fully integrated into society, especially through programmes to transform the livelihoods of young people, including girls, in the rural areas.

In the exercise of its scrutiny of legislation and oversight functions, it is the responsibility of SSLA to address matters of youth as a cross-cutting issue. MoPA will continue to address issues of youth visibility, empowerment and participation in national processes through regular sessions of the Youth Parliament in its promotion of democratic governance. Other agencies, including MoLPS, MoHRD and SSCSE, have a responsibility to prioritise youth issues in their policy development and implementation and in public information campaigns. Effective coordination with international partners, including NGOs working in this area, is vital to linking humanitarian assistance activities to SSDP.

#### 4.1.10.3 Gender equality

Recognising the principle of at least 25% equal representation for women at all levels of government and sectors as stipulated in the South Sudan Transition Constitution 2011, we would like to see this reflected in the governance pillar and sector objective and activities. Reference is also made to the President of Southern Sudan's inauguration speech after his popular election in 2010 in which he talked of the provision of 30% participation of women. The governance pillar therefore proposes:

- A minimum representation of 30% for women in decision-making positions at all levels, including transitional institutions and all commissions established under CPA and beyond;
- Support for urgent programmes to address negative customs and practices which continue to foster women's marginalisation and exclusion in all spheres of life; and
- Support for and enhancement of women's effective political participation and leadership at all levels, including within political parties with strong and urgent support to capacity-building for women's leadership.

It should be noted that the Interim Constitution of Southern Sudan 2005 stipulates:

1. Women shall be accorded full and equal dignity of the person with men;
2. Women shall have the right to equal pay for equal work and other related benefits with men;
3. Women shall have the right to participate equally with men in public life;
4. All levels of government shall:

- a. Promote women’s participation in public life and their representation in the legislative and executive organs by at least 25% as an affirmative action to redress imbalances created by history, customs, and traditions;
  - b. Enact laws to combat harmful customs and traditions which undermine the dignity and status of women; and
  - c. Provide maternity and childcare and medical care for pregnant and lactating women.
5. Women shall have the right to own property and share in the estates of their deceased husbands together with any surviving legal heir of the deceased.

#### 4.1.10.4 Environment

The protection of the environment during rapid economic, agricultural and urban growth is a key policy and GoSS has a responsibility to reflect this fact in legislation as well as in policy development and implementation. SSLA will address matters of environmental concern as a cross-cutting issue in the exercise of its scrutiny of legislation and oversight functions. Agencies will continue to take into account environmental impact assessments as appropriate to their mandates and activities. In particular, environmental policy and laws for sustainable natural resource management should be established. GoSS will continue to ensure that development is sustainable by enforcing environmental and social impact assessments for all development programmes and projects. It will accede to and ratify applicable and beneficial multilateral environmental treaties, conventions and agreements. Finally, it will promote inclusive participation, access to information and good governance in sustainable natural resources management and environmental protection.

#### 4.1.10.5 Human rights

Human rights are a central component of the Bill of Rights in the Interim Constitution of Southern Sudan 2005. The constitution also provides for civic education thereon. As a post-conflict country with high ethno-cultural diversity and where the dividends of peace should be accessible to every citizen without fear of infraction on his/her civil liberties, human rights should be a high priority. Those who are illiterate may not be aware of their rights and how to defend them and therefore remain vulnerable in many ways. But this does not diminish the sense of grievance or hurt that could arise and where the response may trigger untold consequences, especially among different cultures. In a post-conflict society, it is necessary to ensure that members of the armed forces, as they emerge from war, are well-grounded in human rights, to ensure respect for their fellow citizens. SSLA must address human rights as a cross-cutting issue in the exercise of its scrutiny of legislation and oversight functions. A national plan of action for human rights would give practical effect to constitutional intentions and create awareness at all levels. GoSS demonstrates its commitment by its intense preparations to accede to and ratify international and regional human rights conventions.

#### 4.1.10.6 HIV/AIDS

GoSS activities must increase political and leadership level awareness and commitment to an HIV response at all levels. South Sudan is bordering countries with high prevalence of HIV. It is therefore exposed to the potential impact in rising incidence, lowering the strength of the economy through attacking the vulnerable segment of its population. Thus, national manpower weakens, including at leadership levels of the country, and poverty increases. These considerations call for urgent and clear policies to ensure that a society already weakened by prolonged conflict and fragile capacity is not rendered more vulnerable by HIV/AIDS.

#### 4.1.10.7 Corruption

As a cross-cutting issue, corruption is particularly relevant to good governance. Opportunities to engage in rent-seeking behaviour must be minimised through transparent processes and mechanisms to hold public officials accountable. In parallel, enforcement of anti-corruption laws must be vigorous through strong



institutions empowered to investigate and prosecute. Transparent revenue systems to account for oil revenue, customs and tax revenue must be established. Transparent systems for spending public money are critical components for minimising opportunities for corruption. Revenue collection and revenue flows will need to be transparent. On the expenditure side, MoFEP has demonstrated its commitment to transparent systems in revenue collection and also transparency in spending through the use of an automated system for budget execution FMIS. The Audit Chamber is empowered and capable of auditing public accounts but there must be political will to publicise and act on these reports. In addition, on the expenditure side, GOSS will need to establish modern and transparent procurement functions. On the enforcement side, SACC is the national flagship mechanism for combating corruption. It has already accomplished much in terms of public awareness. It has developed a sound strategy. The Commission will continue to work with other agencies, especially the prosecutorial arm of MoLACD, in the pursuit of its objectives. If there is strong political will to support investigation and enforcement, South Sudan will be able to avoid the curse of corrupt practices that undermine public confidence in government and rob the budget of funds for critical public services.

## 4.2 Economic development

### 4.2.1 Summary of pillar and sector objectives and five priority programme areas

The economic development pillar seeks the sustainable growth and increasing prosperity of the people of South Sudan in the face of daunting challenges.

#### Economic development pillar objective

- Diversified private sector-led economic growth and sustainable development that improves livelihoods and reduces poverty.

The pillar comprises three sectors: natural resources, infrastructure and economic functions. These sectors must work closely with the states and private sector to accomplish their objectives. The objectives of these three sectors, together with the top five priority programme areas for the economic development pillar as a whole are in Table 17 below.

Table 17: Top five priority programme areas for economic development pillar

Top five programme areas	Associated agency
<b>Natural Resources:</b> To ensure food security and improve livelihoods and income generation for the people of South Sudan, through sustainable use of natural resources and land management.	
Increased agriculture production.	Directorate of Agriculture, Ministry of Agriculture and Forestry (MAF).
Increased livestock production.	Directorate of Animal Resources, Ministry of Animal Resources and Fisheries (MARF).

<b>Infrastructure:</b> To maintain, rehabilitate, provide and operate infrastructure to enhance: poverty reduction, economic growth and service delivery in a sustainable manner.	
Expanded and improved road transport infrastructure.	Directorate of Roads and Bridges, Ministry of Transport and Roads (MTR).
Expanded and improved water and sanitation infrastructure	Ministry of Water Resources and Irrigation (MWRI) with states.

<b>Economic functions:</b> To advance and accelerate the broad-based economic growth and sustainable development led by private sector in South Sudan, with clearly delineated roles for the public and private actors.	
Oil sector resource management	Ministry of Energy and Mining (MEM) for programme oversight. Ministry of Finance and Economic Planning (MoFEP) for financial oversight.

The remainder of this chapter presents the background and the details of the economic development pillar.

### 4.2.2 Background

Economic development<sup>47</sup> is a fundamental requirement if South Sudan is to prosper and lift large numbers of its population out of poverty. The country is endowed with abundant natural resources including a large

<sup>47</sup> For purposes of this pillar, economic development is defined to be the improvement brought about in a nation's productive capacity and standard of living by the combined actions of policy, institutions, markets and better service delivery. Growth is the

amount of fertile rain-fed agricultural land, land which is potentially irrigable, aquatic and forest resources and significant oil reserves. (Land tenure policy is described in Box 3). In this respect, South Sudan has a major advantage over most emerging post-conflict countries. Yet 51% are poor and indicators of human well-being are among the lowest in the world as the preceding analysis in the poverty chapter has shown. Like many African countries, South Sudan has a young population with 28% – 2.3 million young men and women - aged between 15 to 29 years. The economic development challenge for South Sudan is to translate its abundant resources and workforce potential into better human and development outcomes for all its people and future generations.

Part of the Government's overarching vision recognises the pivotal role that a diverse and vibrant private sector with increased local and foreign investment must play in South Sudan's economic growth and development. This effort will be complemented by the provision of a set of core public goods together with a more clearly defined and conducive policy and regulatory framework provided by the Government. It is imperative that the Government's contribution be based on sound economic and public expenditure management principles in order to lay good foundations for private sector led growth and development in the future. Over time, there will be a need to diversify the economy away from oil to create the much-needed employment and livelihood opportunities, and because the oil production from existing wells will decline.

There is ample evidence to show that sustained economic growth is a key factor in reducing poverty where it is accompanied by measures to improve human capital and ensure that growth is both broad-based and equitable. This underscores the importance of ensuring that all segments of the population – children, youth, adults and older persons as well as both the rural and urban poor – are enabled to participate in and to benefit from a process of inclusive growth.

It is in response to this reality that the Government has adopted the outcome objective for the economic pillar (given on the previous page).

This objective recognises that sustained economic growth and development which is led by a vibrant private sector will be crucial for South Sudan's future prosperity and for mitigating the potential for future conflict. It also accepts that for growth to be pro-poor it must be both diversified and equitable with its initial primary emphasis on rural economic recovery and development such that the poor are enabled to participate in and to benefit from the growth process. As well as being diversified, growth must also be employment generating in order to improve livelihoods.<sup>48</sup> Moreover, employment generation and improved livelihoods (especially for ex-combatants and young men and women) is not only important for poverty reduction but is central to maintaining peace and security. The challenge for South Sudan is to shape the growth process to promote to the fullest extent possible the creation of productive, remunerative and decent employment for both men and women, particularly among the youth. A major driver of job creation will be private sector development – family farms and micro, small and medium-sized enterprises.

As already highlighted in the macroeconomic overview (see chapter 2), diversifying the economy and revenue base away from the current extreme dependence on oil also has important implications for macroeconomic stability, as oil price and hence oil sector income is very susceptible to volatility. This lack of diversity and the associated vulnerability to oil price changes creates serious challenges in terms of sound macroeconomic and fiscal management and for the sustained provision of much-needed public investment in human capital and infrastructure.

Analysis and strategic thinking in economic development reflect findings from the recent GoSS Growth Strategy 2010-12; lessons from international best practice, and feedback from the state consultations undertaken as part of the SSDP process.

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increase in a nation's GNI or GDP. Economic development and growth are interrelated. Usually, economic development enhances the opportunity for growth and vice versa.

<sup>48</sup> See for example: International Labor Organization (ILO) studies on growth with equity, *Making Recovery Sustainable: Lessons from Country Innovations*, March 2011.

**Where is South Sudan's growth potential?** Given South Sudan's current abundant fertile land, water resources (including relatively reliable rainfall), its youthful labour situation but highly constrained skills, productivity and investment levels, the greatest potential for initial new growth is likely to be from the small-scale private, predominantly family, agriculture and livestock sectors. Through rapidly boosting human capacity, particularly around economic literacy and numeracy and modern farming and livestock production methods, and improving access to inputs, basic farming tools and markets, the impediments to agricultural growth can be significantly reduced or removed. But for this to have maximum impact of poverty and employment, it is vital that gender inequalities in agriculture are addressed, not least because a very large number of farmers are women and households are women-headed. Moreover, enabling returnees and former combatants to participate in this renewed rural growth requires them to have access to land.

In addition to developing South Sudan's rural potential, it will be important to also develop other economic activities over time to diversify the economy further and generate higher wage employment. These include mining, energy, telecommunications, construction, small- and medium-scale processing/manufacturing and financial services. Indeed, increased construction activities in roads and buildings and water supply, for example, have already created significant employment. So has the expansion of education and health services.

#### 4.2.3 Major achievements

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Since the signing of CPA in 2005, there has already been some significant progress in each of the three sectors that comprise economic development: (a) natural resources, (b) infrastructure, and (c) economic functions and an enabling environment for private sector development. A summary of these is presented below.

##### 4.2.3.1 Natural resources

As far as the natural resources sector is concerned, major achievements since 2005 are:

- Cereal area cultivated and harvested has increased by 36% from 677,000 hectares in 2004 to 921,000 hectares in 2010;
- The Crop and Livestock Market Information System/Sudan Integrated Food Security Information for Action/Food and Agriculture Organisation (CLMIS/SIFSIA/FAO), which significantly improves food security management, has been established;
- The Ministry of Agriculture and Forestry (MAF) and DPs distributed agricultural and forestry equipment and seeds to vulnerable farmer groups. For example, in 2009 90,000 households were reached, 1,440 metric tonnes of assorted seed was distributed, and 243,000 sets of hand tools were given out;<sup>49</sup>
- Food and Agriculture Policy Framework 2006 and Forestry Policy 2007 developed and enacted;
- Rehabilitation of (18) national forest plantations, inventory of five plantations and assessment of non-wood forest products e.g. gum acacia in UNS, NBGS and EES.
- Capacity-building including rehabilitation of infrastructure both at GoSS, state and local level, including building of offices, research facilities, internet and skills development through short- and long-term courses.
- Inclusion of National Resources in school curricula, primary and secondary education especially, (Agriculture, Forestry, Livestock, Fisheries, Wildlife and Environmental Sciences principles) in collaboration with the Ministry of Education (MoE) and the Ministry of Higher Education, Research, Science and Technology (MoEST).

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<sup>49</sup>This information was extracted from the Food and Agriculture Organisation (FAO) database.

- The drafting of laws on land policy, most importantly of the Land Act (though these are yet to be enacted);
- Creation of a Cooperatives Act, which allowed for the reorganisation of more than 200 cooperatives societies;
- Eradication of Rinderpest disease from South Sudan;
- Effective control of an outbreak of Avian Influenza or Bird Flu and disease surveillance system in place to monitor and respond to emerging livestock diseases; and
- Development and management of Badingilo, Boma and Nimule national parks and their opening to tourists.

#### 4.2.3.2 Infrastructure

Since 2005, the infrastructure sector has achieved considerable results and outcomes. For example:

- A total of 5,000 km of roads were constructed/rehabilitated;
- Routine maintenance plan of interstate and trunk roads implemented;
- Major ports and airports were reopened/improved;
- Government buildings were rehabilitated;
- Water treatment plants, boreholes and other drinking water supply systems/facilities were renovated/constructed;
- Oxidation ponds and institutional/household latrines were constructed/renovated;
- Water control and harvesting structures (dykes, 'haffirs' and water barriers) were constructed/rehabilitated;
- Irrigation facilities were constructed/rehabilitated.

The sector exerted efforts towards training to improve administrative, managerial and technical capacities of various staff; in addition to creation of awareness among communities on hygiene promotion, use of water sources and sanitary facilities.

The sector also developed policies, guidelines and strategies and worked towards establishing and putting into operation legal, regulatory and institutional frameworks at GoSS, state and county level and a number of projects/programmes were formulated and feasibility studies and designs carried out.

#### 4.2.3.3 Economic functions and the enabling environment

Since 2005, South Sudan has progressively liberalised the economy, moving away from price controls and public sector investments to a more market-oriented and investment-friendly economy with a clearer policy and regulatory environment. Achievements include:

- A policy framework for economic activities has been established: Policy frameworks were approved by SSLA for trade, industry, mining and energy, telecommunications and investment;
- The legal framework to support economic activities has been clarified and strengthened. At least nine business entry, operations and exit laws, including the Investment Promotion Act, 2009 were drafted and enacted<sup>50</sup> and three attending regulations adopted and implemented;

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<sup>50</sup> Contract Act, 2009; Partnerships Act, 2009; Limited Partnerships Act, 2009; Registration of Business Names Act, 2009; Agency Act, 2009; Land Act, 2009; Taxation Act, 2009; the Cooperatives Provisional Order, 2011, and Sale of Goods Provisional Orders.

- Key institutions supporting economic growth and development have been established or restructured: e.g. the Ministry of Commerce and Industry (MCI), Ministry of Investment (MoI), the Business Registry, Southern Sudan Business Forum (SSBF) and the Southern Sudan Microfinance Development Facility (SSMDF), and the South Sudan Electricity Commission (SSEC);
- A public private policy dialogue mechanism has been set up, with the establishment of SSBF and strengthening of the South[ern] Sudan Chamber of Commerce, Industry and Agriculture (SSCCIA);
- Over 1,000 businesses have been registered formally, more than 60% as companies;
- GoSS has commenced benchmarking the business environment: an enterprise survey was completed in 2010, documenting the perceptions of entrepreneurs in South Sudan. In addition, the Doing Business in Juba Report, 2011 and the Diagnostic Trade Integration Study (DTIS) on trade and trade logistics provide additional benchmarks and recommendations for further improvements in the business environment;
- Investment promotion and facilitation framework established and at least 40 investors facilitated;
- Five GSM telephone providers licensed, with over 3 million telephone lines active: this information platform opens up opportunities for a wide range of applications in the economic sector, including mobile banking, farm price exchange, e-commerce and e-learning; and
- The Ministry of Information (MI) liberalised the airwaves, thus increasing transparency and making information accessible to the poor through FM stations and other media channels.

#### 4.2.3.4 Challenges

Notwithstanding the considerable achievements above, there remain significant constraints to development that must be tackled in order to achieve South Sudan's potential for economic growth and development.

At present the oil sector is critical as a source of public revenue and foreign exchange earnings, but it contributes little direct employment, and production will decline quite quickly unless new discoveries are exploited and developed quickly. Moreover, such a heavy concentration of economic activity and vulnerability to price fluctuations can exacerbate pressures for conflict. Diversification of income generation is therefore essential to achieve sustained economic development and livelihoods for the broad population; provide opportunities for women and youth as well as men; create opportunities for returnees and former combatants, and to produce basic goods for consumption.

Developing the country's agricultural and livestock potential has been identified as the most feasible way to enable broad-based economic growth and food security in the short- to medium- term. However, much rural sector activity is currently focused on low input – low output subsistence agriculture instead of production for markets. Among the significant reasons for this are:

- The need for improved agricultural inputs and techniques such as seeds and fertilisers, storage facilities and advisory services, and irrigation development;
- The difficulties faced by farmers in accessing markets due to the poor road network, lack of other transport modes and nuisance taxes and charges including bribes. Improving preparedness for, and effective response to, food and agricultural threats, such as pests and diseases will also be essential. Infrastructure improvement, provision of public goods and access to extension and veterinary services will be a crucial aspect of the Government's strategic response to this challenge;
- The lack of a critical mass of farmer and rural producer associations as a means of entering the market place with the aim of minimising the cost of inputs, accessing loan finance at affordable rates and influencing farm-gate prices; and
- Issues pertaining to property rights and access to land.

The rural and agriculture sector will need to absorb **high numbers of returnees and ex-combatants and provide opportunities for women and youth**. This will be a significant challenge as people who are not settled may be reluctant to make investments and to cultivate land. Constraints on **access to land** and **unclear property rights** are likely to be a key impediment to these groups. Existing inequalities between men and women - such as over-control of resources, access to land and credit, extension services and basic education – need to be removed to avoid them constraining development.

**Poor infrastructure** results in extremely high transport costs. Parts of South Sudan are commonly cut off at certain times of the year due to poor roads. There is a lot of room for progress, not only with the expansion of the roads network, but also river transportation.

Unpredictable closing down of major roads due to **insecurity** not only imposes huge costs on traders, especially if they are carrying perishable agricultural products, but also hampers improvement of roads and other infrastructure works. Furthermore, insecurity is a stumbling block for investment in general as it generates uncertainty and increased costs. Further, it inhibits investment in agricultural infrastructure like irrigation schemes that are needed to upscale production and increase efficiency.

Unless tackled, **inadequate electricity provision** will become a serious constraint as the economy develops. The need for reliable power will be especially important as an input to the agricultural value-chain, for example as an important component in agro-processing operations and by allowing for better storage of produce in urban centres, and possibly also as an input to irrigation.

The clear, consistent **enforcement of existing laws** to underpin good governance and transparency remains a significant challenge. A clear well-functioning regulatory framework will be essential if the market is to work efficiently with enhanced predictability and lessen risk, thus creating an environment where the private sector has growing confidence in investment opportunities. This will be especially important for ensuring freedom of entry, for avoiding monopolies, and for reducing the cost of doing business in South Sudan. For instance, in urban areas young men and women entrepreneurs often face barriers in accessing land, loan capital, business skills and know-how and in gaining access to markets. Business support programmes should address these constraints in a comprehensive manner and by providing potential enterprises with access to supportive hubs and incubators through the provision of shared workspaces, value chains and pooling arrangements.

Linked to the above, the issue of **multiple taxation and/or administrative fees** is evident. Widespread official and unofficial road checkpoints collecting taxes, fees and charges are a big disincentive to those trying to get their produce to market. So are instances of double and multiple taxation of the same item. By increasing the cost of getting goods to market they inhibit investment and renewed growth.

**Corruption** can exacerbate other constraints to economic development. It can take various forms, such as unofficial fees or charges, inconsistent implementation of actual regulations or inconsistent application of the rule of law. Combating corruption that adversely affects business investment is part of the overall effort to fight corruption and will be important to encourage investment and growth.

**Inadequate access to finance** is a problem across the whole of South Sudan. There are still only a relatively small number of financial institutions offering services to individuals and businesses. The major constraints to expanded private-sector provision of financial services are: insecurity; the need for better contract enforcement which is part of the broader legal and regulatory framework challenge, and then options for securitisation of loans. As land is commonly one of the principle means for offering collateral, this depends on clear land-titling and contract enforceability, which itself is currently affected by issues regarding the clarity of land tenure and property rights. Resolution of these constraints will be important for banks to see expanding lending as a sound business opportunity and thereby to expand their business in South Sudan. Meanwhile, alternative financial services that are less dependent on property title as a means of securing loan capital should also be explored. Women and youth are too easily excluded when the financial services sector overly focuses on commercial banking and property titles. Work on property formalisation and

reducing the costs of doing business has shown that there are innovative ways of providing a range of inclusive financial products and services that meet the needs of women, youth, small traders and producers and family farms.

#### 4.2.4 Pillar objective

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The objective of the economic development pillar is for the SSDP period (2011-13) and beyond. It sets the basis, subject to suitable governance to protect the public interest, for a long-term future beyond and far broader in scope and power than the oil legacy of South Sudan.

Progress towards the achievement of the long-term pillar objective will result from positive movement towards the objectives specified for each of the three component sectors. This objective is:

**Long-term economic development pillar objective**

- Diversified private sector-led economic growth and sustainable development that improves livelihoods and reduces poverty.

This is an integral part of South Sudan's vision for a more prosperous and equitable society where growth and development is driven by a vibrant private sector.

##### 4.2.4.1 Targets

The Government will seek to assess performance against this objective through its routine monitoring and evaluation efforts. In order to do this, the targets in Table 18 have been specified.



Table 18: Economic development pillar targets

Pillar level indicators	Baseline 2009	2011	2012	2013
Percentage change in South Sudan real non-oil GDP per capita. <sup>51</sup>	Not available.	Non-oil GDP in constant price series under construction and will be available in [June] 2011.	To be determined.	To be determined.
Percentage of population of South Sudan found to fall below the national poverty line. <sup>52</sup>	50.6	--	--	46 <sup>53</sup>

#### 4.2.4.2 Sector objectives

This pillar is comprised of three sectors:

- Natural resources – land, forests, livestock, fisheries, and wildlife;
- Infrastructure – roads, airports, railways, rivers, water and sanitation, housing; and
- Economic functions – energy, mining, communications and regulatory environment

These three sectors are interrelated and interconnected. Only by working together can they be effective in achieving the pillar development outcome objective and confronting effectively the challenges identified above. Overall, this integrated approach to development should underpin higher returns from the factors of production (land, labour, capital and enterprise) which in turn should boost growth, enhance livelihoods, promote food security and ultimately reduce poverty.

Each sector objective has been formulated to support the integrated approach to economic development as elaborated above, while assigning responsibility to specific areas of focus for the two and a half year period of SSDP. Within each sector, there are priority programme areas defined with associated objectives, indicators and targets. These will be used by the Government to assess progress towards the overall sector objective and in turn the overarching pillar objective. Importantly, each indicator has a baseline which identifies South Sudan's current status, as well as the specified targets which are intended to show where South Sudan would like to be by 2013.

#### *Natural resources and boosting agricultural production*

As has been identified, South Sudan is well-endowed with natural resources (abundant unused land, fertile soils, water, mineral wealth and oil) and environmentally sustainable and efficient use of these is part of the country's planned economic development, especially in regards to investment envisaged in private sector agriculture and industry development. The natural resource sector - including agriculture, livestock, fisheries, forests and wildlife - will therefore play a vital role in enabling diversified and sustainable economic growth and development, enhancing food security and promoting poverty reduction.

<sup>51</sup> This will be based on official GoSS estimates made by SSCSE. Looking at GDP per capita in value terms is somewhat misleading as it reflects the influence of oil, the proceeds of which may to a large extent be transferred to the North. It is therefore better, as done in the table, to focus on the annual percentage change in per capita GDP.

<sup>52</sup> Extracted from SSCSE *Poverty in Southern Sudan*, Table 3.10, page 40 using NBHS, 2009. The next measure of the incidence of poverty should be available in 2013 when the next consumption survey is conducted; hence targets are not available for the intervening years 2011 and 2012.

<sup>53</sup> Assumes a 5% point drop over three years.

Experience from other countries has shown that GDP growth from agriculture has been twice as effective at reducing poverty compared to GDP growth originating from other sectors<sup>54</sup>. Greater agricultural production will also increase demand for related sectors, such as rural transformation and services; infrastructure; agribusiness; trade and tourism, and transport and communication sectors.

While public revenue and government spending depend primarily on the oil industry, this provides very limited employment opportunities. Household income and employment are generated predominantly by crop production and livestock-rearing. As agriculture is the largest sector other than oil, it also has the greatest potential to drive diversified and sustainable economic growth and development. Activities within this sector are therefore central to the overall objective of economic development.

As noted in the poverty section (section 2.2) 78% of households depend on crop farming or animal husbandry for their primary source of livelihood. At present, 53% of food consumed comes from own production, market purchase accounts for 32% and the remaining 15% constitutes non-monetary, informal exchange with friends and family members, often in return for labour which is very common in rural societies. There is also some gathering of wild foods, hunting, gifts and food aid. In some areas, households rely on additional wage labour and, in others, consumption is supplemented by the gathering of indigenous foods and fishing. Many of those who currently do not cultivate are returnees. This is because they may not have immediate access to land or because concerns over security inhibit them from planting.

Although only about 4% of the potential agricultural land is presently utilised in South Sudan - mostly applying traditional low-input/low-output production systems -the country has an enormous potential for highly diversified agricultural economic development from crop production, livestock, fisheries, forestry, and related processing and commerce. The sustainable use of natural resources through environmentally sound management and protection is pivotal for near-term growth. Investment in agriculture should bring with it the ability to innovate and adopt new technologies. This innovation will be vital to move beyond the traditional techniques used at present towards higher productivity farming. Enhancing access to extension and veterinary services will be part of this effort. Planned interventions in infrastructure, especially the rehabilitation and development of main and feeder roads, will be crucial in improving access for farmers to markets and services.

For sustainable and efficient use of natural resources, there must be an accompanying enabling environment which, for example, clarifies issues of resource allocation, property rights and land ownership. This will need to be gender-sensitive as specific issues may be different for men and women. The Government will also put in place a coherent set of environment protection and management policies, laws and regulations. This is crucial for farmers, fishing communities, pastoralists and conservationists, in particular to take on risk and adopt innovative and environmentally sustainable technologies. Linked to the enabling environment, the Government will provide public goods and services designed to facilitate the private sector supply response. For example, extension services and information provided by the Ministry of Agriculture and Forestry (MAF) will be crucial in encouraging farmers to adopt new, higher yielding technologies.

Natural resources thus has a crucial role to play in the context of South Sudan's overall economic growth and development. The natural resources sector objective is as follows.

**Natural resources sector objective**

- To ensure food security and improve livelihoods and income generation for the people of South Sudan, through sustainable use of natural resources and land management.

<sup>54</sup> World Development Report, 2008.

This objective embraces the key priorities for the sector – (i) Agriculture and forestry; and (ii) Animal resources and fisheries.

#### *Support to economic associations for inclusive growth*

To ensure that the economic benefits from improved agriculture and livestock production are fairly distributed and local economies benefit from off-farm agro-processing, it will be critical to support the development of a range of farmer/pastoralist business and producer associations. This will assure inclusion in markets through access to finance at affordable rates and price negotiations as a means of retaining economic surpluses. To do this, a strategic approach to building four key local economic development infrastructure components that are inclusive of poor men and women is needed. These are:

- Inclusive financial services that support both men and women – informal savings and credit groups; production-orientated Savings and Credit Cooperative Societies (SACCOS); micro-finance loan providers, and private traders lending and pre-financing crops and livestock for delivery to markets; agricultural and business development services including Information and Communications Technology (ICT) for both men and women – economic literacy focused on retaining economic surpluses through enhanced market information and farmer/pastoralist association price negotiations; improved agricultural inputs, storage and advisory services; business knowledge and skills; use of ICT for market and product information, etc.; multiplication of economic associations that involve men and women including formation, registration and linking-up to form more powerful member-controlled associations; and capacity development of rural producers associations, cooperatives, group-based income generation activities for women, youth, older persons; support to family businesses, and partnerships with local and foreign investors. Market-led skills and vocational training services for youth, women, farmers, pastoralists and rural businesses including expansion of county vocational training and adult literacy centres and the introduction of mobile skills training units in pastoralist and remote ‘payams’.

#### *Infrastructure*

In addressing its contribution to the overall pillar objective the infrastructure sector has embarked on setting key targets that mirror its specific role in fostering sustainable economic growth.

While progress has been made in rehabilitating infrastructure after the war, this now needs to move into a development phase where roads, bridges and railway networks are extended and upgraded. This will be crucial in order to facilitate all weather access to markets for small holder produce and in due course access to regional and international markets. Hence, the Ministry of Transport and Roads (MTR) together with state authorities will support construction of asphalted and engineered trunk roads as well as feeder roads to enable both domestic and international trade. It will also aim to facilitate better access to agricultural services such as extension and veterinary health. Thus, MTR will work with MAF to ensure that road rehabilitation and development priorities are consistent with plans to augment access to agricultural services.

Sound and well-maintained infrastructure such as roads (both trunk and feeder roads) are needed to improve access to basic social services (health and education), with important implications for social sector indicators, including literacy and maternal and child welfare.

As six states in South Sudan have access to navigation along the River Nile, river transport is more feasible and easier to establish than roads in some areas. Management of river courses and dredging; establishment of navigation aids, and comprehensive docking facilities for improved navigability will therefore be carried out by both MTR and the Ministry of Water Resources and Irrigation (MWRI). Air transport is crucial to the development of this nation, particularly for increasing international trade, as the country is landlocked. The existing international airports do not conform to International Civil Aviation Organisation (ICAO) standards. It

is therefore perceived that improvement of these facilities in three main cities in South Sudan will increase air transport come July 2011.

Dignified housing, water and sanitation services for the people of South Sudan will enable people to live good lives where their unleashed physical and psychological potential will stimulate economic growth and sustainable development. Therefore, the rights to housing (habitat), safe water and improved sanitation are not only fundamental human rights but also locomotives for development. Unlike provision of housing, water and sanitation services are to a larger extent considered public goods that the Government has to provide. Nevertheless, the Government will need to create an enabling environment for financing, cost recovery and private sector involvement in order to sustain these services.

On the other hand, regarding housing, it will pilot schemes, facilitate accessibility of land and enter into public-private partnerships for pro-poor financing mechanisms. Development of major housing schemes, however, will have to be carried out by private investors within the framework provided by government agencies.

In certain areas, the Government of South Sudan starts from zero. But other areas have already started to pick up. Performance of the infrastructure sector will be measured against those baselines and sustained economic growth will be an indicator of the sets of those interventions taken together.

The provision, maintenance, rehabilitation and operation of good quality infrastructure will play a vital role in enabling diversified and sustainable economic growth and development, thus enhancing livelihoods and reducing poverty. Good infrastructure is needed to connect markets and people, and for delivery of services. This should help reduce the cost of doing business in South Sudan and enhance growth and competitiveness. Water control infrastructure, such as hydropower and water storage dams, will enable economic activities. Exploring all sources of energy will ensure a reliable power supply, vital for economic development.

Improved infrastructure will contribute to increased access to education and better health through provision of decent housing, safe water and improved sanitation. As well as the health perspective, clean water, improved sanitation and hygienic practices are also important to socio-economic development and women's empowerment.

Much, if not the entire, infrastructure that had been established was destroyed and left in disrepair due to the long and protracted civil wars in South Sudan. Most parts of the country are not accessible during rainy seasons. In order to accelerate national access to goods and markets, roads need to be opened and upgraded to acceptable minimum standards; and river, air and rail modes of transport improved. A significant part of the population has no access to safe drinking water, decent housing and improved sanitation. It remains a big challenge to provide those much-needed services that will relieve the people from water-associated, environmental hazards and hygiene deficiency diseases.

Activities proposed within this sector are a direct response to the above challenges. In articulating its interrelation with the entire economic development pillar, the infrastructure sector has come up with the following objective which stipulates its contribution to economic growth and sustainable development.

**Infrastructure sector objective**

- To maintain, rehabilitate, provide and operate infrastructure to enhance poverty reduction, economic growth and service delivery in a sustainable manner.

This objective embraces the key priorities for the sector – (i) Roads and road transport development; and (ii) Water resources, management, development, utilisation and provision of sanitation services. As mentioned above, this is entirely consistent with the achievement of the overall pillar objective and its associated targets.

### *Economic functions and the enabling environment*

**The economic functions sector is a key driver of growth in South Sudan:** The oil industry continues to be the dominant source of national output. Consequently, without continued strong performance by the oil industry, there is unlikely to be growth in the economy overall. Achieving this will require greater investment, sound management and appropriate state supervision.

**Development and poverty reduction require oil revenues:** The oil industry provides 98% of government revenues and is a substantial source of foreign exchange earnings for the country. These are vital to fund the investments and activity required for broader development and poverty reduction in South Sudan. Whilst this source of revenue will remain a strong driver of investments in the economy, other sources of revenue are imperative to reduce systemic risks to the economy.

**However, it is critical to diversify growth outside oil; a vibrant private sector is vital for diversifying growth:** Investment and private sector development are needed to diversify the economy and provide alternative sources of growth in the next few years. International experience on facilitating investment and the adoption of new technologies has underscored the importance of a transparent and stable business environment, including the legal and regulatory framework. This is necessary to reduce uncertainty and costs and achieve the needed rise in investment.

Furthermore, in a development strategy, which seeks to enable small scale agriculture, livestock and fisheries, clarification of property rights and land tenure, including for women, will be crucial. Provision of a framework and mechanisms to facilitate the development of public-private partnerships for the supply of public goods also matters. Similarly, the legal and regulatory framework governing the financial services sector will need to be enhanced in order to deepen financial intermediation and equitable access to credit, including through micro-credit facilities for the rural and urban clients, especially women and youth. A good enabling environment for Water, Sanitation and Hygiene (WASH) services, such as small-scale toilet builders and water vendors, will matter as these are likely to become increasingly important from a development perspective over the next few years.

Security and the rule of law are especially important to reduce uncertainty and business risks in South Sudan. The latter is significant as the prime engine of growth will be private sector investment, initially in the small- scale agriculture sector where farmers and pastoralists need to know that land property rights are secure; loans can be secured against collateral, and funds can be invested with confidence towards further productivity-enhancing opportunities. In addition, an electricity supply that is more reliable and wider in its coverage is key. Experience from elsewhere has shown how serious a problem erratic power can be in undermining the private sector supply response as it can create uncertainty and significantly increase the cost of doing business. Increased access to telecommunications, internet and information services will be crucial. For example, within the economic functions sector, better telecommunications could help farmers to learn market prices and get better deals, thus there is a linkage here to natural resources and sustainable livelihoods.

Resolving the matter of multiple and cascading taxation - a key constraint identified in the challenges section - is of concern from an enabling environment perspective. Streamlining tax policy and administration and licensing must be dealt with as part of a coherent and well-coordinated approach across all relevant government agencies. Ongoing monitoring and reporting, including the introduction of user satisfaction surveys, will be crucial to ensure that tax and other officials are complying with new laws and instructions and conducting proper enforcement.

In light of the above, the economic functions sector has specified the following objective:

#### **Economic functions sector objective**

- To advance and accelerate the broad-based economic growth and sustainable development led by private sector in South Sudan, with clearly delineated

This objective embraces the key priorities for the sector – (i) Development of energy, mineral and mining sectors, including oil and electricity; and (ii) Establish and improve telecommunications, postal services and information technology. This is entirely consistent with the achievement of the overall economic development pillar objective and its associated targets. However, it is also recognised that the establishment and maintenance of a conducive regulatory and policy environment for business will be important for the necessary diversification of the economy.

#### *Interconnection with other pillars*

Success with regard to economic development also depends on interaction and interconnectedness with other pillars (governance, social development and conflict prevention and security), just as sustained success with the objectives of these other pillars depends in part on success with economic development. For example, natural resource sector activities should boost food self-sufficiency and enhance nutritional status. This is important for a healthy and well-educated population. Well-fed children are healthier and learn better and in turn a healthy and well-educated population is more productive, which is good for growth. Similarly, poverty-reducing economic development will reduce pressures for conflict and thus strengthen security.

Efforts within conflict prevention and security will be a critical part of responding to some of the key economic development challenges. As noted above, enhanced security is needed in order to prevent the closing of roads and consequent disruption of trade. Disputes over land need to be mediated peacefully without recourse to violence. Appropriate measures to tackle cattle raiding will also be necessary if envisaged productivity gains in the livestock sector are to be achieved. Improved security in general is critical for increasing investor confidence and for reducing the cost of doing business. The Government will consider the use of serving soldiers and ex-combatants for productive activities both in the agriculture sector and with respect to road rehabilitation and construction. Again, this will require a coordinated approach across all pillars.

Similarly, planned activities under governance are needed to support this chapter's actions to achieve sustained rapid economic development. A professional and committed public service is needed to formulate sound public policy, conduct prudent economic management and operate a clear and well-coordinated regulatory framework and to enforce the rule of law. Actions under governance to tackle corruption are important to address this challenge to economic development highlighted in the previous section of this chapter.

#### 4.2.4.3 Priority programme areas

In order to achieve the economic development pillar outcome objective and consistent with the sector objectives specified above, the Government has determined the following priority public expenditure programme areas:

- Agriculture and forestry (to support increased crop production);
- Roads and road transport development (to improve transport infrastructure);
- Development of energy, mineral and mining sectors (including oil) (to ensure good management of critical oil resources and increase electrical power supply);
- Animal resources and fisheries (to support improved livestock production); and
- Water resources management, development, utilisation and provision of sanitation services (to improve access to safe water and improved sanitation).

These priority public expenditure areas respond to a combination of: (a) Where is there potential for quick poverty-reducing growth? (b) the major challenges facing South Sudan's efforts to achieve more rapid sustained economic growth and development, and (c) priorities identified by state-level stakeholders.

Moreover, as with the three sectors (natural resources, infrastructure and economic functions), success will depend on coordinated actions across these priority public expenditure areas. For example, actions by the Department of Agriculture and Forestry to foster increased crop production (e.g. extension services and ensuring access to basic inputs) need concurrent and complementary actions by the Department of Roads and Road transport to improve transport services. Actions within and between each of these priority expenditure areas will be carefully sequenced to reflect these complementarities and interdependence.

While much of the economic development effort will be focused on diversifying the economy away from oil, it is an inevitable fact that oil production will remain a key source of government revenue and foreign exchange over the plan period and indeed for the next decade. This means that measures to ensure its optimal extraction, such as clarification of property rights and the management of contracts, will necessarily remain a high priority. The issue of oil sector management has been highlighted in the Macroeconomic overview (section 2.4) as a key aspect of sound and sustainable macroeconomic and fiscal management. In this economic development chapter, the oil sector focus is on capacity-building efforts by MEM to achieve continued good oil sector management (from exploration and the issuance and management of leases to production, export and marketing and environment management and workplace safety policies), plus ensuring that the views and interests of the local community are addressed.

As SSDP implementation progresses, actions within each of the priority areas will place increasing emphasis on diversification and broadening of the economic base. Activities will ensure that women, youth, older persons and the poor are enabled to actively engage in and benefit from growth. Otherwise the poverty-reducing impact will be needlessly constrained.

#### 4.2.4.4 Programme area targets

Notwithstanding the focus on the priorities areas identified above, work will also continue in other areas as outlined below.

##### *Natural resources*

**Ministry of Agriculture (MAF):** The objective of the Directorate of Agriculture is to increase crop production and land/vegetation cover. The targets are a sustained increase in cereal crop production, from a benchmark of 0.695 million metric tonnes (Mt) to above 1 million Mt per year. The objective of the Directorate of Forestry (and state governments) is to increase land/vegetation cover. The target is an increase in tree vegetation cover through tree planting, reforestation and forest protection and the establishment of five additional tree nurseries by 2013.

**Ministry of Animal Resources and Fisheries (MARF):** The objective of MARF is to increase production of livestock and fish commodities. The target of the Directorate of Animal Resources is a gradual and sustained increase of production and market supply of meat and milk from 60 to 157 Mt of meat and 4,500 to 5,250 litres of milk. The target of the Directorate of Fisheries and Aquaculture Development is sustained increase of production and market supply of fish from a baseline of 40,000 to 100,000 Mt by 2013.

**Ministry of Wildlife and Tourism (MWT):** The objective of MWT is to protect wildlife populations and promote related tourism activities. The target of the Directorate of Wildlife is to increase the territory under improved protected area management from 16,000 km<sup>2</sup> (19% of a total area under national parks and game reserves) to 32,000 km<sup>2</sup> (38% of that area). The target of the Directorate of Tourism is an increase in the number of tourists visiting protected areas from 34 (for Nimule National Park only) to 500 per year by 2013.

**Ministry of Land Regulation and Management (MLRM):** The objective of MLRM is to develop, implement and enact land policies and respective laws for land tenure security and conflict prevention. The target of the

Land Commission (with law enforcement agencies and traditional local authorities) is that the draft Land tenure policy and regulatory land laws already prepared be enacted, implemented and monitored by 2013 (see Box 3).

**Ministry of Cooperatives and Rural Development (MCRD):** The objective is to develop policies/strategies and enhance capacity-building of rural cooperatives and community-based associations. The target is to increase the number of rural farmers cooperatives established from 200 to 500.

**Ministry of Environment (MOE):** The objective is to protect and sustainably manage the natural resources environment for present and future generations. Its target is that natural resources protected from significant adverse environmental impacts by Environment Impact Assessment (EIA) screening increase from 0% of large-scale investment proposals to 50%.

The above sector targets represent specific cornerstones to be achieved in the coming two and a half years contributing to the achievement of both the economic development pillar as well as the natural resources sector objectives. They are either physical targets (e.g. production, natural growth and/or protection) or outcome/process-related targets highlighting the importance of the respective institutional and policy environment to be gradually created during the initial stages of a new nation. The achievement of the targeted sustained increase in food production will be of paramount importance not only for increasing food security but also for income and job creation (economic development) and therefore poverty alleviation of large segments of the population. Implicitly, these targets will allow judgments to be made on sector performance, including by linking results to the resources provided, as well as on progress towards sector and thereby pillar outcomes.

#### *Infrastructure*

**Ministry of Transport (MTR):** The objectives of MTR (with states and DPs) are in road transport, improved interstate, trunk and feeder roads routinely maintained on sustainable basis and roads safety to enhance economic growth. The targets in asphalted trunk road network under construction/completed increased from 0 to 752km; the length of constructed engineered roads from 363km to 2,000km, and the length of roads under maintenance with safety provision from 1,750km to 4,500km; In air, river and railway transport, facilities are established and improved to meet minimum standards and facilitate access to markets (MTR states and DP). The target number of airports meeting ICAO minimum standards would increase from a baseline of none to five; the length of river channels navigable to maritime standards from none to 1,500km, and the length of rail line operationalised and constructed from 250km partially operational to 400km by 2013.

**Ministry of Housing and Physical Planning (MHPP):** The objective of MHPP and states is to facilitate acquisition of dignified housing. The target percentage of the population with access to dignified housing would rise from 12% to 20% by 2013. The target percentage of urban population with access to improved sanitation would increase from 36.8% to 42% in the same period.

**The Southern Sudan Urban Water Corp (SSUWC):** The objective is accelerated provision of safe water to urban areas. The target percentage of urban population with access to potable water will increase from 34% to 45% by 2013.

**Ministry of Water Resources and Irrigation (MWRI):** The state objective is sustainable management of water resources to enhance access to safe water and improved sanitation services. The target percentage of rural communities with access to safe water would rise from 34% to 40% and of rural communities with access to improved sanitation from 9.3% to 15%. The length of rivers opened and flood control dykes embanked would rise from none to 1000km; the area mapped/assessed for water resources from 0% to 10%, and cultivable area covered with irrigation facilities from a baseline of 2,000 feddan to a target of 10,000 feddan by 2013.

#### *Economic functions*



The targets for the economic functions sector are representative of broader work that will need to be successfully completed in order to achieve the overall sector objectives and, in turn, the pillar outcome objective. They are a combination of physical targets (e.g. installed electricity generation capacity, post offices constructed); service quantity, quality and coverage targets (e.g. number of customers connected to electricity supply, number of hours of TV broadcasting); targets for number of licensed or registered operators (e.g. mineral exploration companies, newspapers, internet service providers); and outcome targets (e.g. export volume).

**Ministry of Commerce and Industry (MCI):** The objective to enhance the competitiveness, innovative capacity and thus productivity of Southern Sudanese enterprises. The outcome will be a percentage increase in trade (export market) by 15% from 2010 levels; a percentage increase in domestic production by 15%, and the number of registered local enterprises increasing to 11,000 by 2013.

**Ministry of Energy and Minerals (MEM):** The MEM objective is to promote and improve the exploration, development, production and utilisation of South Sudan's mineral, oil and other energy resources. Outcome targets are mineral markets and miners associations increased from 0 to two formal markets; award of new licenses for mineral and oil exploration companies increased from 17 to 30; improved coverage of geological and mineralogical maps and data from less than 5% to 30% of the national territory; an increase in power supply to state capitals from 30 to 50 megawatt (MW); increase oil recovery and ensure the efficient management of oil sector resources.

**Ministry of Information (MOI) and SSRTV:** The objective is to increase access to public media and improve the broadcasting quality of radio and TV. The number of licenses is targeted to increase from 32 to 38 FM radio stations, eight to 12 newspapers, the number of states with radio relay station from 0 to ten, and average TV broadcast time from six to 18 hours per day.

**South Sudan Electric Corporation (SSEC):** The objective is to increase the generation, transmission and distribution of sustainable and reliable electricity. The target number of customers will increase from 22,000 to 48,000 and installed capacity from 27.4 to 96.4 MW.

**Ministry of Telecommunications and Postal Services (MTPS):** Working with telecom operators and courier services providers, the objective is to increase coverage, access, usage and literacy of ICT and postal services in South Sudan. The target number of counties with at least one base telecom station would rise from 61 to 79, exchange office and opening of state offices from four to 12.

The achievement of the targets relating to oil will be of paramount importance. As mentioned, the industry dominates national production and provides the resources to fund activities and investments, which are necessary, in both this and other sectors, to stimulate broader-based growth, sustainable development and poverty alleviation. Achievement of the oil targets alone is not sufficient to deliver the sector objective, so reaching the other targets, in particular those relating to the enabling environment, is also vital.

#### 4.2.4.5 Pillar and sector actions to improve service delivery

Efficient and effective service delivery is a significant challenge across all SSDP pillars. International experience has shown that key to confronting this challenge is the ability to retain flexibility over implementation choices and a willingness to adapt existing approaches to new circumstances. It underscores the importance of not getting needlessly locked into actions that then constrain options later. In the context economic development, actions have been designed to retain this element of flexibility and to explore innovative options to achieve more effective service delivery. Moreover, where actions have been proposed they will include monitoring and evaluation to ensure that actions are effective and responsive to changing needs.

Consistent with the integrated approach to development, sectors within economic development seek to take a well-coordinated approach to service delivery. For example, in agriculture, actions to improve access to extension services and markets will require liaison with the infrastructure sector to ensure that the feeder

roads programme is consistent with this need. Critically, coordination will be enhanced between central government agencies and those at the state level and between state and county, as it is ultimately at this level that services will be delivered. Providing the necessary resources for service delivery at state and county levels and for contracted non-state providers will be a priority.

The Government will limit its intervention in the economy to those activities that the private sector is not able or currently not willing to engage in but which are of benefit to society. This means there is a legitimate role for government in leading the supply and maintenance public goods. In the case of South Sudan, agriculture examples include extension services such as dissemination of information about tools, techniques and seeds, and establishing systems for animal disease control. Infrastructure examples include roads, water and sanitation, river transport facilities and air transport facilities. The Government will seek to ensure that the provision and maintenance of public goods and services is done cost-effectively, sustainably, based on value for money and, where appropriate, will move towards cost-recovery for the services provided. In this context, maintenance of public goods is a high priority as it is typically more cost-effective to maintain existing infrastructure and services than build new ones.

Provision of the enabling environment in which the private sector can conduct business competitively and with low and predictable transaction costs is also an important role for the Government. In this regard, production of public policy and the legal and regulatory framework are both key. There are some areas where non-state actors will play a key role in service provision such as in agriculture, marketing and infrastructure. This underscores the importance of the Government providing an effective enabling environment for their activity. In other words, SSDP will leave space for the private sector and NGOs to remain involved in those areas where they can deliver services most effectively and efficiently. Where there are other aspects of market failure, such as pollution and environmental degradation, the Government has an important role in developing and enforcing environmental laws.

The following section looks at the specific actions that will be undertaken in each sector to address the challenges highlighted earlier in this chapter and thereby to improve service delivery.

#### *Natural resources*

In response to the challenges highlighted above, the Government will undertake the following actions:

- **Support know-how transmission** - through agricultural extension services, research and training (capacity-building) will be indispensable instruments for creating sustainability. In parallel, support is vital for the elaboration, on a sound technical basis (e.g. an agricultural sector review/assessment), of a long-term development plan for future investment in the agricultural sector;
- **Improve access to agricultural inputs and advisory services** - fundamental for ensuring food security and poverty alleviation is increasing farmers' food crops, livestock and fisheries production through greater productivity. This entails, among other things, access to sub-sector production inputs and technology (and information), including such things as seeds and tools, veterinary assistance, crop protection, irrigation and water-harvesting schemes, mechanisation and post-harvest facilities. Support to the formation and strengthening of cooperatives and farmers' groups will be an important catalyst, including for the promotion of agriculture trade and reducing cost of production. The provision of advisory services is therefore essential and it should be unified at the local level (agricultural, forestry, livestock and fisheries extension). For this to happen, appropriate extension policy is necessary. MAF will work with its counterparts at state level to ensure that this policy is consistent and responsive to needs at the local level (see Box below).

#### **Box 4: The National Agriculture and Livestock Extension Policy (NALEP)**

NALEP and its implementation framework have been formulated by the two agriculture sector ministries MAF and MARF with technical assistance from FAO, the European Commission (EC) and the WB. Stakeholders, experts, professionals,

NGOs and the private sector participated in the process.

NALEP gives directions for the management and organisation of a pluralistic extension system with both public and private extension service providers. The policy offers guidance for these service providers and other stakeholders on matters of standards and approaches and on how to strengthen coordination among all actors.

- **Support reintegration of returnees in the agriculture sector** - pivotal for peace and security and for sustained stabilisation of the new nation will be the support for the successful social and economic reintegration of the large numbers of returnees, ex-combatants and related groups in particular, into the agriculture sector (contributing to food security and income generation of beneficiaries). Fundamental in this context will be the technical support for ensuring land tenure security and related conflict prevention and mitigation. Contribution from wage labour in agriculture and rural non-farm employment will be significantly important;
- **Build capacity of key institutions in natural resources sector** - by enhancing capabilities in policy design, project formulation and implementation and for the effective coordination of development support provided by international partners;
- **Strengthen disaster-preparedness** - South Sudan is prone to recurrent crisis (droughts and floods, crop and animal pests and diseases, soaring food prices and insecurity) affecting critical food and income security of large segments of the population. Support is indispensable for improving preparedness for and effective response to food and agricultural threats and emergencies; and
- **Promote environmental sustainability** - through wildlife protection, reforestation, developing forest plantations and eco-tourism. As well as securing the natural resources of South Sudan, for the present and the generations to come it should also help to create income in the immediate term.

### *Infrastructure*

It is well-established that the infrastructure sector has played a very significant role in the growth and development of countries in the recent past. The infrastructure sector plans to undertake a series of activities to ensure sustainable economic growth and development in South Sudan. It will exert efforts to create an enabling environment through development and operationalisation of legal and institutional frameworks as well as capacity development activities. It will also seek to complement activities in other sectors as part of the integrated approach. For example, as mentioned above, actions by the Department of Agriculture and Forestry to foster increased crop production (e.g. extension services and ensuring access to basic inputs) will be met with concurrent and complementary actions by the Department of Roads and Road Transport to improve transport services. In response to the challenges highlighted above, the Government will undertake the following actions:

- **Roads and road transport** - MTR will link major towns by constructing up to 1,000km of Double-Bitumen Surface Treatment (DBST) as well as 700km of interstate and trunk roads to engineered standards, through labour-based approaches that will cater for local youth employment. Further, MTR will support state governments in constructing, rehabilitating and maintaining feeder roads for rural communities to access markets. In so doing, MTR will work with MAF to ensure that road rehabilitation and development priorities are consistent with plans to augment access to agricultural services (extension and animal health). Road works will be complemented with awareness-raising on HIV/AIDS to mitigate risks that communities will be exposed to. In addition, road safety and road weigh instruments will be installed;
- **Air, river and rail transport development** - besides installation of Radar to monitor South Sudan air space, airports will be raised to ICAO standards by upgrading of the six states airports and expansion of Juba airport. Dredging of 1,500 km of navigable channels along the River Nile, provision of

navigation aid, upgrading of Juba port and installation of cargo handling facilities constitute additional activities for fostering trade and mobility;

- **Housing development and physical planning** - to increase access to dignified housing, MHPP intends to pilot a housing scheme for 500 families of civil servants. Furthermore, it will explore and implement feasible mechanisms to attract and facilitate acquisition and development of lands for housing by the private sector. In addition, master plans for urban development will be provided for all ten state capitals and other towns in South Sudan;
- **Development, provision and management of urban sanitation facilities** - to facilitate access to improved urban sanitation, the liquid and solid waste management systems in Juba and other parts of South Sudan will be rehabilitated and expanded. This will be coupled with scaling up sanitation activities in Wau and Malakal. Feasibility studies and pilot projects will further explore economic viability of privately operated sewage services and options for private sector involvement mechanisms. In all aspects of water and sanitation management, MWRI will work with MoH and MoE to ensure that efforts are complemented with the necessary health education programme on hygiene;
- **Development, provision and management of urban water facilities** - to increase access to safe water in urban areas, new water supply systems in Torit, Rumbek, Kuajok, Aweil, Bentiu, Yam bio and Yei will be constructed. The management, operation and monitoring functions in existing urban water stations will be improved through construction and equipping of five offices in Juba, Maridi, Bor, Malakal and Wau. To ensure sustainability, utilities will move towards operating on cost recovery basis; and
- **Water resources management, development, utilisation and provision of sanitation services** - to meet its targets, MWRI will install water and sanitation service infrastructure, with emphasis on guinea worm-endemic villages. Besides, MWRI will construct water harvesting and storage structures to avail fresh water for productive uses; carry out river training works and embank flood control dykes to manage river systems and minimise flooding. It will further ensure sustainability and explore options for future development and use of water resources by assessing and monitoring water resources. It will continue building capacity and institutions through training, construction of buildings and provision of equipment/furniture.

Rehabilitation of trunk and interstate roads to bituminous surfaces, construction of small-scale water dams and construction of a rail network will require a high revenue scenario. Under the existing ceiling, the infrastructure sub-sector will continue to construct, rehabilitate and maintain existing infrastructure to acceptable minimum standards.

The infrastructure sub-sector acknowledges the undisputable role of the roads and road transport development programme area as a paramount factor in stimulating development through which sustainable growth can be achieved. For years to come, roads and road transport will receive high priority in resource allocation until almost all road networks are stabilised. The programme area covering water resources management, development, utilisation and provision of sanitation services will continue to rank next, due to the fact that water-related social and economic uses are essential for the health, well-being and productivity of all citizens.

Upon independence in July 2011, there is a need to strengthen airspace monitoring and to establish at least one airport to meet international standards. Therefore the infrastructure sub-sector has planned to rehabilitate Juba Airport to meet ICAO standards. Notwithstanding, maintenance and rehabilitation of existing railways and waterways will remain in our plans until funding opportunities prevail. Urban sanitation is key and crucial to improvement of living conditions of our people in South Sudan. This will be complemented by provision of good and decent housing, so that people and institutions in South Sudan have access to clean environment and enabling workplaces.

**Develop trade, industry, investments and the private sector in South Sudan:** The Ministry of Commerce and Industry (MCI) takes on the full mandate of trade following independence from the North. A full range of activities to prepare for and fully operationalise this mandate, including policy, legal frameworks and institutions, as well as signing of regional and international trade protocols. MCI will prepare and seek approval of the relevant instruments from CoM and SSLA. At the same time, South Sudan will be brought into the global economy through regional and international integration and establishing internal standards by joining international bodies which support international economic activity – e.g. country telephone code and internet domain registration through MTPS; the Extractive Industries Transparency Initiative (EITI) through MEM; the Community of Eastern and Southern Africa (COMESA), the International Telecommunications Union (ITU) and the East African Community (EAC).

**Increase foreign and domestic investments in South Sudan:** Aggressive promotion and facilitation of domestic and foreign investors is planned to drive growth. The Ministry of Investment (Mol) will finalise establishment of its functions, establish a one-stop shop serving at least 45 investors annually, grant at least 180 high quality certificates to investors by 2013, while working with others to improve the business environment.

**Increase access to private sector financing:** The Bank of South Sudan (BSS), with MCI and Mol, will support the strengthening of the financial infrastructure in South Sudan. This will focus on the development of the appropriate legislation for the financial sector, for example the Financial Institutions Bill. BSS will strengthen its existing supervision capabilities as the number of new banks and non-bank financial institutions expands rapidly and new electronic and telephone technologies are introduced, some of them within the 2011-2013 timeframe or shortly thereafter. It will also put in place core financial systems, such as its own independent accounting system, SWIFT, money transfer, and cheque-clearing. BSS will also seek to build low-cost deposit services that permit: small-scale wealth building; the preservation of liquidity to meet stresses on households and businesses, and business finance and the accumulation of capital for equity investment. In addition, the multiplicity of donor-financed rural and microfinance systems will remain a challenge for supervision by the Central Bank of South Sudan (CBS). The South Sudan Microfinance Development Facility will also have an important role to play in the development of microfinance institutions. These steps, together with responsible exchange rate and monetary management by CBS, will encourage financial deepening and broad economic growth.

**Further improve the legislative framework for economic activities (MCI/Mol with MoLACD):** Ensure enactment of laws already drafted and pending before the Cabinet and/or National Assembly. These include the Broadcasting Authority Bill, Companies Bill, Insolvency Bill, Insurance Bill, Microfinance Institutions Bill, Competition Bill, Counterfeit Bill and four trade-related laws – the Import and Export Regulation Bill, Standards Bill, Weights and Measures Bill and Consumer Protection Bill. Also included is the Telecommunications Bill and the Southern Sudan Audit Chamber Bill. In addition, enacted laws will be simplified and disseminated widely. Further, ensure development and adoption of at least 20 sets of regulations to operationalise key pieces of enacted legislation, and establish and/or strengthen key institutions impacting on investment, commerce and trade. Further proposals for legislation will be pursued in collaboration with the South Sudan Business Forum.

**Enabling environment:** Further improve the business environment and reduce the cost of doing business in South Sudan. The Doing Business in Juba Report 2011 will provide the first baseline position on a number of indicators of the business environment. Mol and MCI will lead the development and implementation of a strategy to address key constraints, aiming to reduce the cost of doing business in South Sudan by at least 20% by 2013.

**Join global communication networks:** Integration into global telecommunications, IT and postal networks is important for South Sudan's business climate, social linkages and national sovereignty. MTPS will seek to obtain a country telephone code and internet domain for South Sudan, maintain an ICT gateway and join the Universal Postal Union and Pan-African Postal Union so that mail can be sent and received internationally.

**Further diversify the economy away from oil and from the main cities:** Through decentralisation of services to other states – e.g. decentralise business registration to three states/cities outside Juba, registering another 5,000 businesses outside Juba; increase connectivity in the telecoms sector and access to postal services to all ten states of South Sudan by 2013; increase access to information through further licensing of FM stations, TV networks and internet providers.

**Develop and manage efficient power supply:** By increasing installed power capacity to 36.4 MW and connect at least 31,000 consumers by procuring materials and equipment, and completing construction of power stations as planned through SSEC; and

**Entrepreneurship and capacity-building of South Sudanese to engage in economic activities:** In collaboration with productive sectors such as agriculture and sectors working with IDP, demobilised soldiers and youth, MCI will lead the effort to enhance the capacity of South Sudanese to engage in productive activities – e.g. producers’ agri-business skills training and extension, entrepreneurship training programmes; SME capacity and training with the Chamber of Commerce, Industry and Agriculture (SSCCIA).

#### 4.2.5 Cross-cutting issues

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This section highlights key cross-cutting issues. In general, initiatives to address these issues are integrated into the sectoral action programmes.

**Environment** – protection and management of the natural environment must go hand in hand with economic development if it is to be sustainable. Accordingly, Economic Development sectors have ensured that environmental concerns have been captured in their proposed activities. For example, in natural resources, environmental policy, law and sectoral guidance will help regulate and control high environmental-risk activities including oil extraction, logging and charcoal production. In infrastructure, feasibility studies for new construction will incorporate Environmental Impact Assessments (EIAs). Similarly, EIAs will also be applied to power supply development.

**Gender equality** – female-headed households make up a significant number of both the urban and rural poor. It is especially important that activities are designed to promote equal opportunity or access for men and women. For example, in the natural resources sector it will be important to ensure that women are not disadvantaged when seeds and tools are distributed as part of community development activities, or in terms of access to extension services. Similarly, that measures in Economic Functions related to the enabling environment are gender sensitive such as clarification of property rights and land tenure which seek to end discrimination between men and women, and access to credit. Enhancing women’s access to microfinance will be a crucial consideration in financial sector development.

**Youth employment** – increasing youth employment will be critical if the Government is to meet its objective of diversified and sustainable growth and development which improves livelihoods and reduces poverty. Gender seems to have been one of the main determining factors in youth employment/livelihoods. The majority of young women in both rural and urban areas are expected to take responsibility for household tasks – child-rearing, collecting firewood and water, preparing food, and cleaning – limiting their opportunities to seek employment outside the home. However, recent research on urbanisation and vulnerability in Juba<sup>55</sup> revealed that increasingly men were experiencing difficulties in finding viable ways of making a living and that the burden was falling on women to both earn a livelihood and care for their children and families. Accordingly, activities in relation to economic development include creating employment and entrepreneurship opportunities for those youth trained in vocational skills, including trades, agriculture, livestock, fisheries and professions. Furthermore, gender-specific programming with young people that builds on reliable information will create opportunities for skills development and growth. Investments in adolescent girls to delay marriage and childbirth can reduce one of the world’s highest maternal mortality rates. With 36% of girls entering marriage before the age of 18 and only 8% contraceptive prevalence, increased knowledge on how to engage this crucial population is necessary to reducing fertility

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<sup>55</sup> Martin and Mosel *City Limits: Urbanization and Vulnerability in Sudan – Juba Case Study*: ODI and UK DFID, January 2011, p30.

rates and raising labour market productivity levels. Generating productive employment for youth – in particular young men - is also crucial to a nation's stability.

**Capacity-building** – this is crucial in all sectors if planned development activities are to be implemented efficiently and effectively. Capacity-building will be based on a thorough assessment of needs at the central government, state and where appropriate county level. This will ensure that interventions, such as training and mentoring, are well-targeted in responding to identified needs. Effective implementation of SSDP will require good coordination between and within the agencies, in particular between the agencies in central government and at the state level. Capacity-building efforts will pay particular attention to this dimension. Coordinated capacity-building will also extend across the pillars. For example, the economic functions sector will work with the Ministry of Public Service (MLPS) and Ministry of Gender, Child and Social Welfare (MoGCSW) to establish and/or enhance capacity in the key agencies, including transparent recruitment; training and induction; ongoing coaching and support, and remuneration and pay. Institutional strengthening will also consider how to improve systems and data in support of better policy formulation, planning and decision-making. MEM has already begun a major capacity-building effort to prepare for managing critical oil sector. This involves a combination of attracting South Sudanese who have experience in oil sector management in Khartoum to return to the South, partnering with international experts with DP support, and intensive training.

## 4.3 Social and human development

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### 4.3.1 Summary of pillar and sector objectives and five priority programme areas

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Social and human development is key to the well-being of the people of South Sudan and lays the foundation for its future as an economic entity and a nation state. The pillar is made up of four sectors: social protection, health, education and youth, sports and culture. The overall objective of the pillar is below.

<b>Social and human development pillar objective</b>
<ul style="list-style-type: none"><li>To promote the well-being and dignity of all the people of South Sudan by progressively accelerating universal access to basic social services.</li></ul>

The sector objectives, the top five priority programme areas and their intended outcomes are in Table 19 below.

Table 19: Top five priority programme areas for social and human development pillar

Top five programme areas	Outcome
Social protection objective: Progressively to reduce risk, vulnerability, poverty and economic and social exclusion.	
Introducing a child benefit cash transfer.	At least 20% of households will receive cash transfers within the first three years of statehood.
Health objective: To increase equitably the utilisation of quality basic health and HIV/AIDS services.	
Increasing access to basic health and HIV/AIDS services.	Maternal and under-five mortality, particularly in rural areas, will decline by 20% within the first three years of statehood.
Education objective: To ensure equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan.	
Expanding the number and improving the quality of teachers	The net enrolment rate in primary school will reach 65 % within the first three years of statehood and each of the ten states will have either technical or higher education facilities.
Expanding access to general education	
Youth sports and culture objective: work to build a national identity which fully respects and promotes ethnic and cultural diversity and youth empowerment	
Introducing a Payam Youth Service.	A youth service corps will deliver quick impact actions in every 'payam'.

### 4.3.2 Pillar context

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#### 4.3.2.1 Background

The objective of the social and human development pillar is progressively to accelerate universal access to basic social services with the aim of building human capabilities and upholding the dignity of all people of South Sudan. The pillar, which consists of the health, education, social protection, sports and culture sectors, will help to advance simultaneously the physical, social, cultural and spiritual development of South Sudanese society. As such, it will critically contribute to the overall mission of the SSDP "to ensure that by 2013 South Sudan is a united and peaceful new nation, building strong foundations for good governance, economic prosperity and enhanced quality of life for all."



Pillar programmes are grounded in the Transitional Interim Constitution of Southern Sudan, which directs the Government to achieve the MDGs by building the necessary institutional, human, social and economic capacity, developing infrastructure and social services, and raising the standard of public services. The constitution provides for free primary schooling, literacy programmes and primary healthcare and directs all levels of government to provide maternal healthcare. The Child Act of 2008 establishes the right to free immunisation as part of every child's right to health and, together with the constitution, provides the broad legal framework for a system of social protection.

During state-level consultations held to solicit input to SSDP, stakeholders consistently placed basic health and education among their top development priorities on the grounds that these services provide not only an immediate benefit but are also linked to the nation's economic future by building the foundations for a stronger, more highly skilled labour force.

#### 4.3.2.2 Major achievements

As part of a major commitment by the Government of Southern Sudan to overcome the legacy of marginalisation, significant efforts have been made since the signing of CPA to address poor public health, low levels of education and widespread food insecurity by building systems to improve the delivery of basic services across the South. MoH and the South Sudan AIDS Commission (SSAC) have assumed increased responsibility for the public health system. Despite inheriting a disjointed and poorly coordinated health sector, the Government has fully mapped health infrastructure, developed a national disease profile including the health and HIV status of the population, and introduced a Monitoring and Evaluation (M&E) framework with core indicators. MoH and SSAC are now better able to target resources to areas of need.

In the education sector, primary school enrolment has quadrupled from 400,000 in 2006 to 1.3 million in 2009,<sup>56</sup> and the number of primary schools has increased by 20%, although booming enrolment has also raised the student-to-classroom ratio to 248:1. A secondary school has been built in each state and a secondary school curriculum was launched in 2007. The introduction of the Education Management Information System (EMIS), which delivers updated data widely used for planning at state levels, has improved management capacity in MoE and allowed for a modernised payroll system for teachers.

In the social protection sector, the passage of the Child Act in 2008 has laid the groundwork for future programming. A wide range of core policies on social protection for vulnerable groups, including war widows, the disabled and children without parental care, are being developed and will be shortly introduced.

#### 4.3.2.3 Challenges

Decades of marginalisation and civil war have made South Sudan one of the most underdeveloped countries in the world. The maternal mortality rate, with 2,054 women dying for every 100,000 live births, is among the highest in the world.<sup>57</sup> One out of every nine children dies before his or her fifth birthday (106 per 1,000 live births),<sup>58</sup> and just 27% of adults are literate.<sup>59</sup> Even when harvests are good, 20% of the population is food insecure and requires emergency assistance.<sup>60</sup>

All of the social sectors face a similar set of challenges. The single most difficult challenge continues to be human capacity. In a country with one of the highest rates of maternal mortality, there is only one qualified midwife per 30,000 people. Only 13% of teachers in South Sudan are qualified, resulting in a qualified teacher-to-student ratio in primary schools of 1:117, which is very low. Sectors also suffer from a lack of infrastructure and materials. Health facilities routinely face shortages of basic medicines and laboratory supplies due to poor forecasting, cumbersome centralised procurement, irregular distribution and deficient

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<sup>56</sup> Education Budget Sector Plan 2011-2013, Government of South Sudan, August 2010.

<sup>57</sup> SHHS 2010

<sup>58</sup> Maternal Neonatal and Reproductive Health Strategy 2009 - 2015, Ministry of Health for Southern Sudan.

<sup>59</sup> NBHS, (2009).

<sup>60</sup> Crop and Food Supply Assessment Mission to Southern Sudan: FAO and WFP, January 2011.

logistics. Schools have insufficient numbers of textbooks and other essential learning materials. Sector management is also hampered by insufficient capacity among managers and underdeveloped information management systems. Further, with only 35% of children under five registered, the government struggles to accurately address children’s social needs and rights.

Despite the importance of the social sectors, the resources allocated to health, education and social protection are well below regional norms. Fourteen percent of the government budget is allocated for health, education and social services, while the security sector receives nearly two and half times that amount.

Given the importance of the capacity gap, each social sector has planned a sector-specific programme to rapidly strengthen human resources. Large-scale infrastructure programmes are also planned in all three sectors as a pre-requisite for expanding basic service delivery throughout the country. Both of these priorities will require significant budget outlays in the first three years of statehood, necessitating a rebalancing in government spending to reflect the transition from post-conflict to state-building.

#### *Division of Labour between GoSS, states and DPs*

National policies, the development of regulatory frameworks and oversight are the responsibility of GoSS ministries. Service delivery is the responsibility of the state and county governments.

During the Interim period, DPs and NGOs supported the delivery of basic services in health and education at state and local levels. This will continue throughout the SSDP period, but the delivery models will gradually shift from projects to basket funding and possibly budget support to enable the Government to assume increasing responsibility for the expanded service delivery in these key sectors.

### 4.3.3 Pillar objective

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The social and human development objective statement represents the apex vision statement for what South Sudan would like to achieve in these areas of endeavour. Its achievement will not be completed in the 2011-13 period; it represents rather a long-term vision, informed by the GoSS Vision 2040 document. It sets the path for activities to achieve these ends.

#### **Social and human development pillar objective**

- To promote the well-being and dignity of all the people of South Sudan by progressively accelerating universal access to basic social services.

#### 4.3.3.1 Sector objectives

##### *Health sector*

The health sector objective is grounded in the Transitional Interim Constitution of Southern Sudan, which directs all levels of government to promote public health, establish basic health facilities and provide free primary healthcare for all citizens. As has been noted, the Child Act of 2008 further establishes the right of every child to free basic healthcare and to immunisation. The programmes in the sector largely derive from the Health Sector Development Plan (HSDP) 2011 – 2015, with the addition of an HIV/AIDS programme area designed to minimise the risk of a rapid increase in HIV/AIDS, given the highly mobile population of the Republic of South Sudan and limited awareness of reproductive health.

#### **Health sector objective**

- The Government of the Republic of South Sudan will work to increase equitably the utilisation of quality basic health and HIV/AIDS services throughout South Sudan.

As a major priority, the health sector has set a target of reducing maternal and under-five mortality by 20 % within the first three years of statehood. This priority will build on South Sudan’s success to date in cutting the transmission of deadly diseases and expanding vaccination coverage.

The health sector will scale up training to address the human resource gap that is a major capacity constraint. Diploma level colleges will train 150 clinical officers, 300 nurses, 50 pharmacists and 50 lab technicians each year, while enrolled nurses and midwives in the states will undergo renewed training. These cadres will represent the primary healthcare frontline team to achieve universal coverage of the quality package of basic health services.

The health sector plays a central role in improving the productivity of the national labour force. Safeguarding the health status of the population is recognised as a pre-requisite for all social and human development.

Key health statistics and targets are summarised in the following tables:

Table 20a: Regional comparison of key health statistics<sup>61</sup>

Health status indicators	South Sudan	Uganda	Kenya	Tanzania
Maternal mortality rate.	2054 <sup>62</sup>	550	560	950
Births attended by skilled personnel (%).	15 <sup>63</sup>	42	42	46
Infant mortality rate.	84 <sup>64</sup>	84	81	67
DPT3 Coverage (12-23 months) (%).	11.9 <sup>65</sup>	64	85	84

Table 20b: Health sector targets

Health sector target for 2013	Baseline 2010	Source	Responsible spending agency
40% of population with access to healthcare.	13%	SHHS 2006.	MoH.
40% of births attended by skilled health workers.	15%	SHHS 2010.	MoH.
30% of children 12-23 months fully immunised.	2%	SHHS 2010.	MoH.
21% of children U5 underweight (severe and moderate).	30%	SHHS 2010.	MoH.
80% of children 6-59 months supplemented with vitamin A.	6%	SHHS 2010.	MoH.
0.5 outpatient attendance per capita (contacts per person per year).	0.2	HMIS.	MoH.
40% of women attending four ANC visits.	10%	SHHS 2010.	MoH.
70% of children receiving three doses of DPT.	14%	SHHS 2010.	MoH.
60% of children under five with diarrhoea treated with ORS	40%	SHHS 2010.	MoH.
30% of households using sanitary means of excreta disposal.	15%	SHHS 2010.	MoH.
60% of children under five sleeping under bednet.	25%	MIS 2009.	MoH.

<sup>61</sup> WHO, 2010; Southern Sudan Household Health Survey, 2006; Southern Sudan Household Health Survey, 2010.

<sup>62</sup> Southern Sudan Household Health Survey, 2006.

<sup>63</sup> Interagency estimate developed by WHO, UNICEF, UNFPA, World Bank, 2007.

<sup>64</sup> Southern Sudan Household Health Survey (SHHS), 2010.

<sup>65</sup> Southern Sudan Household Health Survey (SHHS) 2010.

11 accredited training institutions that have met the set MoH standards.	5	MoH annual report.	MoH.
MO: 0.3, CO: 2.5, MW: 1, N: 3 Ratio of skilled health workers per 10,000 population (MO, CO, MW, N).	MO:0.15, CO:1, N:15	HFM 2009.	MoH.
15 hospitals with the required number of specialised staff	3	HFM.	MoH.
80% of health facilities without stock-outs of essential medicines and supplies.	25%	HMIS.	MoH.
5% of pharmaceutical products fail control test.	20%	Routine data.	MoH.
28 hospital administrators trained in hospital management.	0	MoH annual report, HRIS.	MoH.
30% of counties with link between community based surveillance and Integrated Disease Surveillance and Response (IDSR) system.	0%	HMIS.	MoH.
80% of counties and health facilities submit timely weekly.	25%	HMIS.	MoH.
60% of counties conduct at least two quarterly support supervisions.	10%	HMIS (Quantified)	MoH.
100 health facilities have operational ambulances.	10	HMIS, HFM.	MoH.
60% of youth (ages 15-24) have comprehensive knowledge about HIV prevention.	11%	SHHS 2010	SSAC.
30% of people with advanced HIV infection receiving Anti-Retroviral (ARV) drugs/ combination therapy.	6%	HMIS	SSAC.

### Education

The education sector objective is grounded in both the Transitional Interim Constitution of Southern Sudan and the Child Act of 2008, which enshrine education as the right of every citizen and direct all levels of government to ensure that free, compulsory primary education is provided to all.

#### Education sector objective

- The Government of the Republic of South Sudan will work to ensure equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan.

As a major priority, the education sector has set a target of reaching a 65% Net Enrolment Rate (NER) in primary school within the first three years of statehood. This goal will build on South Sudan's success to date in quadrupling gross enrolment since the signing of CPA.

The education sector plays a central role in expanding human capabilities and national development broadly. All other development projects, from economic growth to rule of law to improved health outcomes, will benefit exponentially from a literate, well-educated population.

Key education targets are summarised in the following Table 21.

Table 21: Education sector targets

Education Sector Target for 2013	Baseline 2010	Source	Responsible spending agency
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63% primary NER. 8% secondary NER.	46% 4%	MoE: EMIS.	MoE, State Ministry of Education (SMoE).
1:50 qualified teacher: student ratio in primary. 1:16 qualified teacher: student ratio in secondary.	1:117 1:24	MoE: EMIS.	
600,000 adult learners enrolled in Alternative Education System (AES) literacy programs. 70,000 children/youth in AES literacy programmes.	225,000 11,000	MoE: EMIS.	MoE, SMoEs.
80% of managers trained.	20%	MoE.	MoE.
26,000 students enrolled in higher education.	20,000	MoHERST.	MoHERST.

### *Social protection*

The social protection sector objective is grounded in the Transitional Interim Constitution of Southern Sudan, in the chapter on the bill of rights and the Child Act of 2008, which provide the legal framework for a social protection system. The Constitution states that “All levels of government in Southern Sudan shall promote the welfare of the family and enact the necessary laws for its protection.”

#### **Social protection sector objective**

- The Government of the Republic of South Sudan will work progressively to reduce risk, vulnerability, poverty and economic and social exclusion throughout South Sudan.

As a major priority, the social protection sector has set a target of providing nation-wide cash transfers covering at least 20% of households in the first three years of statehood. This will provide critical support to rural and urban families, improving the health and nutritional status and educational opportunities of their children at the same time injecting resources into local markets.

The social protection sector addresses deep-seated inequalities across groups and geographical areas. Helping destitute and vulnerable households withstand shocks and uncertainties is essential for ensuring that development is broad-based and inclusive.

Key social protection targets are summarised in the following Table 22.

Table 22: Social protection targets

<b>Social protection target for 2013</b>	<b>Baseline 2010</b>	<b>Source</b>	<b>Responsible spending agency</b>
20% of households receive cash transfers (through child benefits).	0	TBD.	TBD.
Existence of set of priorities for a basic social protection package and implementation plan.	-	-	MoGCSW.
100% of respective targeted groups have increased access to community-based social services, to credit and other support modalities.	TBD.	TBD.	MoGCSW, SMoSD, state agencies.

50% major disasters are predicted and warnings received in accordance with international standards.	0	Ministry of Humanitarian Affairs and Disaster Management (MHADM).	MHADDM.
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### *Culture, youth and sports*

The objective of the culture, youth and sports sector is grounded in the interim constitution of South Sudan, which recognises the cultural diversity of the nation and directs all levels of government to ensure youth develop morally and physically, and are empowered to develop their potential.<sup>66</sup>

#### **Culture, youth and sports sector objective**

- The Government of the Republic of South Sudan will further work to build a national identity that fully respects and promotes ethnic and cultural diversity and youth empowerment.

The culture, youth and sport sector plays a critical role in empowering the potential of young people. Youth aged 10-25 represent 60% of South Sudan's population in 2008 and are a key constituency in the implementation of national development programmes. Further, the sector is central to the task of promoting a national identity that respects the cultural diversity of South Sudan.

As a major priority, the culture, youth and sport sector has set a target of an active Payam Youth Service in 100 'payams' by 2013. The programme is a two-year national volunteer service that will grow in stages, starting with 1,000 young men and women and reaching 5,000 to 10,000 over time. The service seeks to achieve a number of important development objectives. First, it gives young men and women a stake in the country's national development by supplementing the public service at the community level, where it is most needed. It will do this by providing affordable, scaleable and socially inclusive services for the 'payam'. Second, it is a job creation programme that builds national solidarity and cultural inclusiveness while linking the service of youth to the priorities of SSDP. Finally, it is a solid investment in nation-building and the development of human capital through the building of the next generation of the public service and the private sector. The programme would begin with exposure visits to countries practicing such programmes and with the development of guidelines, monitoring and appraisal systems, together with training materials, continue into 2012 with training of trainers (including literacy and reproductive health, farmer and pastoralist extension, youth entrepreneurship and microfinance, and leadership of an organisation) at the Amadi Rural Development Institute and the launch of regional training hubs at Wau, Malakal and Amadi, leading to the placement of youths of both sexes in pilot 'payams'.

Key culture, youth and sport targets are summarised in the following Table 23.

Table 23: Culture, youth and sport sector targets

<b>Culture, youth and sport target for 2013</b>	<b>Baseline 2010</b>	<b>Responsible spending agency</b>
3% of youth (15-29 years) with equal gender balance have access to well-structured sports and recreation activities.	0%	MoYSR.
Existence of gender-sensitive nation-wide Youth Voluntary Service.	No	MoYSR.
Representative of both boys and girls Youth have been meaningfully involved in five major national processes.	0	MoYSR, MoC.

<sup>66</sup> The Interim Constitution of Southern Sudan 2005, Articles 41 and 43.

8,600 young people (60% females) trained in short-term vocational training.	0	MoYSR.
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#### 4.3.3.2 Priority programme areas

The pillar has determined that the following five programme areas are critical during the next three years to lay the basis for future progress.

Table 24: Culture, youth and sport priority programme areas

Programme	Outcome indicator	Target for 2013	Cost Financial Year (FY) 2011-2013 (2011 prices)
Introducing a child benefit cash transfer.	No. of households receiving child benefit.	All households with children under five.	SDG810 million (\$270 million).
Increasing access to basic health and HIV/AIDS services.	Maternal and under-five mortality.	Decline by 20%.	SDG1.07 billion (\$360 million).
Expanding the number and improving the quality of teachers.	Qualified teacher-to-student ratio (primary level).	1:50	SDG726 million (\$242 million).
Expanding access to general education.	NER (primary level).	Increase to 65 %.	SGD751 million (\$250 million).
Introducing a Payam Youth Service.	Number of 'payams' with active Youth Service Programme		SDG150 million (\$50 million).

#### 4.3.3.3 Programme area and agency objectives and targets

The social and human development pillar programme targets for 2013 are set out in the following Table 23.

Table 25: Social and human development pillar programme targets

Objective	Indicator and baseline	Target	Agency
Maternal and under-five mortality will decline by 20% within the first three years of statehood.	Maternal mortality; under-five mortality. Maternal mortality rate in 2006 was 2,054 deaths for every 100,000 live births. Under-five mortality in 2009 was 135 per 1,000 live births. Source: Southern Sudan Household Health Survey (SHHS), 2006; Maternal Neonatal and Reproductive Health Strategy, Ministry of	20% reduction.	Ministry of Health, state governments.

	Health for Southern Sudan, 2009-2015.		
The net enrolment rate in primary school will reach 65% within the first three years of statehood and each of the ten states will have either technical or higher education facilities.	Net enrolment rate in primary school was 46 % in 2010. Source: Education Information Management System (EMIS), Ministry of Education.	65 % net enrolment rate Ten state institutions.	Ministry of Education, state governments.
Households with children under five will receive a cash benefit transfer within the first three years of statehood.	New programme.	100%	New programme.
A volunteer youth service will deliver quick impact actions in every 'payam'.	New programme.	50% within three years. 100% within years.	Ministry of Youth and Sport. Ministry of Culture. State governments.

### *Health sector*

To address constraints and achieve its objectives, the health sector will undertake interventions in five programme areas.

**Programme area one: Increasing access to basic health services and health promotion.** The development outcome objective is: 'Reduce maternal, infant and child mortality, increase utilisation of health services, strengthen control of communicable diseases and reduce prevalence of HIV/AIDS.' The targets for 2013 are to: a) increase to 40% the population with access to healthcare; b) increase to 40% births attended by a skilled health worker; c) increase to 30% children 12-23 months fully vaccinated; d) decrease from 30% to 21% children under five years underweight (severe and moderate); e) increase the percentage of children 12-59 months supplemented with vitamin A from to 80%; f) increase outpatient utilisation rates from 0.2 visits per year to 0.5; g) increase from 10% to 40% of women attending four antenatal clinic visits; h) increase from 14% to 70 % children receiving three doses of DPT; i) increase from 40% to 60% the number of children under-five with diarrhoea treated with ORS; j) increase from 15% to 30% the households with sanitary means of excreta disposal; and k) increase from 25% to 60% the number of children under five years sleeping under a bed net.

Planned activities include: a) implementing reproductive health activities in line with the Comprehensive Reproductive Health Strategy (including maternal and neonatal health); b) developing and implementing nutrition policies, strategies and guidelines (including provision of micronutrients) and strengthening management and coordination of nutrition activities; c) rehabilitation and equipping current service delivery facilities, including two tertiary hospitals, three secondary hospitals, 17 county hospitals and 50 'payam' health centres; d) constructing and equipping new service delivery facilities, including one tertiary hospital, one secondary hospital, 30 county hospitals and 237 'payam' health centres; e) expanding routine immunisation services; f) scaling up malaria prevention and control; g) integrating tuberculosis and leprosy services into the primary healthcare system; h) improving surveillance of communicable diseases; i) scaling up control and elimination of Neglected Tropical Diseases (NTDs); j) implementing Water, WASH-related



activities; k) producing and implementing a nationwide health communication campaign and health-seeking behaviour strategy and disseminating related health education and promotion materials; and l) introducing outreach services to 'bomas' and villages.

**Programme area two: Strengthening human resources in the health sector.** The development outcome objective is: 'Increase training and professional development of health workers; improve management of health workers; and establish a functional Human Resources Information System.' The targets for 2013 are to: a) increase to 15% the number of health facilities staffed by frontline primary healthcare personnel; b) increase from three to 15 the number of hospitals with the required number of specialised staff; and c) ensure all states have a functional human resources information database and trained HRIS officers.

Planned activities include: a) rehabilitating and expanding Juba and Maridi training institutes; rehabilitating and expanding five existing training institutes in Yei, Rumbek, Malakal, Torit and Bentiu, and constructing one new training institute in Aweil; b) constructing, equipping and operating three diploma-level colleges of health sciences in Bor, Kwajock and Wau; c) equipping, furnishing, and procuring 36 vehicles for health training institutes and colleges; d) recruiting and deploying 240 qualified tutors for training institutes; e) developing standard curricula, policy, manual, plans and strategy for human resources training; f) providing training for 500 health workers and sending 150 national health workers to be trained in specialised health fields; g) training 200 tutors within and outside South Sudan; h) conducting in-service training to 7,000 health workers and 100 Human Resources (HR) officers at MoH and SMOH; i) establishing a continuing professional development system that supports career development; j) recruiting and deploying 3,000 skilled national and expatriate health workers and 500 support staff for health facilities; l) recruiting 500 expatriate health workers for health facilities; m) streamlining categories and competencies of healthcare personnel; n) identifying and investing in effective categories of 'frontline' personnel; o) ensuring quality control of health personnel; p) developing, updating and implementing an HMIS at centre and state levels; q) implementing a motivation package for qualified health staff to work in rural areas; and r) establishing and equipping the training and HR offices in all ten states.

**Programme area three: Expanding the pharmaceutical and medical equipment supply chains.** The development outcome objective is: 'Ensure the availability of safe medicines and medical equipment and their rational use.' The targets for 2013 are to: a) increase to 80% the number of health facilities without stock-outs of essential medicines and supplies; b) decrease to 5% the pharmaceutical products that fail control tests; c) decrease to five days the average stock-out duration of tracer medicines, medical and laboratory supplies; d) increase to 73% the central and state medical warehouses with adequate storage and handling conditions; e) increase to 70% the prescriptions complying with treatment guidelines; f) increase to 60% health with basic and functional diagnostic and therapeutic equipment; g) increase to 60% the health centres staffed by personnel trained on use, handling and basic maintenance of diagnostic and therapeutic equipment; and h) increase to 60% health centres providing basic diagnostic services.

Planned activities include: a) promoting local pharmaceutical production; b) procuring, storing and distributing medicines, medical and laboratory supplies and equipment; c) transitioning from a 'push' to a 'pull' supply system for medicines, medical and laboratory supplies and equipment; d) strengthening the logistics management information, inventory control and procurement systems; e) strengthening cold chain infrastructure; f) developing, implementing and monitoring a regulatory framework and strategic plan for the pharmaceutical sector; and g) promoting the rational use of medicines.

**Programme area four: Strengthening the health management system.** The development outcome objective is: 'Improve the management of hospitals and disease surveillance and establish a functional referral system.' The targets for 2013 are to: a) increase to 70% the hospitals that have an operational management system; b) increase to 28 the number of hospital administrators trained in hospital management; c) increase to 30% the counties with a link between community based surveillance and the IDSR system; d) increase to 80 % the counties and health facilities that submit timely weekly and monthly reports; e) increase to 60% the counties that conduct at least two quarterly support supervisions; f) increase to 100 the number of health

facilities that have operational ambulances; g) increase to 15% referrals across all level of health facilities; and h) increase to 45% the counties that have means of communication between levels.

Planned activities include: a) establishing hospital management teams and systems; b) training hospital management staff; c) exploring opportunities for public-private partnerships to improve service delivery and management; d) developing and implementing an integrated community-based surveillance strategy linked to IDSR; e) expanding IDSR to all states and counties; f) ensuring timely detection, investigation, reporting and response to disease outbreaks; g) rolling out an monitoring and evaluation system to all states; h) using HMIS and research to inform health strategies; i) providing 150 ambulances (including boat ambulances) for referral cases to hospitals up to county level; j) providing appropriate referral services for women with complications during pregnancy and/or labour and other emergency cases from payam health centres to hospitals; and k) developing and implementing a sector-wide corporate communication strategy and network to increase access to facilities.

**Programme area five: Strengthen provision of HIV/AIDS services.** The development outcome objective is: 'Reduce the prevalence of HIV/AIDS.' The targets for 2013 are to: a) increase to 60% the number of youth ages 15-24 with comprehensive knowledge about HIV prevention; and b) increase to 30 % the proportion of people with advanced HIV infection receiving ARV combination therapy.

Planned activities include: a) conducting education and sensitisation campaigns; b) undertaking Training of Trainers (ToT) at state and county level on HIV/AIDS, Home-Based Care (HBC) services and community sensitisation; c) increasing access to condoms; d) producing and disseminating Information, Education and Communication (IEC) materials; d) conducting HIV surveys and surveillances; f) implementing HIV/AIDS comprehensive services; g) strengthening HIV/AIDS monitoring and evaluation system at state and county levels; h) developing and reviewing HIV/AIDS policies, guidelines and strategies; i) establishing and strengthening SSAC institutional and human resources capacity; and j) attending HIV/AIDS national and international conferences.

MoH and SSAC are responsible for formulating policies and programmes, issuing guidelines and regulations, setting standards and norms, monitoring quality assurance, mobilising resources and coordinating health partners. Through these functions, they provide stewardship and guidance to the health sector.

### *Education sector*

To address constraints and achieve the sector objective, interventions will be undertaken in five programme areas.

**Programme area one: Enhancing education quality.** The development outcome objective is: 'Provide qualified teachers, academic staff and a relevant curriculum for general education.' The targets for 2013 are to: a) increase the qualified teacher-to- student ratio in primary school from 1:111 to 1:50; b) increase from 12% to 30% the number of female teachers at the primary level and from 11% to 25% at the secondary level; and c) increase the textbook-to-student ratio from 1:4 to 1:1 at the primary and secondary levels.

Activities will be framed within two national programmes, one aimed at strengthening the motivation and professional development of teachers and a second focused on improving service delivery. Planned activities aimed at improving teacher quality include: a) accelerating intensive teacher training for 10,000 teachers; b) constructing seven teacher training institutes and ten county education centres; and c) strengthening teacher accreditation and advancement. Planned activities aimed at improving service delivery include: a) reviewing, finalising and disseminating the national primary and secondary curriculum; and b) producing and delivering 5.6 million textbooks.

**Programme area two: Increasing access and improving efficiency of the educational system.** The development outcome objective is: 'By 2013 South Sudan is on track to achieve universal access and completion of free primary education and has expanded equitable access to post primary.' The targets for 2013 are to: a) increase from 46% to 65 NER at the primary level; b) improve the classroom-to-student ratio

from 1:248 to 1:185 at the primary level; c) halve the dropout rate from 30% to 15% at the primary level; d) increase from 4% to 8% the Gross Enrolment Rate (GER) at the secondary level; and e) increase to 6,000 the number of students enrolled in Technical and Vocational Education and Training (TVET).

Planned activities include: a) developing and disseminating policy and strategy for universal primary and secondary schooling; b) accelerating the capital investment programme to construct and rehabilitate 4,000 classrooms; c) introducing capitation grant for primary, secondary and AES students; d) developing and implementing policies for retaining girls in school including school feeding, upgrading of facilities and expansion of community and secondary schools for girls; and e) revising the policy on TVET to include public/private partnerships.

**Programme area three: Enhancing literacy and alternative education.** The development outcome objective is: 'Increase literacy and functional skills for youth and adults and provide alternative and accelerated learning opportunities for out of school children.' The targets for 2013 are: a) increasing to 600,000 the number of literate adults, and to 70,000 the number of out-of-school children; and b) to increase to 8,500 the number of AES teachers.

Planned activities include: a) finalising the national AES strategy and policy framework; b) mapping out-of-school learners; c) constructing AES centres in priority communities; d) establishing a capitation grant for children in pastoralist communities; and e) training AES and Accelerate Learning Program (ALP) instructors.

**Programme area four: Enhancing institutional and human capacity.** The development outcome objective is: 'Strengthen the capacity of education managers, systems and institutions.' The targets for 2013 are to: a) increase from 20% to 80% the number of qualified education managers throughout the system; and b) increase to 25% the government budget allocated to the education sector.

Planned activities include: a) establishing the South Sudan Institute for Education; b) establishing EMIS units at all levels; c) providing management training for 2,400 education managers; d) adopting and promulgating the Education Act; and e) implementing the national Education Sector Strategic Plan (ESSP) and mobilising appropriate financing.

**Programme area five: Expanding access to quality higher education.** The development outcome objective is: 'Increase access to, relevance and quality of higher education.' The targets for 2013 are to: a) increase to 26,000 the number of students enrolled in higher education institutions; and b) increase to 2,600 the number of academic staff in higher education institutions.

Planned activities include a) developing, adopting and promulgating a Higher Education Act; b) finalising and disseminating a strategy and policy framework; c) constructing and expanding facilities in newly established tertiary institutions; d) establishing a South Sudan polytechnic; e) expanding grants and loans for students on the basis of a revised approach to scholarships; f) establishing a higher education quality assurance council; and f) reviewing and adapting the higher education curriculum.

General and higher education activities are supervised by MoE and MoHERST respectively. In the case of general education, implementation is carried out by relevant state and county authorities. In higher education, implementation is largely done by universities. In both cases, existing partnerships with non-government organisations and the private sector need to be expanded.

### *Social protection*

To address fundamental issues and achieve the sector objectives, the social protection sector will undertake interventions in five programme areas.

**Programme area one: Introducing a child benefit cash transfer.** The development outcome objective is: 'Introduce a child benefit cash transfer program for children.' The target for 2013 is to provide a nationwide child benefit cash transfer for families with children under five. Planned activities include: a) determining cost-effective parameters for the child benefit program; b) conducting a feasibility study of payment options;

c) identifying payment service infrastructure and implementing contracting modalities; d) organising a nationwide communications campaign on the child benefit program; e) conducting a nationwide birth registration campaign; f) setting up a monitoring and evaluation system; and g) distributing payments.

**Programme area two: Developing a social protection system.** The development outcome objective is: 'Develop an inclusive framework for social protection.' The target for 2013 is to have a comprehensive social protection system in place that supports vulnerable households (Female-Headed Households (FHHs), Child-Headed Households (CHHs), children under five older persons, persons with disability).

Planned activities include: a) conducting a life-cycle vulnerability analysis; b) dissemination and gradual, sequenced implementation of the Child Act of 2008, including establishing an independent commission on children; c) assessing existing social protection initiatives and their impact on the most vulnerable; d) identifying the level of available resources for social protection programs; e) developing key directions and measures, including assessment of cost-benefits of optional instruments and related financing options for a basic social protection package accessible to those in need; f) enrolling inter-agency GoSS and state officials in social protection core courses and engaging in cooperative exchange with other African states successfully pursuing social protection policies and strategies; g) organising stakeholder consultations meeting at key milestones in the design of the social protection system; h) developing a social protection sector governance and coordination framework; i) developing and implementing a training programme for social workers and field officers; k) conducting additional research and collecting disaggregated social sector related data to monitor developments and disseminate results; l) finalising and issuing sector policies (e.g. social security, children without parental care, etc.); m) developing birth, marriage, and death and registration systems; n) reviewing enabling legislation in the context of international human rights conventions to which South Sudan is or will become a party; o) lobbying relevant stakeholders for enactment of drafted bills (e.g. Martyrs Families Fund, War-Disabled, Widows and Orphans Commission (WDWOC) Provisional Order); and p) developing new bills for war vulnerable groups.

**Programme area three: Providing family and community-based social services and livelihood opportunities for at-risk groups.** The development outcome objective is: 'Increase access to family and community-based services and livelihood opportunities for youth, children at risk and vulnerable women.' The target for 2013 is to have family and community-based services for vulnerable groups in all states and counties.

Planned activities include: a) identifying at-risk groups which may include FHH, at-risk youth (CHH), children without parental care, families living with HIV/AIDS, chronic food-insecure households, (elderly) and destitute returnees; b) developing an annual needs and livelihood assessment programme to determine need; c) establishing targeting methodologies, support instruments, conditionality and phasing, with proper consultation with identified target groups; d) implementing schemes at the local level; e) designing community child and youth support services; f) establishing and building the capacity of foster family networks and providing material assistance to foster families; g) compiling and disseminating information on available credit schemes, training opportunities and social support programmes; and h) developing and implementing an M&E framework.

**Programme area four: Providing social welfare services for special need groups.** The development outcome objective is: 'Provide social welfare services to groups in need of special care, persons with disability (including from war), deaf, and blind people, war widows and orphans.' The target for 2013 is to have targeted services for groups in need of special care in all states.

Planned activities include: a) developing a disability policy and framework; b) developing and implementing a capacity-building programme for specialised teachers and support staff (e.g. physiotherapists, technicians, social workers etc.); c) constructing and refurbishing current centres for the school for the blind, deaf and disabled; d) designing and constructing a residence school for the blind; e) construction of women centres with daycare facilities; e) constructing 310 LCH and six state coordination offices; f) providing regular and timely updates on the numbers of war disabled, widows and orphans; g) forming and training War-Disabled Widows and Orphans (WDWO) Income-Generating Activities (IGA) groups; h) providing IGA equipment and

supplies to WDWO; i) constructing and providing transportation to rehabilitation centres for 36,576 registered war-disabled persons; j) providing health and education services outside of South Sudan to 142 WDWO; and k) regular data update on numbers of WDWO.

**Programme area five: Developing a National Early Warning System (EWS).** The development Outcome objective is: 'Ensure early warning of potential disasters across South Sudan.' Planned activities include: a) developing of a policy framework and national EWS; b) building EWS capacity at all levels; c) developing and maintaining EWS operational infrastructure and coordination at national, state and local levels; and d) strengthening a monitoring and evaluation system.

The Ministry of Gender, Child and Social Welfare (MoGCSW) formulates children without parental care, social security and disability policies, disseminates and programmes the implementation. MoGCSW has direct responsibility over the School for the Blind and Deaf, the Physical Rehabilitation Reference Centre in Juba and plans to construct satellite centres in states. While the configuration of state governments is not uniform in the area of social development, most states have a State Ministry of Social Development (SMoSD) that facilitates direct service delivery in the areas of gender equality and women empowerment, child protection and social welfare. WDWO develops and implements programmes supporting its target group at national and state levels.

### *Culture, youth and sports*

To address constraints and to achieve the sector objective, interventions will be undertaken in four program areas.

**Programme area one: Developing youth access to sports and recreation.** The development outcome objective is: 'Increase youth (boys and girls) access to well-structured sports and recreation activities.' The target for 2013 is to ensure that 3% of youth have access to well-structured sports and recreation activities.

Planned activities include: a) developing a gender-sensitive policy framework and three-year strategic plan and establishing a gender-disaggregated information management system to monitor implementation; b) establishing, equipping and supporting girls and boys sports associations and clubs; c) developing a communications strategy promoting cohesiveness and national unity to be implemented through sports associations and clubs; d) introducing a capacity-building programme for coaches, referees and staff; e) renovating and constructing sports fields and associated infrastructure and general equipment; f) conducting annual sports tournaments; and g) preparing South Sudan national teams consisting of both young girls and boys for regional and international tournaments.

**Programme area two: Expanding and upgrading youth participation.** The development outcome objective is: 'Increase youth (boys and girls) participation in voluntary service and South Sudan public affairs.' The targets for 2013 are to ensure youth representatives (boys and girls) are meaningfully involved in at least five national processes, and to introduce a gender-sensitive nationwide youth voluntary service programme.

Planned activities include: a) revising and formulating a gender-sensitive policy framework for youth organisations; b) developing and implementing a national youth volunteer policy, procedures, M&E and performance appraisal systems for the Payam Youth Service; c) exposure visits to youth volunteer services in the Africa region; strengthening existing youth clubs and associations considering equal opportunity for boys and girls; d) establishing and equipping a national training unit and team and three regional training units and teams at Wau, Malakal and Amadi; e) developing and managing HIV/AIDS awareness and information programmes for youth; f) organising consultation forums on South Sudan public affairs; g) coordinating youth festivals; and h) introducing support programmes for youth organisations such as for boy scouts and girl guides.

**Programme area three: Providing youth vocational skills training.** The development outcome objective is: 'Increase out of school youth (60% females) to access to short term vocational skills training for better job

opportunities.’ The target for 2013 is to increase to 8,600 the number of young people receiving short-term vocational training that includes entrepreneurship and life skills modules.

Planned activities include: a) developing a gender-sensitive vocational training policy framework for dropouts and out of school youth; b) renovating and constructing vocational training centres; c) collaborating with the Ministry of Education (MoE) and the Ministry of Labour and Public Service (MoLPS) to develop and distribute targeted vocational curricula; and d) engaging vocational trainers and coordinating the provision of youth vocational training.

**Programme area four: Promoting the diverse cultural heritage of South Sudan.** The development outcome objective is: ‘Improving access to a cultural life for all South Sudanese which values diversity, creativity, and knowledge of cultural heritage.’ The target for 2013 is to have completed a cultural mapping and inventory of South Sudan.

Planned activities include: a) conducting cultural survey of South Sudan; b) building a cultural archive system and collecting war relics; c) building staff capacity for cultural promotion and management; d) providing direct support to artists; e) developing cultural strategies and programmes valuing diversity and creativity; f) identifying areas of cooperation and developing cultural exchange programmes; g) renovating and constructing cultural institutions such as theatres, libraries and museums; h) forming a South Sudan artists union; and i) drafting and passing laws to protect the intellectual property rights of South Sudan artists.

#### 4.3.4 Pillar actions to improve service delivery

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Several challenges affecting service delivery cut across all sectors. These include: a) lack of qualified personnel; b) insufficient infrastructure; c) inadequate recognition of the government’s oversight and regulatory roles; and d) insufficient social sector management capacity.

The pillar will therefore take actions in order to deliver the following outputs:

- Trained and qualified health, education and social practitioners will be deployed in all states, counties and ‘payams’;
- Schools, health facilities, sports and cultural infrastructure will be built and coverage rationalised in all states;
- Ministries and commissions in the social sector will be able to oversee and regulate the provision of quality basic services;
- All social sectors will put in place or strengthen information management systems and build the capacity of managers.

#### 4.3.5 Cross-cutting issues

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##### 4.3.5.1 Capacity-building

Building national capacity is fully embedded in the pillar objective itself. Capacity is addressed at three levels, firstly by strengthening institutional systems, administrative management and organisational processes. This includes the formulation of sector plans and financing strategies; the enactment of sector acts for health and education; the development of a social protection institutional and legal framework, and the establishment of quality assurance agencies and training managers in all three sectors. Secondly, capacity-building will focus on improving the qualification of social service providers through formal and in-service training and task-shifting, exposure to other country experiences and coaching. Thirdly, efforts will be made to build capacity in communities to empower households to manage their livelihoods, claim their rights and ultimately realise their full potential.

#### 4.3.5.2 Youth

Youth constitutes a key target group for pillar programmes. Interventions will include the provision of alternative and accelerated learning opportunities for out-of-school children ages 10-18 and young adults ages 15-35, especially girls and women. Programmes aimed at increasing livelihood opportunities and skills, as well as social transfers, will target vulnerable youth to address limited access to vocational skills. Youth and adolescents will have greater knowledge of reproductive health and HIV/AIDS through peer education and youth-friendly service centres. Youth socialisation will be encouraged through increased access to well-structured sports and recreation activities and a Payam Youth Service Programme will help mobilise youth to participate in national health and literacy campaigns and public affairs.

#### 4.3.5.3 Gender

Gender equality is addressed at various levels in the pillar. At the policy level, the social protection institutional framework and overall gender policy will address major disparities in vulnerability between women and men. In education, where discrimination against girls and women is a major issue, a specific gender policy will be issued. Simultaneously, special programmes will be implemented to increase girls' enrolment and retention in both primary and secondary schools including the expansion of community classrooms for girls within the AES/ALP programme and the introduction of bursaries for girls. In addition, the intensive teacher-training programme will focus on female teachers while curriculum revision will enhance gender sensitivity. Health interventions will aim to reduce malnutrition prevalent among pregnant and lactating women in high-risk states and counties. FHHs, 57% of which are poor compared with 48% of Male-Headed Households (MHHs), will receive special attention during the design of livelihood opportunity projects.

#### 4.3.5.4 Environment

Increasing knowledge about the environment will be achieved by raising children's awareness of environmental protection issues through a revised curriculum. Latrines and water points for boys and girls will be installed in schools and primary healthcare facilities along with incinerators and hygienic pits. Sanitation and hygiene practices will be promoted at the community level and in primary healthcare facilities. The establishment of a national EWS will help to mitigate environmental disasters and reduce the vulnerabilities of communities.

#### 4.3.5.5 Human rights

All sectors strongly emphasise equity by seeking to increase access to basic services and reducing risk, vulnerability, poverty and social and economic exclusion. To this end, targets have been disaggregated by sex and geography wherever relevant and sectoral information management systems will strive to process data accordingly. The pillar addresses equity in the provision of essential basic services through the establishment of a systematic and free birth registration system, the introduction of policies aimed at removing hidden fees in primary education and the introduction of social transfers and community-based essential services for the most vulnerable. The development and gradual implementation of a social protection framework is aimed at empowering vulnerable groups and providing safeguards for people living in extreme poverty or at risk of social exclusion. In addition, by including human rights education in the school curriculum, children and youth will be empowered to claim their rights. More generally, participation as a key human rights principle is promoted throughout the pillar, including stakeholder consultations on the design of the basic social protection package, community participation in school and health centre management and youth involvement in major national processes. The government will ensure that enabling legislation and policy initiatives reflect the requirements of the international human rights conventions which they are party to or intend to ratify.

#### 4.3.5.6 HIV/AIDS

The pillar will address the multiple aspects of HIV/AIDS prevention, treatment, care and support services. On the prevention side, this will include the integration of critical life skills and HIV/AIDS prevention in the school curriculum as well as sensitising communities and youth about HIV/AIDS. Treatment and care will be addressed through strengthened HIV/AIDS counselling and testing, Anti-Retroviral Therapy (ART), Prevention of Mother-to-Child Transmission (PMTCT) services and the implementation of blood safety and universal precautions in health facilities. Support will be provided through the management of Sexually Transmitted Infection (STI), and special attention will be paid to people affected by HIV/AIDS in the selection of target groups for pilot projects on social transfers to the most vulnerable.

#### 4.3.5.7 Anti-corruption

The establishment of solid and comprehensive management information systems in the health and education sectors will foster transparency and accountability and provide critical information to prevent and track possible corruption. Governance of the social protection sector will be determined as part of the definition of the comprehensive social protection framework.



## 4.4 Conflict prevention and security

### 4.4.1 Summary of pillar and sector objectives and five priority programme areas

The pillar objective articulates both the constitutional and legal requirements of our security and rule of law agencies and the good governance practices in which they are to operate to meet South Sudan's long-term national vision and goals. These institutions will provide the peaceful, safe, just and lawful context on which our peoples' economic, social and human development future depends.

#### Conflict prevention and security pillar objective

- To defend the sovereignty and territorial integrity of South Sudan, uphold its constitution and secure the dividends of peace by seeking to prevent the resurgence of conflict, providing equitable access to justice and maintaining law and order through institutions that are transparent, accountable and respect human rights and fundamental freedoms.

The conflict prevention and security pillar comprises of two sectors: **security (five agencies)** and **rule of law (12 agencies)**. The sector objectives are shown below.

#### Security objective

- **Security objective:** To defend the sovereignty and territorial integrity and uphold the constitution of South Sudan by securing the dividends of peace and preventing the resurgence of conflict; and to ensure the welfare of the people in crisis and emergency, through security institutions that are accountable, adequate, affordable and appropriate.

#### Rule of law objective

- To strengthen the Rule of Law in South Sudan by enforcing and maintaining law and order, providing equitable access to justice and a functioning criminal justice system, increasing security in communities, and promoting and protecting human rights for all.

Within these sector objectives, agencies were further requested to prioritise to identify five key priority programme areas for work essential to achieving both the sector and pillar objectives. For the conflict prevention and security pillar, these are in Table 24 below.

Table 26: Five priority programme areas of conflict, prevention and security pillar

Five priority programme areas	Associated agency
National Disarmament, Demobilisation and Reintegration (DDR) programme.	South Sudan DDR Commission (SSDDRC).
National Security Architecture (NSA) and Security Sector Transformation (SST).	Office of the President (OoP).
Legal framework.	Ministry of Legal Affairs and Constitutional Development (MoCLAD).
Community security.	Ministry of the Interior (Mol).
Criminal justice system.	Ministry of the Interior (Mol).

#### 4.4.1.1 Background

The people of Southern Sudan have endured decades of insecurity and a systematic lack of rule of law. This has prevented generations of citizens from living their lives, earning a living or bringing up their families in relative peace. This history of near-continuous conflict, insecurity and the inability to prevent further conflict

is articulated in the chapter two on Context and Historical Background. It is this history, the sacrifices that have been made by South Sudan to create a new, independent state, and the historic opportunity before us to provide a better future for our citizens, that compels us to make every effort, at all levels of government and in cooperation with civil society, is to plan a new, secure future for South Sudan. A form of peace became a reality with the signing of CPA in 2005. However, sporadic violence since CPA has demonstrated that security is not yet guaranteed and is a paramount need in South Sudan for development to advance. In addition, the large numbers of citizens returning from the North and other countries as a result of the referendum decision and independence will significantly increase the current demands on security and rule of law agencies and wider government. As with other pillars, the CP-S development aspects will be managed in a flexible manner that balances shorter-term operational and humanitarian demands with longer-term transformational needs.

The transformation of the security sector and strengthening of rule of law institutions will be key elements in the emergence of a stable South Sudanese state. Decades of war left many citizens without jobs, livelihoods or homes, living in poverty, often separated from their families and communities and affected by landmines. There is the legacy of a large standing army to deal with and the resulting drain on public funds. Other armed groups continue to foment violence. During the CPA interim period, only limited progress could be made in building government institutions and supporting the emerging private sector. Citizens have demanded that the Government be decentralised, democratic and effectively meet their needs, and South Sudanese society and institutions are striving to move away from a war footing to new, peacetime roles. The twentieth century task was to win liberation for the citizens; the twenty-first century challenge is to deliver its expected rewards. This means placing the citizen at the heart of decision-making.

After the referendum decision in January 2011, security, justice and rule of law remain primary concerns for the people of Southern Sudan. This view was firmly reinforced by all delegates at the 19 - 20 May 2011 SSDP Planning Conference in Juba. But national and state government capacity to deliver security and rule of law in terms of necessary infrastructure, trained personnel, policy and legal frameworks and basic service delivery is not yet firmly established. An Annex describes GoSS institutions' plan for capacity-building. States have also articulated the lack of capacity at state and county levels. In state-level consultations on the SSDP all mentioned the need adequately to recruit, train, equip and deploy better Police at state level. No other security or rule of law agency was mentioned in the same way in any state. Mitigating border conflict with bordering states in North Sudan was a development priority for Northern Bahr El Ghazal. In Greater Equatoria, Unity, Upper Nile and Jonglei, security concerns are top priority, with each state facing different threats to security and different challenges for the protection of civilians. These range from increased crime, human rights violations, border concerns, and other armed groups (including the Lord's Resistance Army in some areas), to basic community security and the proliferation of small arms and light weapons. State feedback from Bentiu suggested creating and empowering border chiefs and increasing the capacity for dialogue as a potential solution.

Allied to that, communities need help to understand government security and rule of law agencies' roles and responsibilities, and the different roles of paramount chiefs, police and judges. Several states also suggested having peace-building activities, such as peace camps and conferences, peace-building at community level, for interaction between communities that have historically come to conflict in pastoral areas between communities over water or grazing rights. But citizens need broader welfare as well. This requires the delivery of a combined 'human security' effect, in which citizens are both safe and well, with their essential needs met and also requires security and rule of law institutions that abide by the principles of equality and respect for all citizens regardless of ethnicity, gender or age.

Security and rule of law are basic services on a par with food, water, education and healthcare, which all people in South Sudan want and need. Even with more effective security and rule of law systems, significant economic development will not happen immediately; without them it is delayed indefinitely. Effective rule of law institutions, a comprehensive legal frameworks and a strengthened criminal justice system will support good governance and public sector excellence, as well as providing the conditions in which private

investment can flourish. An affordable and effective National Disarmament, Demobilisation and Reintegration (DDR) programme, which is planned and well-implemented can also support economic development, and will help to reduce defence expenditure, and support SST transformation as a whole.

Security and rule of law transformation requires government-wide action and commitment to produce the benefits in welfare, security and safety and equitable access to justice for all residents of South Sudan. This means the translation of themed cross-agency performance area objectives and activities into a regular, established, integrated government approach to the provision of security and rule of law in the new independent South Sudan. During this development planning process, security and rule of law institutions have demonstrated their willingness to work together in joint programmes by adopting a systematic approach to service delivery on behalf of the people. This approach and the resulting details are identified in the top five programme areas listed under section 2.2 of this chapter.

#### 4.4.1.2 Major achievements

CPA was signed in 2005, and substantial progress was made on implementing the agreement during the five-year interim period: the Government of Southern Sudan was created and a new South Sudanese security and rule of law capacity has been established, for these vital new functions of a potentially independent state. This has led to substantial progress in the provision of security in Southern Sudan; the development of government capacity for self-rule; the establishment of a legal framework and rule of law institutions, and notable successes in managing complex democratic processes, such as the 2010 general election and the 2011 referendum.

Ministries of SPLA and Veterans Affairs (MoSPLAVA; Internal Affairs (MoIA); Legal Affairs and Constitutional Development (MoLACD), and Peace-Building and CPA Implementation (MoPBCPAI) have been formed, and are in varying stages of development in capacity, staffing and training. Legitimate Southern Sudan security organisations have been formed, such as the South Sudan Police Service (SSPS), the South Sudan Prisons Service, and the SPLA has transitioned from a successful guerrilla force to a military organisation that includes other armed groups.

Laws, acts, policy papers and service provision orders have been passed/published, such as the South Sudan Child Act of 2008, the SSHRC Law, 2009; the SPLA Act, 2009); the SPLA White Paper on Defence, 2009, and the Prison Service Provision Order, 2011. A transitional constitution has been drafted and awaits discussion and passage in SSLA. Some Bills, such as that for the fire brigade, are also pending and before the Legislature. Agencies to be inherited from the Government of National Unity (GoNU) such as those on immigration, customs and national intelligence will soon have a legislative framework. Next steps will require intensive support from within government and amongst regional and international partners. A new law review commission has also been established to examine the advisability and applicability of inherited laws.

Institutional development is underway across the security and rule of law organisations, but much still needs to be done. Those institutions that were established as part of GoSS during the interim period have a basic capability to undertake their given roles and responsibilities, although equal service delivery across South Sudan is not yet possible. Security and rule of law agencies have created or revised their rules and regulations, including strategic management, general administration, discipline and codes of conduct and many staff have received human rights and gender awareness training. Some agency-specific skills training has been undertaken and more is needed. There is limited national, state and county infrastructure and staffing in place.

SSPS has been formed, significant numbers of police have been trained and initiatives such as community policing and joint operations centres have been commenced. The formation of a community forum to work directly with police on security matters and the improvement of legal awareness through promotional programmes on South Sudan radio and TV are designed to enhance collaboration between communities and police through expansion of police patrols within residential areas, and construction of police posts closer to

the community. Further attention to community security concerns has come through the formation of the Community Security and Small Arms Control Bureau (CSSAC) and from the MoPBCPAI. Several international and regional agencies have also played their part, such as the Regional Centre on Small Arms, the International Conference on the Great Lakes Region, the Regional Disarmament Committee, and the Inter-Governmental Agency for Development (IGAD), which has established a presence in Juba. In 2009/2010 consultations began with communities at state and county levels, the goal being to reduce insecurity at community level by asking women, men and young people to come up with their own solutions to tackle conflict.

The Southern Sudan DDR Commission (SSDDRC) was established in order to help implement DDR provisions under CPA, which stipulated that 90,000 ex-combatants should be demobilised in South Sudan. At the end of the CPA period, SSDDRC has established its Headquarters (HQ) and ten state offices across Southern Sudan. Out of the 90,000 candidates associated with Phase 1 of CPA, as of 14 April 2011, 12,030 have been demobilised, of which, over 5,000 have been fully reintegrated and the remainder are in various stages of the reintegration programme.

Mine and unexploded ordnance contamination remains a key challenge facing South Sudan after decades of civil war and immense progress has been made in reducing the threat posed by these deadly hazards. Since 2005 and as at 14 April 2011, 18,956km of roads have been opened and over 36.4 million square metres of community land have cleared; 5,586 hazards have been identified of which 4,790 have been cleared; 22,456 anti-personnel mines and 770,994 unexploded ordnances have been destroyed. The number of people to have received mine risk education is 1,253,276 and 3,371 landmine victims/survivors have been reported. Furthermore, GoSS established the Southern Sudan Demining Authority (SSDA), and has, in cooperation with the UN and international partners, effectively leveraged international support to reduce the impact of mines and on the people of South Sudan.

The Human Rights Commission (HRC) established its HQ in Juba and produced its first annual report in 2007. It conducted a baseline survey on human rights in Southern Sudan and drew up a strategic plan for 2008-2010. They monitored the census, elections and referendum and produced independent reports. HRC has handled 92 human rights violation cases.

In 2001, SPLM established the SPLM Upper Nile Peace and Reconciliation Interim Liaison Office (SUNPRILO). The successes of SUNPRILO in the area of reconciliation, peace and unity were appreciated and the body was upgraded to the SPLM Peace Desk on 19 February 2002 - an institution upholding a mission based on principles of forgiveness, tolerance, truth, healing and accommodation.

With progress in building reconciliation, peace and unity among the people of Southern Sudan, the SPLM leadership council passed a further resolution to develop the SPLM Peace Desk into the Sudan Peace and Reconciliation Commission (SPRC). With CPA signed in 2006, the SPRC was transformed from a movement institution into an independent, autonomous peace institution of the government of South Sudan, the Southern Sudan Peace Commission (SSPC). SSPC was established by Presidential Decree no 46/2006 to work to promote peace amongst the people of Southern Sudan and strive to consolidate the peace ushered in by CPA. In 2010, SSPC was transformed into the Ministry of Peace-Building and CPA Implementation (MoPBCPAI), with the same mandate.

#### 4.4.1.3 Challenges

CP-S pillar agencies face a daunting list of challenges, some of which (particularly those related to capacity) are closely linked to the programmes of pillars other than CP-S:

- Elusiveness of peace even after the signing of the CPA as inter-ethnic conflicts continue;
- Lack of a national security vision that will lead to a full national security strategy and architecture.

- Adoption of the draft interim constitution, in addition to the ongoing challenge of defining the roles and responsibilities of government, and creating a complete statutory and customary legal framework based on it;
- Limited financial resources to meet immense development and operational needs;
- Continuing insecurity, particularly in rural and border areas, inhibiting well-being and economic growth;
- The sheer scale of national transformation and operational requirements;
- High expectations for the provision of improved basic services and security within a short timeframe;
- The need to transition from practices that contravene South Sudan's commitment to equality, fairness, security and the rule of law and prevent the achievement of progress. These include: a) responsible use of public funds and resources, delegation of authority, decentralisation, respect for human rights, control of weapons and settlement of disputes through non-violent means; b) responsible use of authority; providing a people-friendly security service for law-abiding citizens; and c) transition from a culture of impunity to one of oversight and accountability;
- Low levels of literacy within government institutions, and employment of staff who are beyond retirement age;
- Too few fully-trained and experienced staff. Inadequate service delivery at all levels, including the challenge of keeping the population informed and consulted during this period of constant change;
- Untrained and unqualified people employed in security and rule of law agencies;
- Inadequate infrastructure, equipment and communications, to meet the combined economic and security benefits from strategic infrastructure improvements, such as roads, bridges, etc.;
- Resulting need for a plan at GoSS, state and county level to increase capacity to deliver basic services;
- The move from single agency focus to an integrated approach to security and justice policy development and service delivery, for example in the criminal justice system;
- The need for an effective national DDR strategy and implementation plan in order to provide ex-combatants in SPLA, police, prisons, wildlife services and fire brigade with a suitable and affordable programme;
- The need for right-sizing the security and rule of law institutions to the needs of South Sudan post-July 2011;
- Lack of alternatives to imprisonment; overcrowding in jails; lack of funding for rehabilitation programmes;
- Improved citizen security at the community level; basic areas such as arms control, and on pastoral issues such as cattle-rustling and water and grazing rights abuse;
- Few baselines for service delivery through public perception surveys;
- Need for evidence-based planning, including for budget processes;
- Government-wide regular monitoring and evaluation of progress and redirection of all activities within SSDP.

The World Development Report 2011 gives useful examples of challenges and recommended responses to conflict and security transformation in new states such as South Sudan (See **Box 5**).

**Box 5: Breaking repeated cycles of violence at the national level (World Bank Development Report 2011)**

In fragile situations, the priority for institutional transformation and good governance is specifically to deliver citizen security, justice and jobs. Without a basic level of citizen security, there can be no enduring social and economic development; and without a sufficiently broad coalition based on confidence in improved justice and shared economic prospects, it is difficult to sustain the momentum for change.

The dynamics of institutional change are also different. Exceptional efforts are needed to restore confidence in national leader's ability to manage the crisis—through a combination of actions that signal a break with the past and gestures that lock in these actions, thus giving people confidence that they will not be reversed. Confidence-building, however, is not an end in itself. Progress will not be sustained unless underlying problems are addressed to prevent a recurrence of violence.

In fragile transitions or situations of rising risk, successful reforms have:

- Recognised that the state cannot address complex stresses and violent challenges on its own but must build momentum through coalitions that are sufficiently inclusive, at both national and local levels, to generate broad support. Leaders must deliver early tangible results, with two to three generally sufficient to restore confidence.
- Prioritised early reforms that address insecurity, injustice and lack of employment. Political reform can be crucial to violence prevention but elections are not a substitute for broader democratic institutions, which take time to build.
- Implemented pragmatic, 'best-fit' approaches to institutions and governance adapted to the local political context instead of approaches based narrowly on detailed western models or standard technical solutions.
- Passed through a succession of transitions over time, not one 'transition moment'.
- Taken time. The task of transforming institutions and governance is slow. Historically, no country has transformed its institutions in less than a generation, with reforms taking from 15 to 30 years. (...)

Context is always crucial, but the report describes five practical approaches that have been used in very different country circumstances to link rapid confidence-building measures to longer-term institutional transformation:

- Support for bottom-up state-society relations in insecure areas, such as combined community-based programs for policing, employment and service delivery, and access to local justice and dispute resolution systems.
- Security and justice reform programs that start with the basics and recognise the linkages between policing and civilian justice rather than treating them separately.
- Basic job creation schemes, including large-scale public works, addressing infrastructure bottlenecks, and expanding access to skills, finance, work experience and assets.
- Involving women in the design and implementation of security, justice and economic empowerment programmes.

Focused anti-corruption actions to demonstrate that new initiatives and revenues can be well-governed, drawing on external and community monitoring capacity.

Source: World Bank, *World Development Report 2011* synopsis <http://wdr2011.worldbank.org/>.

#### 4.4.2 Pillar objective

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The CP-S pillar objective statement represents the vision statement of what South Sudan would like to achieve in security, rule of law and in preventing future conflict. It represents both immediate goals and a long-term vision, informed by the GoSS Vision 2040 document (see above).

##### **Conflict prevention and security pillar objective**

- To defend the sovereignty and territorial integrity of South Sudan, uphold its constitution and secure the dividends of peace by seeking to prevent the resurgence of conflict, providing equitable access to justice and maintaining law and order through institutions that are transparent, accountable and respect human rights and fundamental freedoms.

#### 4.4.2.1 Sector objective

These sector objectives represent the specific areas of focus for the five agencies of the security sector and the nine agencies supporting the rule of law. The sector objectives represent the specific areas of focus for the three-year period of SSDP. Each sector objective has a set of indicators that will be used to assess progress against each sector objective, together with a baseline to indicate South Sudan's current status and targets to indicate where South Sudan would want to be by the end of 2013.

##### **Security objective**

- To defend the sovereignty and territorial integrity and uphold the constitution of South Sudan by securing the dividends of peace and preventing the resurgence of conflict; and to ensure the welfare of the people in crisis and emergency, through security institutions that are accountable, adequate, affordable and appropriate.

Originally included within the **security sector** were programme areas for institutional development of the Ministry of SPLA and Veterans' Affairs; SPLA Transformation; DDR; Peace-building and Conflict Mitigation; and Demining.

##### **Rule of law objective**

- To strengthen the rule of law in South Sudan by enforcing and maintaining law and order, providing equitable access to justice and a functioning criminal justice system, increasing security in communities, and promoting and protecting human rights for all.

In the **rule of law sector**, the initial programme areas were: Providing a legal framework; Coordination of internal security and law enforcement efforts; Ensuring internal security and maintaining law and order; the Judiciary; Secure and humane incarceration and detention services; Promoting and protecting Human Rights; Institutional capacity-building in the Law Review Commission; Combating proliferation of small arms and community insecurity; and institutional building of the South Sudan Fire Service. The judicial branch of Government was included but has chosen not to participate in the planning process.

During the intensive period of agency analysis of roles, responsibilities and future needs, changes were made. In both sectors and at pillar level, it was seen as essential to introduce a new Performance Area to provide a National Security Architecture (NSA) that creates an effective, informed and accountable strategic policy and decision-making body for conflict prevention and security for the benefit of the population of South Sudan.

Similarly, the programmes are created for agencies that have been part of GoNU. In the security sector, this meant the National Intelligence Service (NIS). For the rule of law sector, this brought in the Customs and Immigration Services.

At the initial pillar and sector meetings, all CP-S agencies were directed to take a forward-looking, innovative, bottom-up approach to development planning. Agencies requested assistance in formulating their responses and a core drafting team was authorised to facilitate agency, sector and pillar responses. In this consultative way, each agency was able to produce its own detailed three-year development plan. They were then distilled into a single strategic matrix, which shows each sector's top priority programme areas development requirements in the form of outcome objectives, indicators, baselines, targets and activities and broad-order castings. Having completed the majority of this agency and sector work, each sector was able to draft its Sector Objective, to which agency plans have been adjusted. These are given in Annex 1.

#### 4.4.2.2 Priority programme areas

Table 27: Conflict, prevention and security pillar top five priority programme areas

Programme area	Target	Activities	Lead agency
Consolidate the National DDR programme.	National DDR strategy in place and DDR completed for 77,614 ex-combatants by 2013.	Continuation of the transformation of all uniformed security services through a national programme that addresses demobilisation needs holistically, including DDR, and a possible reserve system, and which provides security and dignity to all ex-combatants.	SSDDRC.(Supporting agencies: MoD, SPLA, Mol, SSPS, South Sudan Prison Service, South Sudan Fire Brigade, South Sudan Wildlife Service, Veterans Affairs Commission).
Establish a civilian-led National Security Architecture (NSA) and Security Sector Transformation (SST).	National security adviser and secretariat appointed, trained and functioning in OoP, and a new national security strategy approved and implemented across the security and rule of law sectors. MoD and Mol are established, with appropriate strategies and plans; agencies are right-sized, trained and increasingly capable of fulfilling their roles.	Establishment of NSA, including a border management strategy, that provides leadership and direction, operational decision-making and strategic planning capacity at national, state and county levels; Press reports of military and other security and law enforcement actors as accountable, adequate, affordable and appropriate institutions, under democratic control, that respect human rights and serve the needs of the people.	OoP. (Supporting agencies: Office of the National Security Adviser (OoNSA) and Secretariat, NIS, state and county security committees, MoD, SPLA, SSDA, Mol, SSPS, Customs and Immigration, and other security forces as necessary).
Establish a legal framework for all levels of government.	130 MoLACD draft legal documents submitted to the Council of Ministers and 143 statutory and customary laws reviewed and prioritised; 15 draft bills transmitted to	Develop a legal framework, inclusive of the transitional and permanent constitutions, relevant statutory and customary legislation, treaties and other legal instruments to enable the lawful and efficient division of labour between ministries, agencies, traditional and quasi-	MoLACD. (Supporting agencies: technical inputs from relevant ministries and agencies, e.g. SSDA, LRC, SSHRC).



	legislature, 194 functional legal affairs offices at county level.	independent entities at all levels of government and disseminating it across South Sudan to make people aware of the law and their rights.	
Enhance community security.	Police community relations committees established at county level, livestock protection units in three states, implementing community security approaches in all ten states, peaceful civilian disarmament conducted in 50% of counties, and establishing operationally effective joint operations centres in 80 counties.	Civilian reports of enhanced community security; a secure environment free from violence and crime; the proliferation of arms, the impact of mines and unexploded ordnance, and the ability to mitigate the occurrence of crises and conflicts through the upholding of human rights, via early warning systems; response mechanisms for natural or man-made disasters; and strategies to address and reduce community conflict issues such as use of grazing, water or cattle-rustling.	Mol. (Supporting Agencies: JoSS, MoPCPAI, South Sudan Prison Service, SSPS, (JOCs), CSSAC-B, MoD, SSDA, SSHRC and relevant NGOs and community support groups).
Strengthen the criminal justice system.	Reconfigured Ministry of Interior (Mol); screened, trained criminal justice system staff; operational policies and guidelines in place, all ten states with functional police operational capability, 78 secure prisons with adequate resources and trained personnel.	Press reports that strengthened criminal justice system gives lawful and humane treatment of individuals through technically competent investigations; limited detention timeframes before and during trial; access to legal advice to claim holders; speedy and competent adjudication; humane and rehabilitative correctional periods where applicable. Independent monitoring and investigation mechanisms established across the criminal justice system. Specific policies and implementation plans in place to deal with critical areas such as gender based violence and juvenile justice.	Mol. (Supporting agencies: JoSS, SSPS, South Sudan Prison Service and SSHRC),

The Government seeks to design a better way to provide security and rule of law to our people. South Sudan needs new structures, and a governmental culture that is professional and dedicated to serving the people. In order to achieve this goal, our delivery agencies, legal frameworks and justice systems must be professionalised while upholding promises made to our comrades from the liberation struggle and all those who have given up arms in\* hope of a better life. Our citizens want and deserve effective security at the community level. Security institutions are expensive to manage and operate; and they are not normally income generators. The population understand the need to invest in security now but are looking forward to

a time when those costs can decrease and revenue be allocated to the many other pressing needs of South Sudan. That time has not yet come.

Disarmament, Demobilisation and Reintegration (DDR) of former combatants is a key expected 'peace dividend'. It was part of CPA, and must be completed in the post-CPA period. There is an urgent need to re-energise this process, which will simultaneously support the screening, training and right sizing of security and rule of law personnel and agencies; and to help ex-combatants to gain peaceful livelihoods. The CP-S pillar has identified DDR as a top priority for South Sudan (P1).

This choice aligns with the recommendations of the GoSS Task Force 2011's 'Objective #44: DDR South Sudan and DDR north Sudan joint committee on placement, training and disarmament of the former soldiers, a strategy on DDR external resources use for security and development (developed), timeline - medium term" (by 2013)'.

The solution is a broadly-based, effective and affordable DDR programme; this is not yet in place. Many ex-combatants, often without basic literacy skills or over pensionable age, have been assigned to other security agencies, such as the police, prisons, fire brigade or wildlife services. The retention of such ex-combatants in service increases the staff numbers in many organisations well beyond "adequate and affordable". It also detracts from the SPLA's readiness to resist border or other threats. Others, such as the wounded, mentally ill or of retirement age, remain within the army and unformed security services until they undergo DDR.

In order to re-energise this priority effort on DDR, the Government will create a national policy and programme based on analysis, strategy development and implementation. This will identify the scale of the challenge and the way in which it will be taken forward in the three years of this development plan. Those responsible for the labour markets, social development and welfare aspects of reintegration after demobilisation (described in the Social and Human Development chapter) will need to be involved in both DDR strategy development and after-care.

In order to meet the rapidly emerging post-conflict security needs of South Sudan and ensure good governance of security and rule of law services, South Sudan has to create a civilian-led, totally new top-level structure for security-related decision-making in accordance with internationally accepted best practices. The government is currently considering which model to adopt, and selecting and training the relevant personnel, so they can produce the information on which national security decisions are made. Recognising its responsibilities as a newly independent state from July 2011, South Sudan also needs transformed security and rule of law agencies to deliver the desired security effect. Therefore, NSA will be developed under OoP and SST. This will provide the framework, resources and information networks that will enable the democratically-elected, accountable and constitutionally endorsed leadership group to make proportionate and timely decisions to preserve national security. Introducing the new measures will provide appropriate and affordable resources to achieve national strategic objectives, in line with the revised constitution and as set out by a national security vision (leading over time to a full national security strategy) describing the goals, roles and responsibilities of the security sector, supported by the necessary legal framework.

South Sudan will form a National Security Council (NSC) secretariat headed by a ministerial rank national security adviser or a minister for security to support the President and his key ministerial advisers. These in turn, depending on the security matter at hand, will be advised by the Heads of the relevant security or rule of law institutions or others, particularly if a national disaster relief operation is necessary. The Secretariat will be informed by the necessary national, military and police intelligence organisations, which should bring targeted, focussed, filtered and timely information to the attention of their leadership and NSC, as directed. They will also include other relevant respected sources of information, such as academic, international or regional products that add to the context to inform the decision-makers. This will offer a range of options for action, rather than the more usual defence-centric responses in many post-conflict states.

South Sudan is also committed to transforming the security and rule of law agencies into modern, professional, accountable, adequate, affordable and appropriate services to the people of South Sudan. This process will aim to professionalise services, which are affordable within the available GoSS resource envelope, and support good governance. Despite widespread hopes for, and expectations of, a 'peace dividend' following CPA, costs, such as for SPLA transformation, will rise in the short term as the 'price of peace' investing in the development of a modern conventional force. The police service too must meet the needs of citizens, as expressed in all state consultations on service delivery. The prison service and the fire brigade need adequate funds or they will continue to have only a limited capability in their critical safety and security roles and responsibilities. Ex-GoNU agencies such as Customs and Immigration, now being integrated into GoSS, currently require capacity and resources. However, once properly established, they will serve as income-generators and broaden the revenue base (hence are dealt with in the Economic Development chapter). Joint action with DPs will be necessary to increase the capacity of these institutions in the critical early period of the new state. All security and rule of law agencies need to operate as services for the people, respecting human rights, good governance and transparency to avoid public concerns over the previous governments' corrupt, self-serving and centralised practices. Critical areas for policy development and implementation include border management, gender based violence, juvenile justice and related gender and youth issues.

Many ministries and agencies as yet lack an adequate legal framework, and further requirements are emerging under independence, and as part of the SSDP process. The GoSS Task Force 2011 Committee 3 has identified the requirement that 16 laws, acts and codes be enacted by 9 July 2011, with additional demands to follow. Producing the legal framework for all levels of government (P3) is, therefore, a major challenge. All this makes this a top priority for action by the end of 2013.

Good governance is required if GoSS is to respond to the key citizen demand of community security. These requirements have to be implemented in order to meet the fundamental security requirements of communities in an open and accountable manner that respects individual rights. Security management and implementation at national, state and county level – including state and non-state justice practices – must focus on improving security and therefore development for the population, keeping in mind the special needs of marginalised and vulnerable groups. At a higher level, collecting, analysing and disseminating information for early warning of potential crises is key to timely preventative action and to directing and enabling inter-state co-ordination as necessary. The need for community security, conflict mitigation and crisis response (P4) is, therefore, another top priority programme area in SSDP.

This area has been identified by the GoSS Task Force 2011's Committee 3 as medium-term: 'Objective #45: Put in place measures to improve community security, for the Ministry of Internal Affairs to make an assessment and process of introducing a community policing strategy across the ten states and a small arms process of disarmament across the ten states but will be incomplete at independence'.

The planners recognise that there are currently a number of existing programmes that link security committees at national, state and county level, such as the post-referendum security and joint operations centre programmes. Also those which seek to limit small arms and light weapons proliferation, such as the Bureau of Community, Security and Small Arms Control (CSSAC). Further there are those which seek to provide conflict early warning at community level or which provide communities with advice on pastoral issues and training in conflict prevention and management skills, for example, SSPS's livestock patrol units). The efficiency of these initiatives may be increased if they made more aware of and are able to learn from, the experience of each other. The 'CSSAC Bureau' plans, for example, will only work effectively if they, community leaders, Police and weapons collection, storage and destruction agents are all able to work together to a carefully coordinated plan, with the relevant community correctly informed and prepared by a suitable information campaign. This coordination may best be led at the national level. To decide the appropriate action, in the case, for example, of natural disaster management or other challenges, NSC will need to be provided with relevant and timely information from a range of appropriate sources. There will need to be effective linkage and communication between the top level of government and state level and

below, which feeds in quality products to warn of impending threats to enable effective early preventative action or crisis management activity if required.

The criminal justice system will be strengthened in order to deliver lawful and humane treatment of people within the system, via competent and prompt investigations, competent adjudication, humane and rehabilitative incarceration periods where necessary and the meaningful enforcement of human rights by establishing independent monitoring and investigation mechanisms across the system. There has been little time to bring about a culture of whole of government or inter-agency cooperation but particularly in the key areas of security and rule of law. Helping to bring about an integrated approach to strategy and policy development and service delivery will be a major development area over the next few years. A systematic approach to the provision of security and justice is the last of this pillar's five top priority programme areas, by strengthening the criminal justice system (P5).

This area is the third to be identified by the GoSS Task Force 2011 Committee 3 as medium-term 'Objective #9: Protect the human rights and fundamental freedoms in the future Republic of South Sudan (immediate term) Southern Sudan Human Rights Commission, Judiciary, MIA and MoLACD needs).'

This development plan is required to identify the changes needed to deliver essential services by the end of 2013 in pursuit of the national vision post-July 2011, and a stable, independent South Sudan. Even the process of producing and implementing a national development plan might, in itself, lead to concerns, misunderstandings or friction, internal or external, among institutions at national, state or county level, and in their relationships with communities. To address such problems, the conflict prevention and security CP-S pillar produced a paper on 'Considerations for conflict-sensitive handling of South Sudan development planning process' and beyond, which has been incorporated in the work of the Context Working Group and the other pillars.

#### 4.4.3 Agency outcome objectives and targets

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The individual agency outcome objectives (what result is to be achieved) and targets for 2013 are listed below. It should be noted that key activities to obtain these results are presented in Annex 1.

##### *Security*

**Office of the President (OoP), National Security Architecture (NSA):** By 2013 OoP will have established NSA to contribute to the safety and welfare of the citizens and the state to improve, coordinate security-related policy and decision making at national, state and county level, based on appropriate information gathering and analysis. An office of national security advisor and National Intelligence Service (NIS) will be functioning, national security advisor appointed, national intelligence and secretariat staff trained and national security strategy drafted and agreed; and state and county security committees functional.

**Ministry of Defence (MoD):** By 2013 an MoD will have been legally established and functioning, in order to provide effective civilian democratic oversight of national defence. The MoD strategy will have been approved; including the organisational structure and functions of MoD and senior SPLA members approved. War veterans are supported and empowered in seven states.

**Sudan Peoples' Liberation Army (SPLA):** SPLA will be transformed into a modern, professional military force, accountable, adequate, affordable and appropriate, in accordance with constitution and government priorities, policies and resources. The target for 2013 is that the transformation/right-sizing plan will have been approved and implementation begun through the training of 10,500 personnel and the DDR programme; SPLA's Operational Strategy will be approved, and 75% implemented (including the maintenance of bases around South Sudan, and major training including health and human rights education).

**South Sudan National Disarmament, Demobilisation and Reintegration Commission (SSDDRC):** By 2013 SSDDRC will have designed and implemented an effective and affordable DDR programme to support

transformation strategies for all organised forces (SPLA, SSPS, prisons, fire brigade and wildlife forces) and to provide ex-combatants and host communities with a sustainable future, including the reintegration of women and children. The target is that DDR will have been completed for 77,614 ex-combatants.

**Ministry of Peace-building and CPA Implementation (MoPBCPAI):** The Ministry of Peace-building and Conflict Mitigation, the post-CPA successor organisation to the MoPBCPAI will ensure that conflicts are mitigated through early access to reliable information as well as through reconciliation and dialogue. By 2103 States will have early warning providing information to relevant actors and peace and civic education programs and projects delivered.

**South Sudan De-Mining Authority (SSDA):** SSDA will work to free the country from the impact of landmines and explosive remnants of war by conducting and coordinating mine action to support the safety of citizens and socio-economic development. Its target for 2013 is to close 1,306 hazards prioritised for socio-economic value including roads, land for agriculture, resettlement and grazing, to reduce accident risk through provision of safe behaviour messages to 480,000 IDP and community beneficiaries by eliminating around 660 hazards, and training 1,500 peer to peer educators in mine risk education delivery.

#### *Rule of law*

**Ministry of Legal Affairs and Constitutional Development (MoLACD):** By 2013 MoLACD will provide a legal framework for South Sudan and ensure equitable and speedy access to justice for all. Its target is to submit 130 draft legal documents to the Council of Ministers, and provide 194 functional legal affairs offices at the county level enhance access to Justice and respect for human rights.

**South Sudan Law Review Commission (SSLRC):** By 2013, SSLRC will ensure that South Sudan has the appropriate and effective laws, with 143 statutory and customary laws reviewed and prioritised and 15 draft bills transmitted to SSLA and MoLACD.

**Ministry of the Interior (MoI):** The Ministry of Internal Affairs will become the MoI at independence. By 2013 it will have screened police, prisons, fire brigade, and wildlife forces and a restructured ministry, establishing joint operations centres in 80 counties.

**South Sudan Police Service (SSPS):** SSPS to ensure internal security and to maintain law and order via a democratically oriented, fully functional professional police service, sensitive to human rights, gender and adapted towards modern concepts of international policing, capable of enforcing law and order throughout South Sudan. By 2013, all states will have functional police operational capacity and police community relations committees. National and state boards for community policing and livestock policing units will be established in all ten states, with trained personnel.

**South Sudan Prison Service: By 2013** the Prison Service will provide secure and humane incarceration and detention services via functional and secure prisons at national, state and county levels providing coherent and humane treatment of prisoners, with all prisons being secure and with humane treatment of prisoners.

**South Sudan Human Rights Commission (SSHRC):** SSHRC will bring greater adherence, respect and enforcement of human rights in South Sudan. Its target for 2013 is that 70% of the population will be aware of human rights, and there will be a 40% increase in the number of complaints resolved successfully. Five 5GoSS and three Private Sector institutions will have implemented human rights sensitive policies.

**Bureau of Community Security and Small Arms Control (CSSAC):** The 'CSSAC Bureau' combats the proliferation of small arms and community insecurity to ensure that communities are secure and the threat posed by small arms is reduced. Its target is that the community security approach will be fully implemented in all 10 states and 50% of counties are conducting peaceful civilian disarmament.

**South Sudan Immigration Directorate:** The new Directorate of Immigration, Passport, Nationality and Identification will contribute to security and economic growth by facilitating the legal movement of persons across South Sudan's borders and provides an increasing %age in Immigration revenue. It target for 2013 is

improved institutional capacity via the establishment of their legal and operational frameworks, human resource management, and infrastructure and resource capacities and by developing and issuing documents related to immigration.

**South Sudan Customs Service:** The new South Sudan Customs Service will contribute to security and economic growth by facilitating the legal movement of goods across South Sudan's borders and provide an increasing %age in Customs revenue. It will improve institutional capacity via the establishment of legal and operational frameworks, human resource management, and infrastructure and resource capacities and by developing and issuing documents related to customs.

**South Sudan Fire Service:** The South Sudan Fire Service will be transformed into a better-equipped and more capable fire service with an increasingly improved response rate by establishing its legal and operational framework and building a human resource management, infrastructure and resource capacity.

#### 4.4.3.1 Pillar actions to improve service delivery

The following actions are needed to set the framework for and deliver improved conflict prevention and security services. These follow logically from the challenges identified earlier.

- Taking strategic direction from the recently released ‘National Vision and Goals’, providing the capability to draft a South Sudanese national security vision;
- Setting out prioritised areas for development within the next three years that are strategic, designed to reduce conflict, and are relevant and realistic;
- Including specific resulting objectives, outcomes, indicators, targets and activities that are quantifiable wherever possible, within the constraints of the planning process;
- Providing the legal framework for all government agencies to provide services; developing capacity - building up the required staff experience and knowledge through training – all government agencies have identified this in their matrices;
- Reviewing and adjusting existing staff competence and capability to do the job;
- Planning for and implementing a cross-government DDR programme;
- Making a major cultural shift away from single agency operations into an integrated approach to service delivery, particularly for the provision of security and rule of law;
- Planning to keep the population informed and consulted on change; and
- Measuring our starting position and resulting progress; then adjusting the plan to achieve the objectives and targets; specifically, this will include:
  - Conducting baseline surveys in key areas to gauge public perceptions of security and rule of law service delivery; and
  - Confirming progress against indicators by building in and implementing a monitoring, evaluation and redirection plan for all elements of SSDP.

#### 4.4.4 Cross-cutting issues

The following table summarises some of the activities that are included in greater detail in the individual agency development plans.

Table 28: Agency development plans

	Security sector	Rule of law sector

Anti-corruption,	Finance and budgeting training programmes are underway in ministries and agencies to enable transparent approaches to the handling of money, e.g., in MoD and SPLA. Other examples include SSDDRC, which is committed to being corruption free. All staff will be trained in GoSS basic procurement and finance regulations. A code of conduct has been developed which encourages staff to uphold integrity in their conduct of business. Annual audits shall be undertaken to ascertain the integrity of finances and basic control framework at SSDDRC, and action taken to implement recommendations. Corruption awareness and whistle-blowing policy are being developed. For SSDA, openness in contracting, prioritisation and tasking is secured by a transparent planning process, led by the UN mission. It is important to continue this to avoid problems of inequitable distribution of mine action resources as national ownership gradually becomes dominant.	Appropriate legislation and review mechanisms to ensure transparent and accountable governance. Adequate financial and administrative structures to be put in place to ensure accountability and oversight.
Capacity development	Major capacity development required in all CP-S ministries and agencies. For example, capacity development has been enshrined in the DDR programme from its outset, with regular capacity assessments being undertaken to check progress against benchmarks. UN and international civil society supports capacity-building of the national authority and independent local NGOs. The level of engagement should increase in the coming years and be planned as a medium term activity (5 – 10 years).	Major capacity development required and planned for in all ministries and agencies.
Environment.	The DDR programme reintegration component includes provision of support to DDR participants to acquire vocational and business skills in order to secure sustainable livelihoods. SSDDRC shall ensure that life-skills and vocational training raise environmental awareness amongst DDR participants and also that participants are encouraged to pursue income-generating activities that are environmentally friendly. Mine action can shape land use trends in environmental terms.	Environmental Impact Assessment required for all major construction projects. MoLACD to provide support to accession to international conventions on the environment as appropriate.
Gender.	From its conception, the DDR programme has been designed to incorporate gender considerations. For example, Phase 1 DDR targeted special needs groups, which includes women associated with armed forces, the elderly, persons with disability and children associated with armed forces. Reinsertion packages have taken into account the needs of both female and male DDR participants. Gender mainstreaming is well incorporated into the planning and programming of mine action, and this needs to be continued through	SSPS will continue special protection units. Prisons service is planning to segregate detainees by gender.

	the incorporation of a gender mainstreaming policy under a national mine action strategy (which is in development).	
HIV/AIDS.	The DDR programme has a civilian training package that imparts life skills for the participants, including HIV/AIDS competence. Importantly, DDR participants will be encouraged to become peer educators on HIV/AIDS in their communities. Effect of reduction of fighting power through loss of personnel to HIV/AIDS understood by all armed services and education programmes underway in all Divisions. Fair employment procedures and equitable access to mine action services must be continued to avoid discriminating against persons with HIV/ AIDS.	Legal framework to protect individuals with HIV/AIDS from unlawful discrimination.
Youth.	DDR reintegration support design takes into account the special needs of youth e.g. the civilian training packages, literacy/numeracy skills, business skills and vocational training. Consideration given to providing youths with opportunities to pursue higher education. Special children DDR programmes have taken into account the unique social reintegration support needs of children or younger age group. The specific needs of children are addressed and reported using disaggregated reporting of mine risk education audiences, mine victim reports, and young people are targeted by mine risk education and other related safety projects. Schools are often prioritised for clearance to ensure a safe space for learning.	SSPS will continue Special Protection Units. Prisons service is planning to segregate detainees by age.
Human rights.	DDR programme design will continue to adopt a human rights approach. Human rights education will be incorporated in the civilian training packages. Training (via SSHRC) in international humanitarian law and human rights included in all officer and soldier initial training and regular update training held during service. Further training (via International Committee of the Red Cross (ICRC)) being discussed. All mine action activities are a fundamental contributor to human rights in that it releases people from the adverse effects of indiscriminate, residual effects of conflict, often affecting innocent civilians.	SSHRC planning to monitor, investigate and provide referral and redress for human rights violations. MoLACD, SSHRC, LRC will coordinate the drafting of human rights sensitive legislation. SSPS, the prison service and other organised forces to be trained in human rights sensitive approaches.

## **5 SOUTH SUDAN DEVELOPMENT PLAN RESOURCE ALLOCATION**

In chapter two, we set out a series of principles and challenges that must be addressed by SSDP. These related to conflict, poverty, and macroeconomic management issues. The objective, targets and activities set out in chapter four that built upon the prioritisation in chapter three are a way forward in addressing issues



of conflict, social and economic development. The following chapters five and six now focus not on what must be done but on how SSDP will be implemented.

Chapter five brings the priority objectives, core challenges and activities together to consider the resources required to implement SSDP over the next three years. In so doing, this section proposes a direction of travel for government expenditures. It does make a firm commitment to final resource allocations, or what form budgets over the course of SSDP will eventually take. This is due to the fact that our oil resources are uncertain, as discussed in the macroeconomic section, and that the costing associated with each pillar is indicative, to be improved upon through the yearly planning process.

With this caveat, this section proposes a course that addresses the need for macroeconomic stability, as part of a strategy leading to long-run fiscal sustainability that focuses on the priorities of health, education, infrastructure, security and economic growth and diversification.

## 5.1 Annual planning and budget process

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The annual planning and budgeting process helps to convert overall policy priorities into concrete activities with associated resources. At national level, the process begins with the ten GoSS sectors developing a set of costed activities they plan to undertake the following year through budget sector plans, which have been produced each year since 2006. The budget sector plans are produced in what were the Budget Sector Working Groups (BSWGs), now Sector Working Groups (SWGs), which involve all GoSS spending agencies and DPs (donors, UN agencies and NGOs). At state level, six budget sector committees are also convened to develop sector inputs to the state budget process.

This budget-focused prioritisation and costing is an essential part of the planning process. It ensures that sector plans retain a degree of realism that is often lost in the planning processes of other countries, and serves to highlight fiscal issues that need to be addressed in the annual budget. The process also tries to capture all donor assistance provided to different sectors and compiles an integrated set of outputs which combine both GoSS and donor-financed activities.

With the advent of SSDP, this will now be used as the key policy framework document to inform the budget process. In other words, the budget process will be driven by the policies outlined in SSDP, and elaborated on in the yearly planning process. Annual budget allocations will progressively reflect the policy priorities for socio-economic development specified in SSDP. It is important to note that the budget ceilings are approved following the yearly planning process by the Council of Ministers (CoM).

As each year passes, the annual planning and budgeting process is becoming more widely understood, both within GoSS and among DPs. This familiarisation and acceptance is essential to the establishment of a robust and transparent process for resource allocation. It should be noted that Southern Sudan has managed to establish a very impressive integrated planning and budgeting process in a very short space of time, at an appropriate speed. The system has developed in line with capacity improvements within government, and in particular has been aligned with the rate of improvement of officials' capacity. This has ensured success in implementation and recognises that process development can take years, and that 'best practice', however desirable, cannot always be achieved overnight.

The outstanding challenge is to strengthen the implementation of the budget so that what is spent each year is more closely aligned with the budget that is approved by the Legislature. This discipline typically takes much longer to develop and is the focus of a number of ongoing and proposed public financial management reforms by the Government (see section 5.3 on PFM reforms).

## 5.2 SSDP fiscal framework 2011-2013

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The preceding section described the Government's budget process, and how SSDP's activities fit into this. The remainder of this chapter sets out the assumptions that will drive revenue estimates for the period of SSDP. These revenue estimates, together with an assessment of the absorptive capacity of the economy and

the Government’s ability to execute its budget in a sound and effective manner, provide the basis for developing a broad course for government expenditures over this period.

It is important to note that because of uncertainties surrounding the price and production of oil and the final agreement between North and South Sudan, as well as the lack of an oil revenue management law, it is impossible to accurately predict government resources going forward. Equally important, lack of economic data makes it difficult to monitor the economy and any potential adverse effects of government spending due to bottlenecks or other constraints. Finally, a spike in public expenditures, as we have seen recently, stretches the Government’s ability to implement projects in a cost-effective manner. All these factors suggest that a prudent approach should be taken with respect to the actual profile in public expenditures over this period.

With these constraints in mind, the objective of this section is to establish an overall direction of travel for Government resources and expenditures through the SSDP period. The section concludes by proposing indicative allocations across the pillars as a guide to planning in the coming three years.

### 5.2.1 Oil revenue

The Hydrocarbon Economic Analysis Tool (HEAT) has been developed to forecast oil revenues, using detailed information about oil contracts for all producing licenses in Sudan. HEAT is populated with historical data, including annual production data provided by GoNU and the oil companies, average annual oil prices and transport costs. It models the unique Profit-Sharing Agreements (PSAs) set out in the contracts for each block. A PSA determines the distribution of oil production between the contractor and the Government.

The oil production figures have to date been provided by the oil companies to the Ministry of Petroleum, Khartoum and represent prudent production profiles. To project oil revenues, the price estimates provided by the Energy Information Administration (EIA) Annual Energy Outlook 2011<sup>67</sup> are applied as the benchmark oil price. The reference case is used, with an adjustment for 2011 and 2012 to account for the recent increase in the short-term oil price projections. The short-term oil prices are presented in Table 26. The future discount at which Southern oil will be sold and the transportation costs are based on historical figures.

Table 29: Oil price assumptions

	2011	2012	2013
Brent price (\$/barrel)	105.0	102.0	92.5
Nile blend discount (\$/barrel)	-2.0	-2.0	-2.0
Dar blend discount (\$/barrel)	-10.0	-10.0	-10.0

Further details about the model and the assumptions are set out in Annex XX.

#### 5.2.1.1 Oil revenue forecast for SSDP period

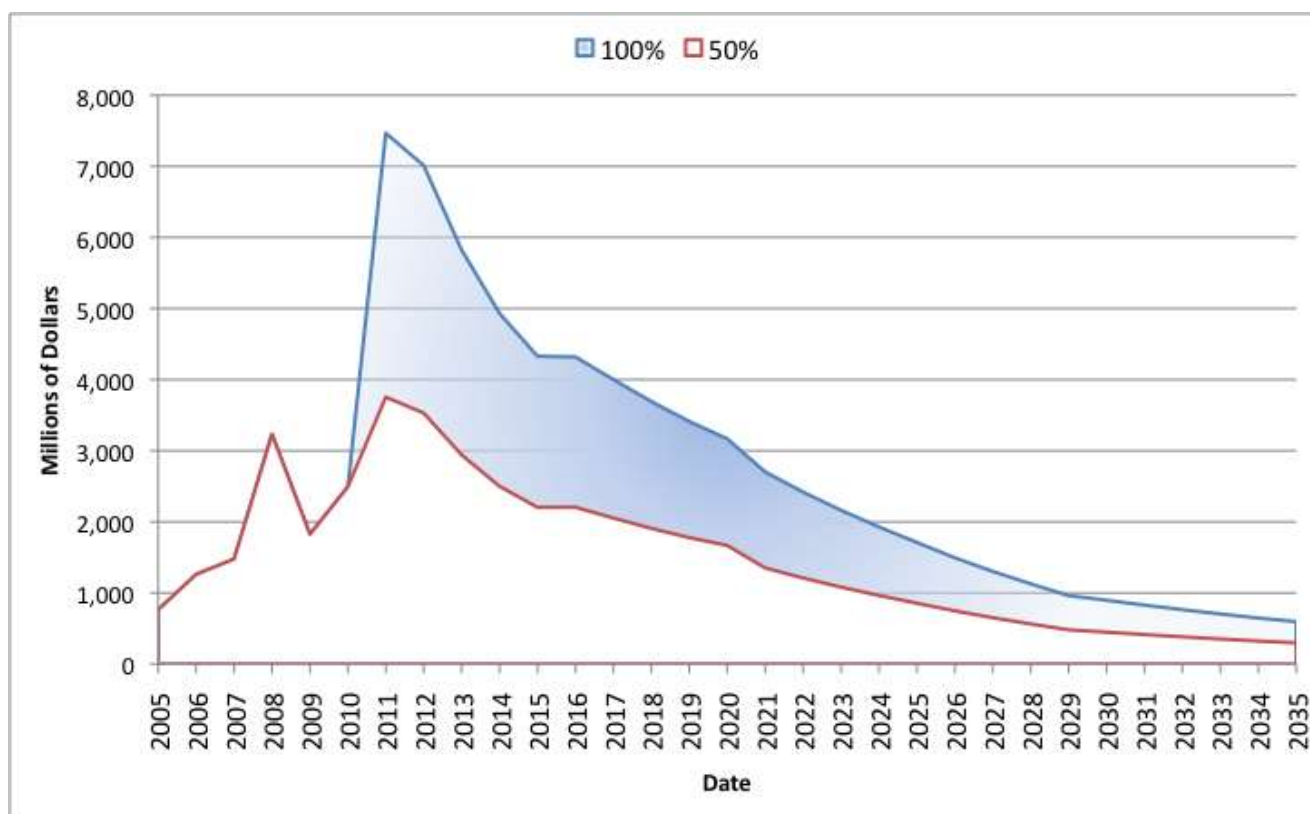
As described in section 2.4 (see Figures 8abcd and 9abcd), the oil revenues from existing fields located in South Sudan peaked in 2009 and will decline over time. The future oil revenues are highly uncertain due to volatile oil prices and production. Moreover, any calculation relies on the ongoing negotiations between South and North regarding the share of the oil wealth and use of downstream facilities located in the North, such as for example pipelines, refineries and ports.

<sup>67</sup> Available at <http://www.eia.gov/forecasts/aeo/>.

Figure 11 illustrates the uncertainties and possible outcomes. The upper level indicates the total revenues for South Sudan exclusive of any transfers to the North following the negotiations. The lower level indicates the total revenues going forward on an “as is” basis (if the revenues were to be shared between North and South Sudan as of the current wealth-sharing agreement). The most likely outcome is somewhere in between, subject to the result of the negotiations. Moreover, the upper and bottom level of estimated revenues, and therefore the boundaries for possible outcomes, hinge on the assumptions of oil prices and production outlined in 5.2.1.

Although starting from a higher level than in the past, the chart shows that regardless of the outcome of the negotiations between the North and South the total revenues will decline gradually until the production ceases in 2035. The total revenue is expected to decline by more than 40% over the next five years, from \$7.5 billion in 2011 to \$4.3 billion in 2016 under a 100% wealth share scenario and from \$3.8 billion to \$2.2 billion under a 50% wealth share scenario. Total revenue for the SSDP period 2011-2014 is estimated at \$12.5 billion and \$25 billion under the 50% and 100% wealth share scenario respectively.

Figure 11: Total revenue 2005 to 2020



### 5.2.2 Non-resource revenue

About 98% of GoSS revenues are currently from oil. Given that the non-oil economy of South Sudan is small, the tax base for non-oil taxes is also small, and non-oil revenue is therefore likely to remain a minor contributor to the GoSS budget for several years to come. Ongoing efforts of improving the tax regime and increasing tax collection capabilities mean 10% annual real growth is assumed for non-oil revenues. This assumption is based on GoSS expecting a high level of new investment at several levels during the SSDP period. Starting with large-scale investments in housing and commercial building, particularly in Juba and to a lesser extent in state capitals, this is likely to be accompanied by productive investment in equipment, but there are not yet statistics to support this conjecture. Evidence from post-conflict countries suggests an annual growth rate of around 9%, but from a low base. The investments themselves are tax-advantaged, so any contribution to revenue must come from company and personal income.

Given the small base and the overwhelming role of resource revenues, the growth of non-resource revenue cannot have a significant effect on total revenues during the SSDP period. The tables below show the impact of non-resource revenue growth on total revenues over the course of the SSDP.

Table 30 and 31: Non-oil revenue growth (US\$)

<b>100% Oil revenue</b>				
<b>Date</b>	<b>Oil Revenue</b>	<b>Non-Oil Revenue</b>	<b>Total Revenue</b>	<b>% Non-Oil</b>
2005	762.22	0.26	762.48	0.03%
2006	1,259.81	0.98	1,260.79	0.08%
2007	1,475.14	4.41	1,479.56	0.30%
2008	3,229.37	39.53	3,268.90	1.22%
2009	1,823.59	39.28	1,862.87	2.15%
2010	2,491.48	48.71	2,540.19	1.96%
2011	7,466.60	41.00	7,507.60	0.55%
2012	7,010.59	48.98	7,059.57	0.70%
2013	5,822.50	57.11	5,879.61	0.98%
2014	4,930.75	66.59	4,997.34	1.35%
2015	4,329.20	77.65	4,406.85	1.79%
2016	4,319.52	90.54	4,410.05	2.10%
2017	4,000.45	105.56	4,106.01	2.64%
2018	3,691.72	123.09	3,814.81	3.33%
2019	3,411.19	143.52	3,554.71	4.21%
2020	3,167.80	167.35	3,335.14	5.28%

<b>50% Oil revenue</b>				
<b>Date</b>	<b>Oil Revenue</b>	<b>Non-Oil Revenue</b>	<b>Total Revenue</b>	<b>% Non-Oil</b>
2005	762.22	0.26	762.48	0.03%
2006	1,259.81	0.98	1,260.79	0.08%
2007	1,475.14	4.41	1,479.56	0.30%
2008	3,229.37	39.53	3,268.90	1.22%
2009	1,823.59	39.28	1,862.87	2.15%
2010	2,491.48	48.71	2,540.19	1.96%
2011	3,753.80	41.00	3,794.80	1.09%
2012	3,529.79	48.98	3,578.77	1.39%
2013	2,939.80	57.11	2,996.92	1.94%
2014	2,498.67	66.59	2,565.26	2.67%
2015	2,203.42	77.65	2,281.07	3.52%
2016	2,205.03	90.54	2,295.56	4.11%
2017	2,053.01	105.56	2,158.57	5.14%
2018	1,907.40	123.09	2,030.49	6.45%
2019	1,777.36	143.52	1,920.88	8.07%
2020	1,667.57	167.35	1,834.92	10.04%

### 5.2.3 Fiscal sustainability

Expecting that South Sudan over the SSDP period 2011-2013 will receive substantial revenues from oil does not imply that the Government should plan to spend these resources in their entirety. As demonstrated

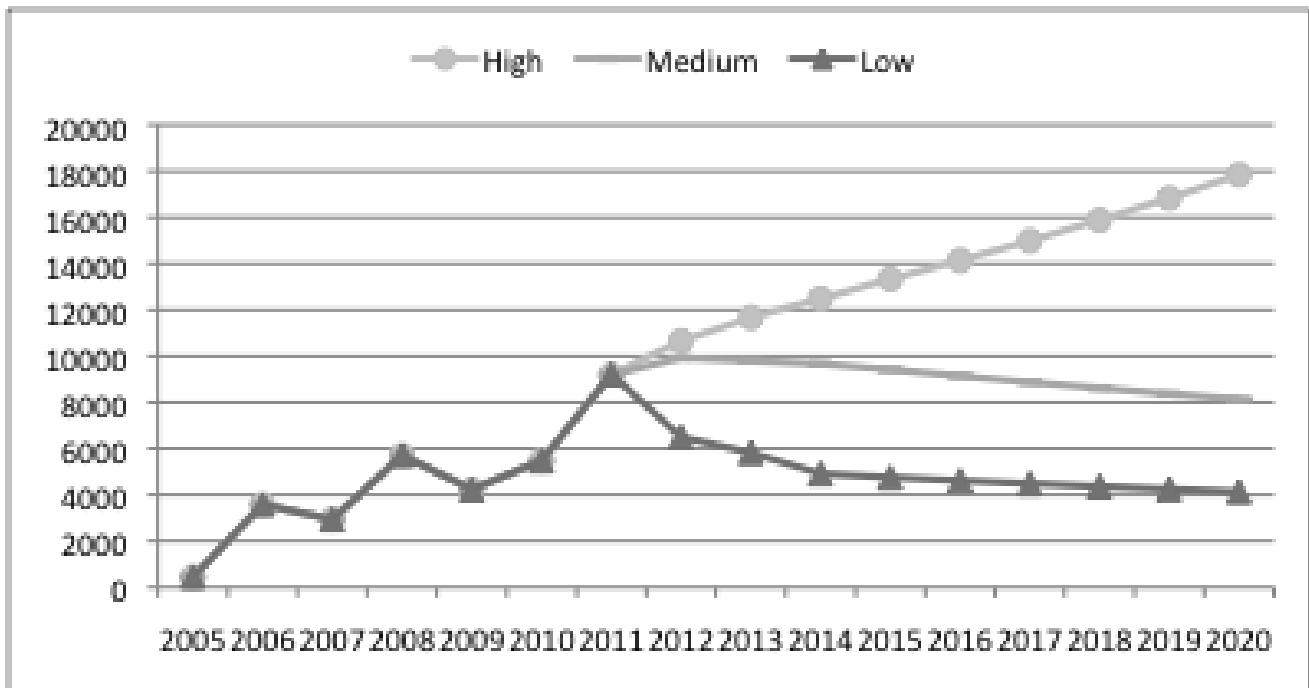
above, oil revenue will decline over the SSDP period and beyond (by 2020 oil revenues would be below the level predicted for the 2011 budget). It is thus vital, as noted in section 2.4, that SSDP outlines a strategy for long-term fiscal sustainability. This must be based upon the dual tenets of savings and reducing and refocusing expenditure. The Government understands that continued spending at a level in line with the 2011 budget is not sustainable and recognises the need to develop alternative employment opportunities by improving the business environment and providing the infrastructure required for successful business development.

#### 5.2.3.1 Three expenditure scenarios

The scenarios for fiscal sustainability given in this chapter are based on options that must be considered when determining the level of expenditure. Sustainability must be balanced against the need for significant early disbursements, especially on productive investments such as infrastructure. This section sets out three fiscal scenarios designed to outline the challenges of achieving long-term fiscal sustainability. The three scenarios are for (i) a **high trajectory** that ignores fiscal sustainability and the absorptive capacity of the economy, (ii) a **low trajectory** that is sustainable in the long-run and balances spending across years, and (iii) a **medium trajectory** that assumes that spending pressures will remain high in the short term but that expenditures flatten out over time as the overall stability and economy of South Sudan improves and public funds are spent more cost-effectively.

All three scenarios share the 2011 budget forecast: the first six months are projected to follow the observed spending pattern of January-April 2011. The estimate for 2011 expenditures ends up at SDG9.2 billion, which is 60% higher than the 2011 budget plan. For all scenarios, funds are assumed to be re-allocated towards spending priorities identified in the development plan as necessary to stimulate economic and social development. It is important to note that projected trajectories are intended to indicate a direction of travel that must be reviewed each year as part of the budget process. The Figure below provides the indicative annual budget levels for each trajectory.

Figure 12: Annual budget level (SDG mn)



*Medium trajectory*

The **medium scenario** assumes that resources are reallocated to key areas of priority and that measures are implemented to spend public funds more cost-effectively so that a gradually decline in expenditures from 2013 and onward does not affect public services at large. This is based upon the assumption that while the 2011 budget outcome greatly exceeds the 2011 budget plan, as 2011 is a unique year in the history of South Sudan in which GoSS has incurred extraordinary costs. This scenario approaches a spending level of 8 billion SDG in 2020, down from 9.2 billion SDG that is the expected budget outturn for 2011. This scenario is more consistent with the absorptive capacity of the economy and closer to the long run sustainability than the high scenario.

*High trajectory*

The spending patterns over the CPA period suggest that decline in expenditures may be hard to achieve. In the **high scenario** a growth of 6% in the expenditures is assumed from the expected outturn in 2011, which is extremely high compared to spending in previous years. Under this scenario, the expenditures in 2020 will be more than three times higher than the expected 2011 budget outturn. Although a high growth rate, this is lower than the average real growth rate from 2007-2010 of about 21%.

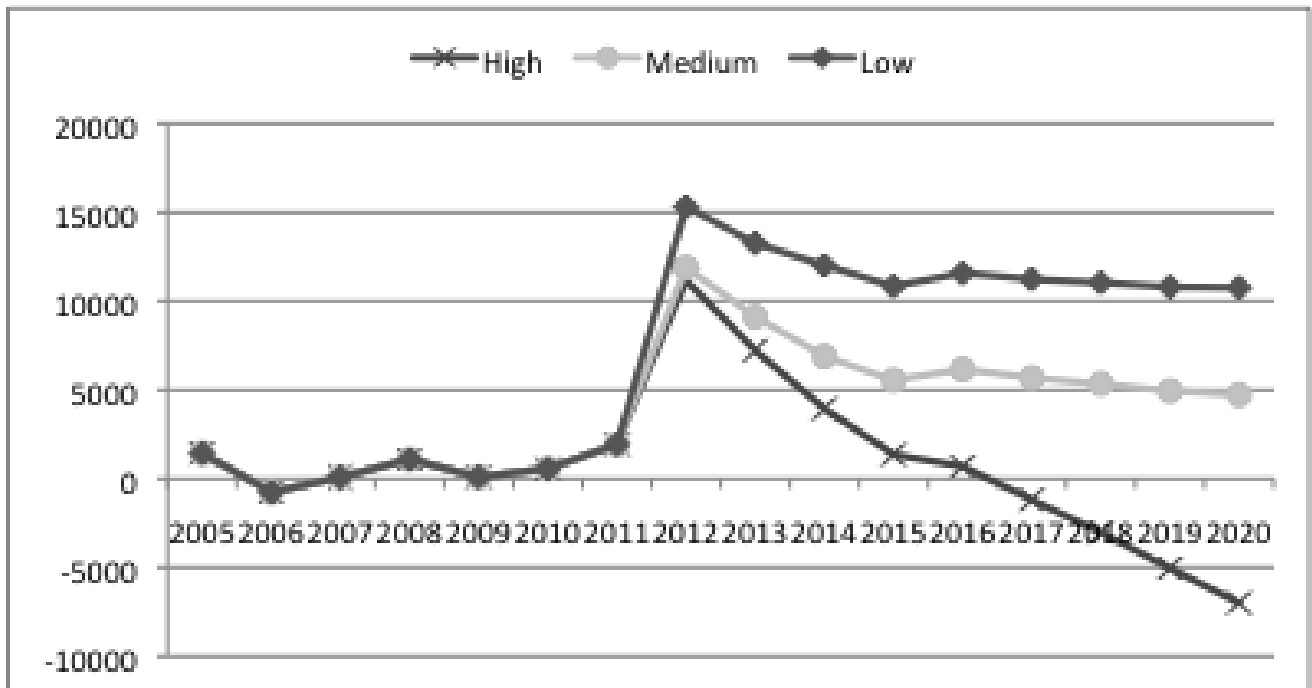
It is also worth noting that such an increase in annual public expenditures does not take into account the absorptive capacity of the economy. This scenario will most likely have significant impact on inflation in the short and medium term, with consequences for poverty and social unrest. Moreover, because spending at this level has not occurred before, the Government is not set up for it which may result in ineffective utilisation of resources available. In particular, allocating resources to infrastructure and other investment projects that will promote economic growth in the long term requires capacity and ability to design, contract, implement and monitor these projects to ensure an outcome of high-quality and cost-effective spending. Increasing public expenditures without this capacity in place will most likely result in waste of resources, which would be likely to violate the core economic development objective of this plan.

*Low trajectory*

The early deficits emerging from spending patterns under the high scenario must be noted. This will result in severe macroeconomic instabilities following significant cuts in public expenditures once the accumulated funds have run out. The **low scenario** outlines a more sustainable expenditure path than the high and medium scenario. In this scenario, overall expenditure levels for 2012 and 2013 contract compared with the 2011 expected outturn, with an annual reduction of 25-35% over the 2012-2014 period. This may at first glance sound extreme, but a comparison with 2010 actual expenditure shows that this trajectory gives levels in 2012 and 2013 higher than the actual budget outturn in 2010 before it gradually declines to a long-term level about 30% lower than the actual expenditures in 2010.

### 5.2.3.2 Economic analysis – 100% wealth share to the South

Figure 13: Budget surpluses with 100% wealth share (SDG mn)



As long as the public expenditure level is lower than the revenue level, government surpluses will increase and funds can be saved as a buffer for the future. Conversely, if expenditures exceed revenues, the Government runs a deficit that must be financed by either drawing down on previous savings or borrowing.

Figure 13 shows that under both the low and medium trajectories, expenditures are lower than expected revenues until 2020 and the Government runs surpluses resulting in accumulated savings. Under the low scenario, these are estimated at about SDG10 billion in 2020, while the under the medium scenario these are 505 lower, i.e. about SDG5 billion. Under both scenarios the surpluses will gradually decline as oil revenues fall.

Under the high scenario, government surpluses decline sharply and budgets run into deficit (negative surplus) by 2016.

Figure 14: Accumulated savings with 100% wealth share (SDG mn)

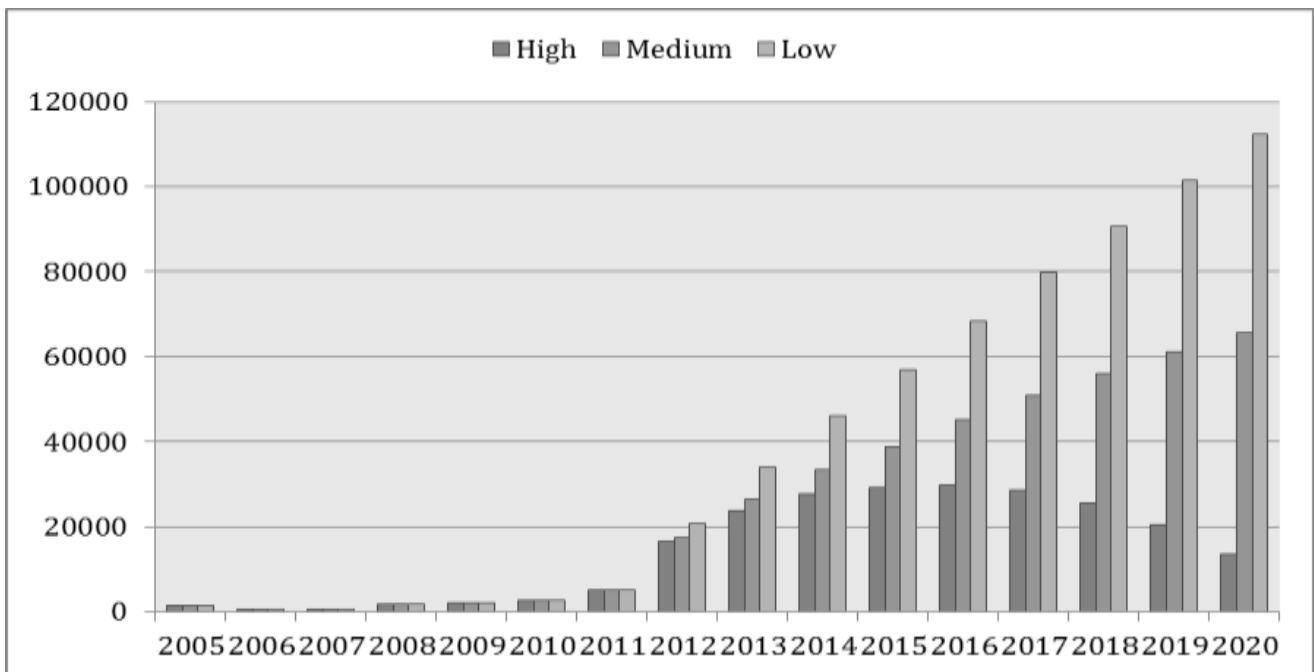


Figure 14 outlines the accumulated savings of the Government under the three scenarios. Under the low and medium scenarios, funds are accumulated over the period until 2020, whereas under the high scenario, the funds start declining from 2016 when the Government runs into deficit. The expenditure level is significantly higher than the other scenarios and when revenues decline and drop below the expenditure level, so will deficits. Even if some funds are accumulated in 2011-2015 due to the peak in oil revenues during this period, the funds will be drawn on from 2016 to support the deficit. Under this scenario, the accumulated funds will run out some time after 2020 and austerity measures have to be implemented to cut back public expenditures in line with actual revenues, as borrowing most likely would either be impossible or associated with interest rates at levels that South Sudan cannot afford.

Under the low scenario, funds will accumulate every year and savings will exceed SDG100 billion by 2020 and act as a buffer that can fund future public expenditures when oil resources are depleted. The medium scenario will accumulate savings above SDG60 billion by 2020.

### 5.2.3.3 Economic analysis – 50% wealth share to the South

It should be noted that the analysis in section 5.2.3.2 hinges on the assumption that South Sudan receives 100% of the oil wealth excluding any transfers to the North as payment for utilising North’s downstream facilities or other outcomes of the ongoing negotiations. Any transfer to the North will reduce South’s oil revenues and may, subject to the outcome of the negotiations, have a major impact on the Government’s revenue forecast.

In order to illustrate what would take place if oil wealth share continues as it is today, Figures 15 and 16 show the outcome under the various expenditure scenarios with a 50% oil wealth share to the South. Figure 15 clearly shows that both the medium and high scenarios will go into deficit as early as 2013 while under the low scenario, the budget will remain in surplus but at a considerably lower level and with a declining trend.

Under the high scenario, the Government has drawn down on their accumulated savings by 2014 and needs to implement austerity measures to align the expenditures with revenues. Under the medium scenario, the Government runs out of funds two years later, i.e. in 2016. The savings under the low scenario will gradually



increase over time and will exceed SDG30 billion in 2020. This is, however, less than one third of the savings under the 100% wealth share scenario.

Figure 15: Budget surpluses with 50% wealth share (SDG mn)

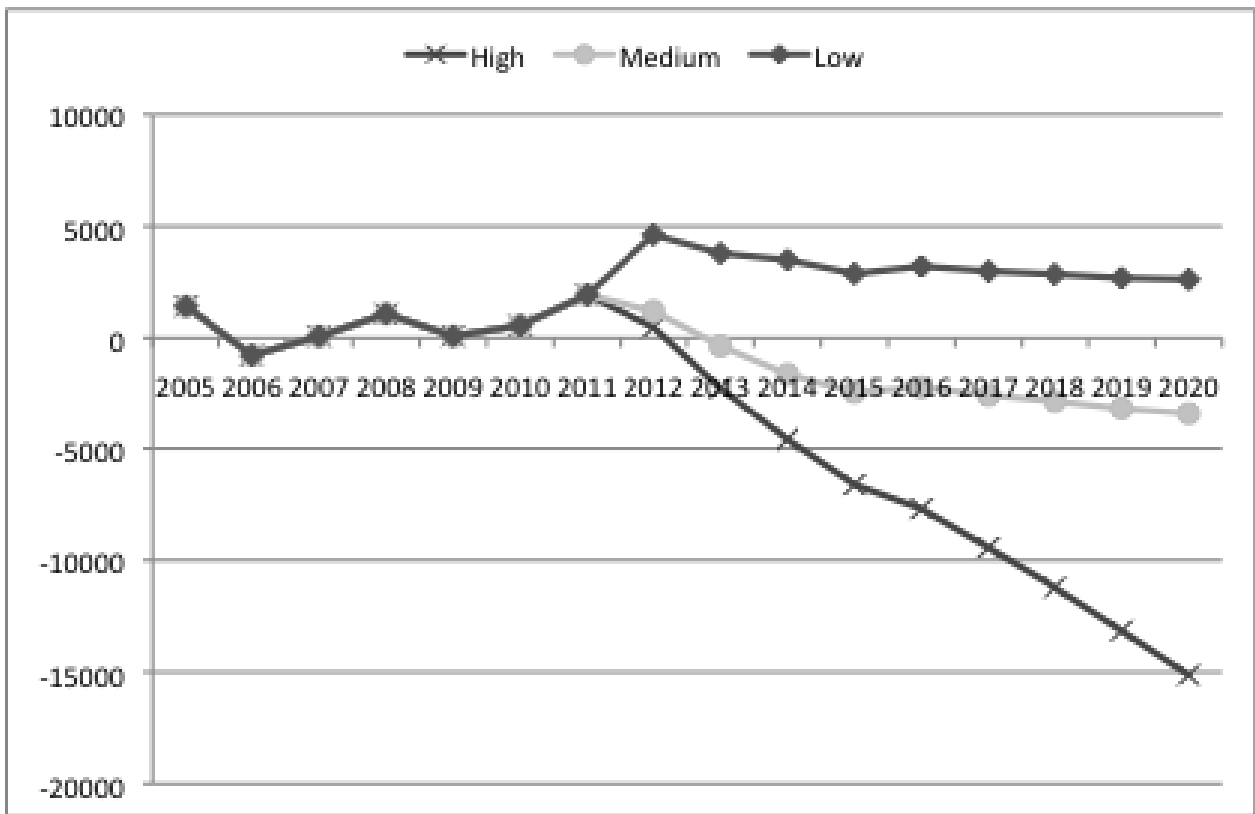
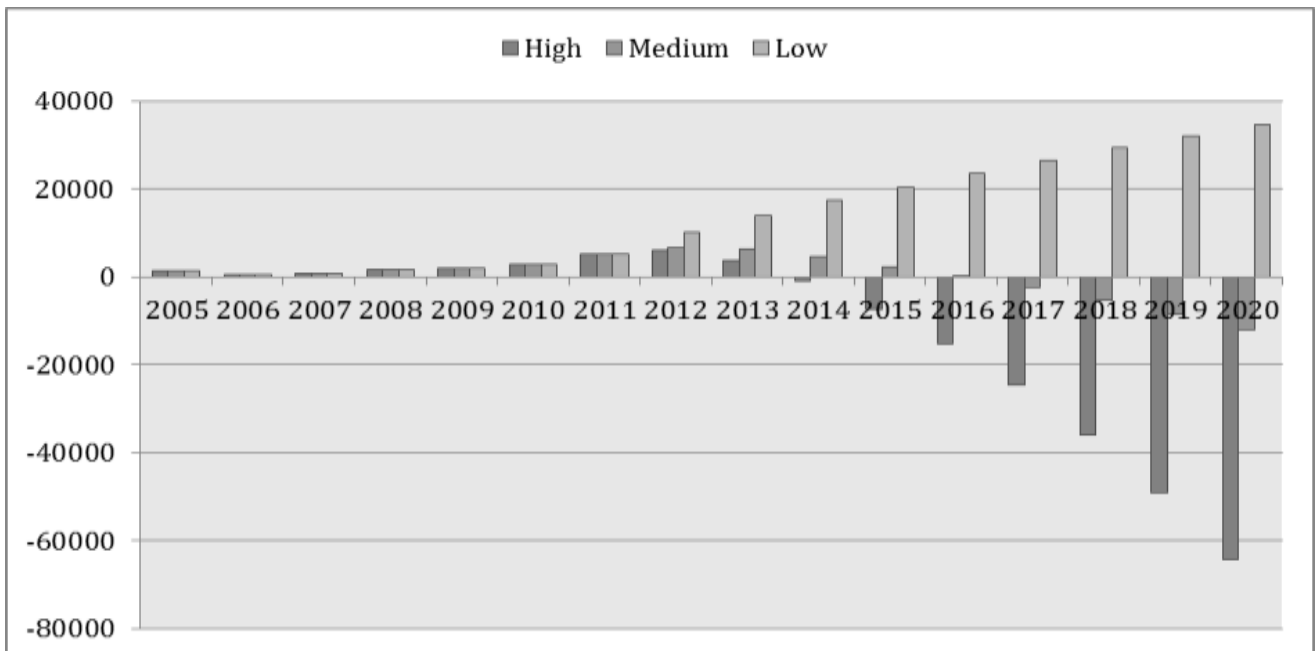


Figure 16: Accumulated savings with 50% wealth share (SDG mn)



#### 5.2.3.4 Fiscal framework summary

The three scenarios outline the importance of not only considering revenue projections in the budget process, but also the overall level of expenditure and its sustainability. For the purposes of SSDP, no judgment is passed on the various expenditure levels, and the medium scenario is used to provide indications as to spending patterns going forward. It should be noted that even the current trend of spending is not sustainable in a narrow fiscal sense for the next decade (GoSS would not have funding available by 2020 and needs to introduce a broad range of austerity measures at that point of time). Nor is the current level of spending sustainable from an inter-generational perspective as South Sudan's wealth would be in decline towards 2020 (the savings rate is currently negative, as South Sudan is consuming rather than investing its petroleum wealth).

This conclusion holds regardless of whether the South's wealth share will be 100% or less. The higher wealth share the South achieves, the longer the budget may remain in surplus, but also under this alternative it will run into deficit sooner or later. The sooner the expenditure level is adjusted, the less severe austerity measures are required. A smooth transition to the long-term sustainable spending path is important to avoid macroeconomic instabilities.

The three scenarios demonstrate savings are critical in an economy so heavily dependent on oil to avoid a fiscal funding crisis and to build a reserve to replace the wealth that is being depleted today for the benefit of future generations. They are also important as discussed in the Macroeconomic chapter for separating revenue and expenditures allowing government spending to be stable within and across years and to ensure the economy's absorptive capacity is taken account of when determining the actual expenditure level.

Finally it must be noted that in considering how much to spend, the ability of the economy to absorb spending must also be taken into account. Continuing the current level of spending without improving the economy's absorptive capacity will most likely have a severe impact on inflation going forward. Enhancing the absorptive capacity of the South Sudan economy is essential to ensure public spending generates value for money. Without increasing absorptive capacity, there is a risk that government spending pushes up unit costs, for example a rise in the average cost of building 1km of paved road. The SSDP period will see GoSS channelling an increasing proportion of the national budget towards the development of physical and human capital, such as roads, health and education. This will help to increase the ability of the wider economy to 'absorb' spending, but will place pressures on the ability of contractors to undertake the investments without driving up costs. Until absorptive capacity has improved, it would be prudent to avoid increasing government spending too much.

These factors must be considered in determining the annual level of spending as part of the budget process, and will be included in the fiscal paper presented to Council at the start of each year's annual budget process.

#### 5.2.4 Recurrent and development budget

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Section 2.4 outlines the historic link between oil revenues and GoSS expenditure, as well as setting out several important reasons why this link must be broken if we are to achieve our objectives of macroeconomic stability and long-run fiscal sustainability. In considering how much to allocate to expenditure each year, the ability of the economy to absorb spending must be taken into account.

Continuing the current level of spending without improving the economy's absorptive capacity will most likely have a severe impact on inflation going forward. Enhancing the absorptive capacity of the South Sudan economy is essential to ensure that public spending generates value for money. Without increasing absorptive capacity, there is a risk that government spending pushes up unit costs. For example, if the Government increases the amount spent on road-building but there is no increase in the local availability of the required materials or trained labour, the average cost of building 1km of paved road will simply rise. In this case, the additional spending does not actually generate any additional outputs. The SSDP period will see GoSS channelling an increasing proportion of the national budget towards the development of physical

and human capital, such as roads, health and education. This will help increase the ability of the wider economy to ‘absorb’ spending, but will place pressures on the ability of contractors to undertake the investments without driving up costs. Until absorptive capacity has improved it would be prudent to avoid increasing government spending too much

Through the pillars, SSDP has achieved a bottom-up identification of development priorities and needs. This must be brought into line with the overall resources available to the Government, after taking into account the issues of fiscal sustainability and the importance of saving for the future. This section considers the bottom-up costings developed for SSDP, and aligns them to overall resources.

In determining the resources available, we draw on the analysis above and take the medium scenario as our indicative spending profile. As achieving fiscal contraction may be politically challenging in the medium term, a second best option is to channel more expenditures towards investments. Development expenditures, like education or roads, can be used to generate economic activity in the future, which can partly replace declining oil production. However, from a strict fiscal point of view, this may not necessarily resolve the funding challenge. The state budget needs funding either from natural resource rents like the oil revenues or from taxes on non-government sectors of the economy. Only to the extent that the returns from the physical and human capital assets can be taxed will they help to reduce the public funding gap that will arise sooner or later if expenditures are not significantly reduced.

Based upon the medium trajectory and a rebalancing of expenditures, we first take into account the costs of the priority programmes and provide an indicative outline of how expenditure will shift to increasingly focus on these priorities.

#### 5.2.4.1 Priority programmes

For budget purposes, a distinction has been drawn between ‘process and capacity-building’ and investment priorities. The former are those that will require our focused attention but are unlikely to require significant increases in budget resources over the SSDP period. A total of eight process and capacity-building priorities have been identified, such as supporting the development of statistics and the passage of laws. The remaining priorities contained within SSDP will require additional funding to support investments in infrastructure, such as roads, and human resources; for example the hiring and training of additional teachers.

Table X shows the split between process and capacity building priorities and investment priorities. For details of the indicative costs of these, and other, programme areas, see Annex XXX for results matrices provided by the Sector Working Groups.

Table 32: Classification of priority programme areas

<b>Process and capacity-building priorities</b>	<b>Investment priorities</b>
Executive functions of the Presidency.	Increased agricultural production.
Development of institutional and human resource capacity.	Improved and expanded road infrastructure.
Promulgation of legislation and oversight of the Executive.	Good management of oil sector resources.
Statistics.	Increased livestock production.
Economic management and resource mobilisation.	Expanded and improved water and sanitation infrastructure.
National Security Architecture (NSA) and Security Sector Transformation (SST).	Introducing a child benefit cash transfer scheme.*
Legal framework.	Expanding access to basic health.
Community security.	Expansion of number and quality of teachers.

	Expanded access to general education.
	Introducing a Payam Youth Service.
	National DDR programme.
	Criminal justice system.

\*The child benefit cash transfer scheme has been identified as a priority programme area; however it has not yet been fully costed and it is unlikely that government funding will be available to cover this programme in the short term. This has nevertheless been retained as an important investment priority, which we would encourage the donor community to consider allocating resources to.

#### 5.2.4.2 Allocations within SSDP

Over the course of the SSDP, additional funds will be allocated towards core priority areas. Compared to the predicted 2011 expenditure allocations, the indicative analysis using the baseline expenditure scenario indicates that the governance pillar is expected to reduce its budget share from 25% to 22% in 2014 and conflict prevention and security from 38% to 34%. Social and human development will increase from 9% to 12% (Table 33) and economic development will increase from an expected 13% in 2011 to 18%. These shifts are important and demonstrate the expected trajectory of GoSS expenditure composition. It is recognised that it will take time to move increasingly in line with international good practice for oil revenue management by using oil wealth to invest in future returns rather than current consumption.

Table 33: SSDP allocations

	2011	2012	2013	2014
<b>Pillar level</b>				
Governance.	25%	23%	23%	22%
Economic development.	13%	17%	18%	18%
Social and human development.	9%	11%	12%	12%
Conflict prevention and security.	38%	34%	34%	34%
States.	16%	15%	14%	14%
<b>Sector level</b>				
Accountability sector.	10%	9%	9%	9%
Public administration sector.	15%	14%	14%	14%
Natural resource sector total.	3%	4%	4%	4%
Infrastructure sector total.	7%	10%	11%	11%
Economic functions sector total.	3%	3%	3%	3%
Education sector total.	5%	7%	7%	7%
Health sector total.	2%	3%	3%	4%
Social Protection and youth, sports and culture.	2%	2%	2%	2%
Security sector total	29%	25%	24%	24%
Rule of law sector total	9%	9%	9%	10%
States.	16%	15%	14%	14%

Note: Figures are in % of the total drafted/predicted budget for the year in question.

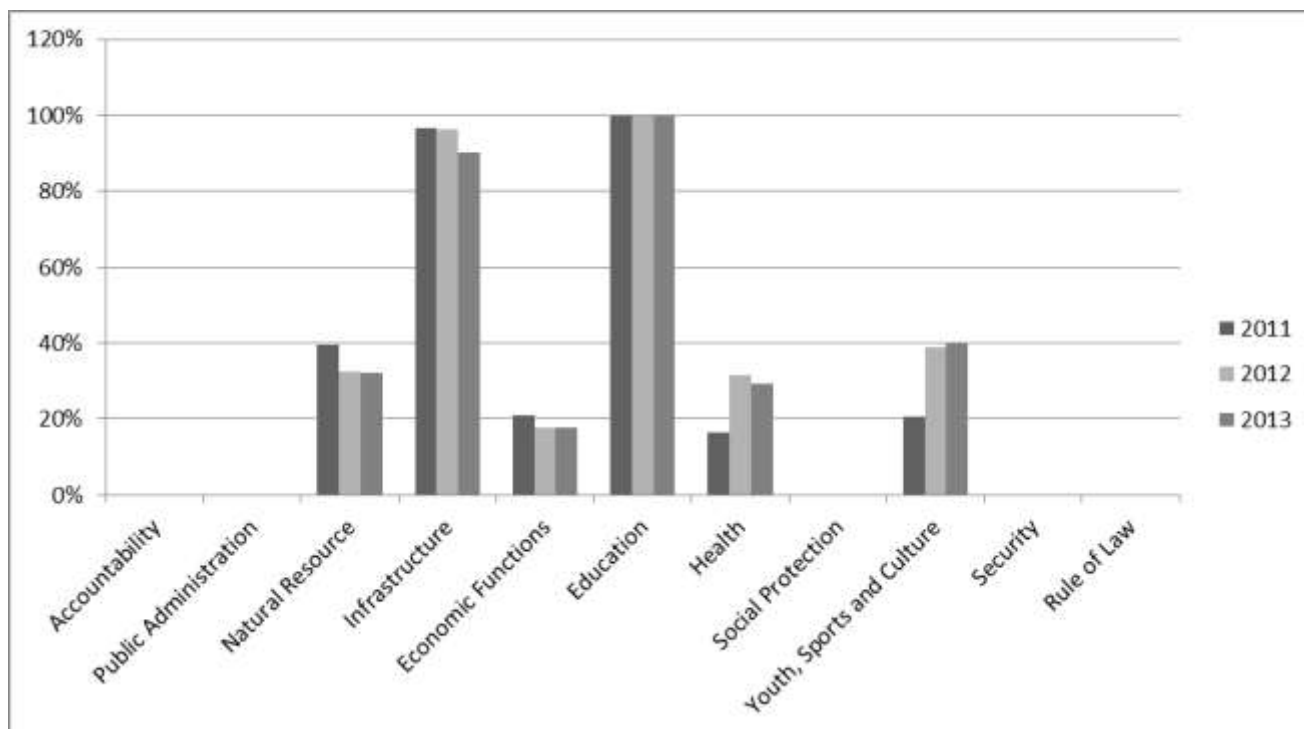
The proportional allocations presented above are indicative and intended to show the broad direction of travel of public spending over the SSDP period. The precise allocation of expenditure across and within

pillars will be determined during the annual planning and budgeting process and will be guided by the broad principles set out in this chapter.

### 5.2.4.3 Consumption and investment

Figure 17 presents the percentage of the SSDP costings at the sector level that can be classified as either investment or development expenditure (see the figure’s note for explanation). These two types of expenditures can be seen as domestic investments in assets (physical and human capital) that can earn returns in the future and are therefore classified as savings.<sup>68</sup>

Figure 17: Percentage investment and development expenditure across sectors



Note: All costed activities were classified into being either 100% consumption, 100% investment or 50-50. A part of consumption can be classified as ‘development expenditure’, e.g. education, capacity-building and most of the spending on research.

Unfortunately, necessary spending increases throughout 2011 are likely to have shifted the draft budget away from investments and development. Nevertheless, over the period of SSDP, we envision a shift in spending away from recurrent expenditures, in growth-producing and human development sectors, and towards developmental investments.

Education and infrastructure, in particular, have high percentages of costed projects consisting of investments and/or development expenditures. Compared with the projected 2011 spending, these two sectors are considerably strengthened; illustrating that SSDP priorities will be given relatively more funds.

<sup>68</sup> In the increasingly popular adjusted net savings concept, depletion of natural resources is deducted from national savings (which includes investments), while development expenditures are added. For reference, see the recent book *The Changing Wealth of Nations: Measuring Sustainable Development in the New Millennium*, World Bank, 2011.

### 5.3 Budget discipline & PFM reform

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In order to achieve fiscal discipline and macroeconomic stability, GoSS will pursue sound public financial management (PFM). This is needed not only to ensure that efficient and effective use is made of scarce public resources but also to fulfil accountability requirements to both its own citizens and DPs.

The Government is in the process of implementing a number of crucial measures in order to strengthen its PFM performance. These are specified below together with a number of other areas on which the Government will take action during this plan period.

#### **Strengthening PFM performance**

##### *Current initiatives*

- The Public Financial Management Act (PFMA), Procurement Law, Audit Act and Central Bank Act have been prepared and are in the process of being submitted to the Legislative Assembly for enactment. The Government is currently undertaking a Public Expenditure and Financial Accountability (PEFA) assessment with technical support from the World Bank. Findings from this will inform the elaboration of a sequenced and costed PFM reform plan. The Government will be implementing the actions within this plan over the SSDP period; and
- The Government is currently rolling out a Financial Management Information System (FMIS) to states in order to support better expenditure control and regular financial reporting to the national government. This is especially important in light of the Government's decentralisation programme.

##### *Future actions*

The Government plans to undertake the following key activities:

- Strengthen revenue administration systems and thereby correct issues associated with multiple taxation which is currently a significant burden on business;
- Establish clear fiscal rules which will underpin prudent fiscal management and help to crystallise plans for saving the oil revenue;
- Strengthen expenditure control, including by tracking current expenditure against the budget and monitoring more closely the issue of arrears build-up;
- Linked to the above, as part of its commitment to strengthen budget discipline, the Government is working to strengthen the functioning of the budget directorate, to focus on reporting on and overseeing revenue performance and budget execution;
- Establishing better control of the wage bill, including strengthening the implementation of the Government payroll system through a review of payroll data and staffing requirements; and
- Continuing to strengthen accountability institutions and augmenting the capacity of the Southern Sudan Audit Chamber (SSAC) and Anti-Corruption Commission (SSACC).

#### **Institutional arrangements for sound PFM**

Delivering these measures will require the establishment and maintenance of a number of key institutions. These institutions will operate within a comprehensive legislative framework. Within this framework, the Ministry of Finance and Economic Planning (MoFEP) will be responsible for oil revenue management, implementing sustainable fiscal policies, planning public expenditures and operating a macroeconomic framework and quarterly cash limits system. An independent central bank will be crucial to ensure effective and appropriate monetary and exchange rate policies for South Sudan and regulation of the financial sector. The Central Bank of South Sudan (CBSS) will work to identify and apply sound monetary policy decisions, continually driven by the overarching goal of price stability. MoFEP will work with the CBSS through formal committees and regular meetings

Effective oil management requires the creation of two key institutions. One is for technical and legal oversight and another, distinct from that, is for fiscal oversight. GoSS will establish an oil management authority with the competence and mandate to design and enforce contracts between Government and private oil companies. This will ensure that (i) the oil rent is captured, and (ii) incentives for the oil companies to explore and develop the fields are maintained to maximise the volume of oil extracted. The authority is responsible for overseeing production and ensuring compliance with environmental, labour and other laws and regulations. It is appropriately housed in the Ministry of Energy and Mining (MEM). MoFEP, with its mandate as fiscal agent of the Government and to avoid conflict of interest between the regulatory and revenue interests in the oil sector, is the appropriate home for fiscal oversight.

### **Effective oversight**

These arrangements must be overseen by a strong legislative assembly that will be supported to review budget documents and provide oversight to government functions. The assembly can only fulfil this function if it is supported by an independent auditor-general heading an audit chamber that has the capacity to review and maintain government accounts. Both the Southern Sudan Legislative Assembly (SSLA) and Audit Chamber (SSAC) have been increasing their capacity to review and oversee the functioning of the Government's PFM systems.

With the support of international partners, the human and analytical capacity of the relevant SSLA economic and budget committees will be strengthened to reinforce the role of the Legislature in designing legislation and in overseeing the Executive.

### **Improving statistics and data systems**

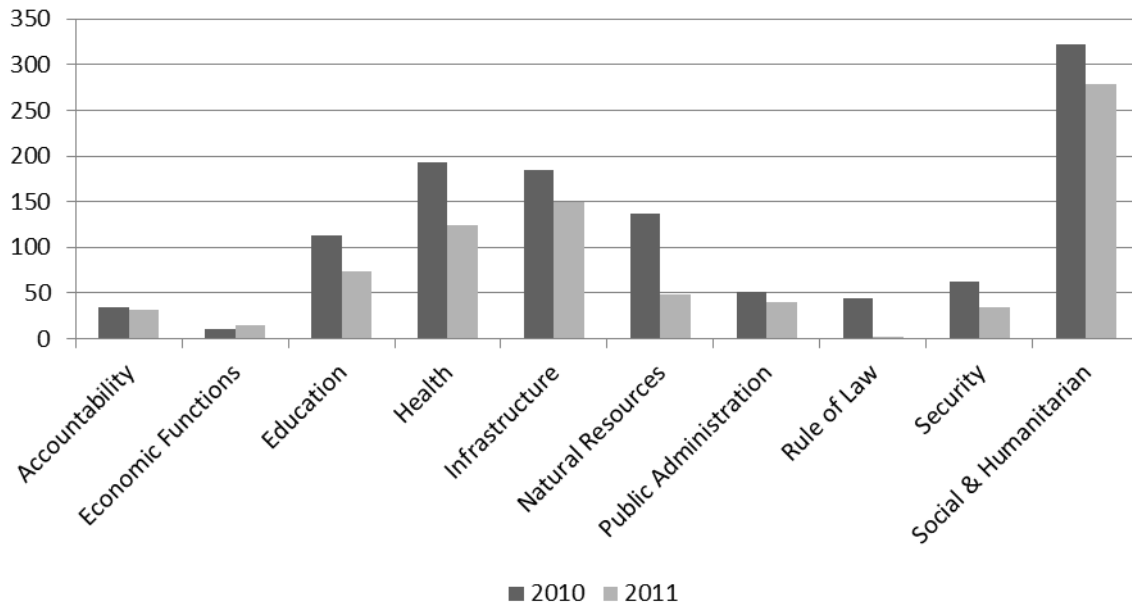
To monitor economic developments and generate policy rooted in evidence, it is crucial to get the facts right. SSCSE is already established as a well-functioning and independent entity. GoSS acknowledges the importance of reliable statistics and will put effort into establishing data for crucial areas that today are lacking. A statistics master plan is being developed to identify the priorities and lay out the strategy ahead.

## **5.4 Aid financing - donor resources**

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Between 2006 and 2010, it is estimated that South Sudan has received approximately \$1 billion of international assistance on an annual basis. This has been extremely varied, ranging from extensive efforts to address immediate humanitarian needs to the provision of basic services and infrastructure for the long-term development of the country. The greatest volume of development expenditures has been in the areas of primary health, basic education, infrastructure and rural development.

Figure 18: Sectoral Composition of Donor Commitments (\$m)



Moving beyond the interim period, the Government will need the continued support of DPs in implementing the core priorities of SSDP, in particular through donor financing of the priority programmes identified in the four pillars. This will involve a movement away from humanitarian financing towards development expenditure particularly in the core areas of infrastructure, service delivery and capacity enhancement.

External finance will play a critical role in strengthening the government’s capacity to manage and co-ordinate the implementation of the SSDP. To do this, the government will be working with all development partners to ensure that there is coherence between domestic resources and aid, so that they are complementary to one another in achieving the SSDP objectives. This should involve all development assistance being reported alongside the 2012 & 2013 Budget and increasingly using government systems in the delivery of aid programmes.

Further work will be undertaken to develop an Aid Financing Strategy by September 2011, which will set out in greater detail the aid architecture required to ensure that development assistance is sufficiently aligned to the delivery of the SSDP priority programmes.



## 6 Implementation

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### 6.1 External finance and aid strategy

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This section sets out a framework for the management of development assistance and the priorities for aid during the SSDP implementation period. It is based partly upon the revised **GoSS aid strategy** which presents the Government's proposed eventual framework for the management of all development assistance to South Sudan. The aid strategy is set out in its full form in **Annex 6**.

#### 6.1.1 Managing aid in support of SSDP

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In order to ensure that external assistance contributes positively to the implementation of SSDP, the Government will work with DPs to ensure that there is improved coherence between its domestic resources and aid. As stated in the aid strategy, the objective is “to **improve the effectiveness of development assistance and humanitarian aid to South Sudan in support of the implementation of the Government's priorities**, so that the people of South Sudan benefit fully from the aid which is provided to them.” To accomplish this, the Government will work with development partners to ensure that development assistance strengthens government systems, increases accountability and supports economic growth. The Government recognises that it is its own budget and resources that should be the main vehicle for poverty reduction and growth within South Sudan – development assistance should therefore be provided in line with government priorities as set out in SSDP.

As set out below, the Government is committed to creating the **necessary conditions** for the delivery of effective aid in support of SSDP. Several **benchmarks** are proposed to check progress in making aid more effective and a number of **mechanisms** have been established to coordinate the assistance that the Government receives and to monitor the implementation of SSDP.

#### 6.1.2 Creating the conditions for effective aid

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The Government has overall responsibility for ensuring that development assistance successfully supports the full implementation of the SSDP and must therefore create the necessary conditions for the effective delivery of aid. These are as follows:

- **The Government will set out an overall aid financing strategy** linked to SSDP, which will give its funding priorities, the levels of funding required, preferred aid instruments, and a suggested division or responsibilities.
- **The Government will establish new and strengthen existing aid coordination mechanisms, and ensure strong leadership of those mechanisms.** This includes the establishment of the High-level Partnership Forum (HPF); and strengthening roles of the Quarterly Government-Donor Forum (QGDF), the Inter-Ministerial Appraisal Committee (IMAC) and Sector Working Groups (SWGs).
- **The Government will set out clear guidelines for the design and management of aid operations, and how they can use government systems.** This includes the development of guidelines for aid using government budget systems, and establishing the principles and frameworks for project aid and local services support.
- **The Government will develop an approach to capacity development.** This will include a framework for coordinating capacity development, and guidelines for the design and management of technical assistance and training programme.

- **The Government will prepare and implement plans to improve core governance functions, including those which address the specific fiduciary and system risks which concern development partners.** This includes areas such as public financial management, public service management and decentralisation. Regular assessments of progress in these areas will be made.
- **The Government will strengthen its policies, plans and delivery mechanisms at the sector level.** Initially, GoSS will focus on the sectors which are priorities for aid funding in SSDP, establishing two sector-based approaches within the first year of the implementation of the aid strategy. Progress will be monitored regularly through sector M&E systems.
- **The Government will agree clear milestones and temporary safeguards with development partners, which will allow aid to use government systems.** This will need to take place for core governance functions as well as at the sector level. Specifically, MoFEP will develop a plan to address key fiduciary risks in aid using government PFM systems in the first year of implementation of the aid strategy.

The Government recognises that these benchmarks will not be achieved overnight; it will require significant work by both the Government and DPs during the course of the SSDP period. The Government must develop and strengthen its policies, systems and institutions with support from its DPs; in the spirit of mutual accountability, DPs are requested to respond to this by making sure aid increasingly uses such policies, systems and institutions.

### 6.1.3 Benchmarks for aid delivery

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The Government is proposing six core benchmarks for aid delivery that the government and DPs will begin to work towards over the period of SSDP and beyond. Again, it will take time to reach these benchmarks; however, the Government hopes that significant progress can be made in moving towards them over the SSDP period:

#### *Aid is aligned to government policies and plans*

In order to strengthen the ownership of development assistance it is important that aid is aligned to government policies and plans. In the development of SSDP, the Government has established a clear set of policy priorities for the medium term. Government policy priorities should guide DP decisions on where to allocate their funding overall. At the sector level, the Government will work towards developing the necessary policies and plans to enable policy alignment to happen in a meaningful way. The introduction of the sector-based approach in sectors where aid financing is a priority will facilitate this process.

#### *Aid is managed by government institutions and uses government systems*

Currently the vast majority of aid is managed by donors directly, or transferred to international or local NGOs which manage that funding and deliver services. A core objective of SSDP is to build stronger government institutions and service delivery systems. For this to happen, aid must increasingly be managed by government institutions and use government's chosen systems for delivering those policies.

#### *Aid is aligned to the government budget cycle and PFM systems*

It is important that aid funding is increasingly incorporated into the stages of the budget cycle, from planning and budgeting through to budget execution, accounting and audit processes. Government does not expect aid operations to use their systems in full from the outset. However, there are simple steps DPs can make to use these without any additional risk to their funding. This inclusion of aid in budget sector plans, the annual budget and reports are examples where this is the case.

#### *Aid supports institutional capacity and systems*

Aid has an important role in strengthening institutional capacity and systems through supporting activities such as training, conducting studies and the provision of technical assistance. Specifically, aid should support institutional capacity and systems through addressing systematic weaknesses across government institutions and addressing sector specific service delivery and capacity issues through mechanism at the sector level. It is important that activities at these two levels reinforce each other but do not overlap. This requires strengthened coordination of capacity development, which will be led by the Ministry of Human Resource Development (MoHRD). This means cross-cutting capacity development activities need to respond to sector-specific concerns, whilst activities at the sector level do not duplicate sector crosscutting activities.

*Aid is oriented to the achievement of outcomes*

The Government recognises the need to increase the transparency of its funding allocations and to hold its agencies to account for the activities they undertake. To support the Government in this process, a benchmark for DPs should be the provision of outcome oriented support. Furthermore, if activities and outcomes are to be achieved as planned, this requires that DPs provide predictable funding in line with their funding commitments set out in budget sector plans and the annual budget. The Government accepts that donors will make aid conditional on government performance, but this must be done in a way which strengthens the incentive for government to perform. The indicators and targets set out in SSDP form the core of a performance monitoring framework.

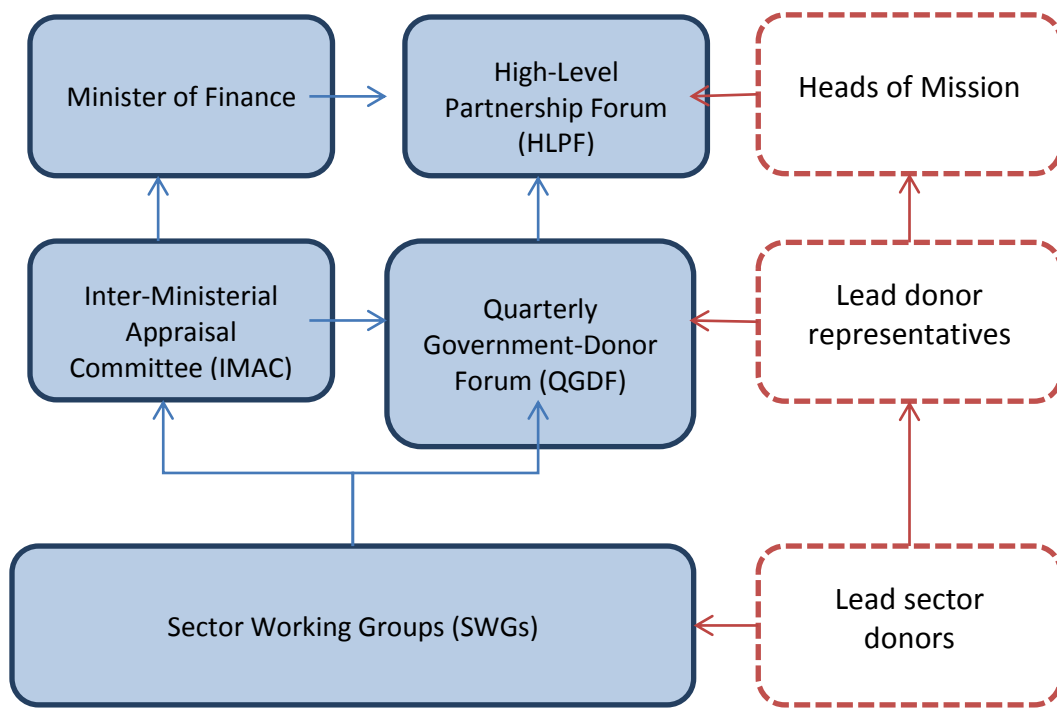
*Aid fragmentation is avoided*

It is important that donors ensure that their assistance does not contribute to an undue fragmentation of aid. Donors should take into account other aid operations and government-funded activities in a sector and ensure that there is not a plethora of small projects across sectors. In order to reduce fragmentation, the Government requests donors to specialise in a moderate number of sectors and provide support at scale. Donors wishing to provide small amounts in support of service delivery should do so via a pooled/basket fund.

6.1.4 Mechanisms for aid coordination

One of the key principles of the aid strategy is that development assistance be owned by the Government and fully aligned with the Government’s development priorities. To achieve this, it is important that development partners engage in the Government’s planning process and that development assistance be reflected within the government budget, in order to overcome gaps in priority areas. As a part of the SSDP process, the Government has examined the functioning of the participatory mechanisms established to manage development assistance to South Sudan.

Figure 19: Aid coordination structure in South Sudan



- **High-Level Partnership Forum (HLPF)** is a response to an acknowledged need for further high-level coordination and dialogue between the Government and Development Partners. This meeting will occur on an annual basis, and will focus on key policy issues of interest to both groups. It will be chaired by H.E. the Minister of Finance and Economic Planning and will consist of all key GoSS Ministers and State Governors.
  - **Quarterly Government-Donor Forum (QGDF)** will serve as the central mechanism for coordination and information exchange between the GoSS and Development Partners. They will provide an opportunity for collaborative exchange of information between donors and GoSS on topics of interest (e.g. budget execution, international aid initiatives) and key challenges currently being faced in the technical implementation of the aid strategy.
- **Inter-Ministerial Appraisal Committee (IMAC)** is the Government institution mandated to manage all government budgetary and financial issues, including flows of donor aid. Prior to accepting development assistance, the Government believes it is extremely important to ensure this assistance is in line with its stated priorities and partnership principles. IMAC will begin play a more strategic role, reviewing and approving overall donor country strategies, sectoral aid financing strategies and major aid operations (over \$10 million).
- **Sector Working Groups (SWGs)** are the main forum for sector-level planning and budgeting. They are made up of all spending agencies in a sector as well as Development Partners in that sector. They will be central to aid coordination, being enhanced through the introduction of a more strategic sector-based approach, with a ‘lead donor’ being established for each sector.
- **Aid Information Management System (AIMS)** will be an important tool for both planning future external assistance and reporting on existing aid operations. Data on the AIMS database will be secure but available publicly in order to support effective coordination among partners. Information from AIMS will be included in various planning documents and will provide the basis for the annual publication of the donor book. Information will also be disseminated to the state ministries concerned.

#### 6.1.5 Priorities for aid in support of SSDP

As stated in the aid strategy, it is crucial that development assistance is directed towards the Government’s top priorities, where it is likely to have most impact in the implementation of SSDP. The Government therefore requests that DPs align their support to the following areas, as articulated by each pillar:

Table 34: Top priorities for aid financing

<b>Human and social development</b>	<ul style="list-style-type: none"> <li>- Expanding and strengthening government provision of basic services;</li> <li>- Establishing social safeguards for the poorest and most vulnerable;</li> </ul>
<b>Economic development</b>	<ul style="list-style-type: none"> <li>- Large-scale infrastructure development, particularly focusing on the expansion of the road network and the provision of energy;</li> <li>- Community-based infrastructure and development projects;</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>- Support to capacity-building;</li> <li>- Support to core governance functions;</li> </ul>

<b>Conflict prevention and security</b>	<ul style="list-style-type: none"><li>- Security sector transformation &amp; DDR;</li><li>- Establishing a legal framework for all levels of government.</li></ul>
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In addition to alignment, a key objective during the SSDP period is for the Government to strengthen its own institutions and systems for the delivery of services. This will involve the Government taking actions to improve financial management overall, and those which address the specific fiduciary concerns of DPs. In the spirit of mutual accountability, the Government trusts that DPs will respond to this progress by using government systems more.

In order to support the priorities set out in SSDP and to start strengthening and using government systems, a number of innovative aid instruments are proposed. These include pooled funding of conditional state transfers for basic service delivery, community-driven development, and social protection; a fund for rapid delivery of large-scale public infrastructure focussing on roads and energy; and a capacity-building fund focused on building core governance functions. The Government will still require more conventional project support at the national level to complement these initiatives.

#### 6.1.6 The way forward

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Following the final approval of SSDP, the Government will develop an **aid financing strategy** which will set out government priorities for aid funding over the SSDP period. It will set out, by sector, the priorities for aid funding, the level of financing required and the proposed aid architecture. It will also propose principles for the division of labour across sectors. The strategy will be finalised by September 2011 and will be the key input into discussions and agreement with DPs on the role of development assistance in implementing SSDP.

**Sector Working Groups (SWGs)** will be the central mechanisms for monitoring the implementation of the aid strategy in conjunction with SSDP. Together with the main coordination mechanisms set out above, SWGs will be responsible for day-to-day monitoring of SSDP implementation progress within sectors.

#### 6.2 Institutional capacity and capacity-building plan

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The Medium-Term Capacity Development Strategy for South Sudan (MTCDS) has been developed alongside SSDP. It aims to provide a strategic framework for organising capacity development efforts in support of these objectives, as well as the peace-building and state-building objectives of the GoSS in the post-independence period.

This chapter provides an overview of the key elements and recommendations of MTCDS. The full document can be found in Annex 6.

##### 6.2.1 The Goal of the Medium-Term Capacity Development Strategy

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The objective of MTCDS is to ensure that the Government of South Sudan (GoSS) can effectively address critical institutional capacity needs required to implement the South Sudan Development Plan (SSDP), including through alignment of support from its international partners, and meet the essential requirements for viable statehood following independence.

As both an implementation plan and coordination framework, MTCDS:

- Provides an operational framework for organising capacity development efforts;
- Provides an overview of sectoral capacity development priorities, and key strategic considerations for how they should be addressed;
- Identifies additional cross-governmental interventions that are critical to achieving national capacity development goals;
- Outlines a framework for coordinating the implementation of capacity development efforts; and

- Defines a roadmap for the formulation of a long-term national capacity development strategy.

## 6.2.2 Capacity development priorities 2011-2013

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MTCDS provides a roadmap for putting in place those capacities that will be essential to the achievement of South Sudan's immediate state-building and development goals during the 2011-2013 period. Two categories of priorities are highlighted in this regard - specialised, sector-specific capacities, as well as core 'generic' cross-government human and institutional capacities:

### 6.2.2.1 Sectoral capacity development priorities

In order to achieve SSDP development outcomes, the key areas of focus for capacity development efforts, drawing on activities identified in pillar plans within the SSDP framework will be:

**Creating enabling environments:** Adoption of laws establishing institutional mandates (such as MoFA and MoD), as well as policy and regulatory frameworks which are critical to enabling institutions to carry out their mandated functions, including provision of services and enforcement of regulations.

**Implementing core government functions:** Establishment of institutional systems and mechanisms critical for achievement of sector-specific development outcomes, including enforcement of policies and regulations; monitoring and coordinating local service delivery, and strengthening key infrastructure, particularly at the local level.

**Improving performance through human resource development:** Ensuring efficient and effective delivery of essential public services and functions through provision of specialised training, and development and enhancement of in-country specialised training facilities.

### 6.2.2.2 Additional cross-government capacity development priorities

A number of additional cross-government capacity needs were identified as essential to delivering on key development and state-building objectives during the 2011-2013 period. These are core government capacities, which are not adequately reflected or budgeted for within SSDP sector plans. They are not sector-specific, but are required both vertically across government agencies as well as horizontally through all levels of government:

Policy and strategy formulation, with a focus on strengthening capacities for (a) research and analysis, and formulation of policy and strategy; (b) supporting and facilitating review and approval of policies and strategies; and c) monitoring and overseeing implementation.

Management and service delivery, with a focus on strengthening capacities for (a) managing key functions related to mandate implementation and delivery (budgets, control, execution, procurement); and b) extending and managing service delivery at local level.

Human capacities for provision of essential services, with a focus on strengthening the public service to manage expansion of government activity and service delivery at local levels, and developing core skills needed across all sectors.

## 6.2.3 Ensuring coherence and enabling effective partnerships on capacity development

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A strategic and systematic approach to managing capacity development efforts necessitates the development of a framework for coordinating the implementation of capacity development interventions and the provision of international support. In this regard, MTCDS outlines the core principles, guidelines and modalities that will be followed by both national and international actors to ensure the coherence and alignment of support for institutional capacity development within the SSDP framework. These derive from the experience of other fragile states and from emerging practice in South Sudan. Further, these will ensure the coordination, financing and monitoring arrangements necessary to ensure unity of action, mutual

accountability and a common platform for identifying and addressing common priorities, both within the Government, and between Government and international partners.

#### 6.2.4 Implementing MTCDS

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A number of priority actions will need to be undertaken in order to implement MTCDS. These include:

- Establishing an inter-governmental body to provide strategic guidance and oversight on capacity development efforts within the SSDP framework;
- Establishing a technical body under MoHRD leadership, responsible for coordination and implementation of MTCDS with sectoral ministries, state governments and international partners, and for providing technical assistance;
- Facilitating and coordinating the development of pillar and sector capacity development Strategies and ensuring alignment with MTCDS;
- Development of a detailed action plan and budget for the priority cross-governmental interventions identified as complements to SSDP in MTCDS;
- Formulating recommendations on critical funding gaps for capacity development, not already addressed in the SSDP framework;
- Overseeing the development and adoption of comprehensive guidance on minimum standards for the development of capacity development support programmes; and
- Developing a monitoring and evaluation (M&E) system for capacity development.

#### 6.3 Service delivery

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##### 6.5 Service delivery

SSDP implementation concerns a series of steps: how the plan will be converted into annual budgets; how the budget will be executed, including the block and conditional transfers by which local government is financed; at a general level, who will execute each component; the monitoring and evaluation process; and the procedures to assure that SSDP is on track and to adjust it where it is not. Experience in implementation, particularly in the delivery of services to the people of South Sudan, will inform design and execution of the second 2014-18 development plan.

Under the interim and transitional constitutions, South Sudan is a decentralised state. Many services to the public are delivered not by GoSS, but by state, county and 'payam' governments, who are held responsible for the availability and quality of these services by the people. However, with the exception of three states that until independence receive direct oil revenues under the Agreement on Wealth Sharing Protocol of CPA, the revenues that assure this service delivery accrue to GoSS and are transferred to states through block and conditional transfers.

Under the Interim Constitution of 2005, oil revenues are to be shared equitably among the ten states. In the absence of a census, the decision was made to share equally. The census in 2010 did not resolve this, as its results—that were to be used to determine voting representation under the 2011 Referendum—have been challenged as politically-biased; allocations continue to be equal and therefore highly inequitable, though steps are being taken to reallocate additional resources to redress the balance. This must continue under SSDP, with the resources that are devoted to the priority programmes. Of the 20 priority programmes, four require execution by all levels of government, while six are central government level and ten, or fully half, require local execution (albeit through central ministries such as for police, education and health).

Given the decentralised system, states are in charge not only of their own funds but also ensuring that services be delivered. Most states are spending the majority of their budget on salaries and, of that, mostly on unclassified staff. This makes service delivery difficult. GoSS must find ways, while respecting their

decentralised authority, to advise state governments on how to find a balance that maximises value and service delivered. In the other direction, MoFEP must listen to state governments so that the allocation within transfers to capital, Operations and Maintenance (O&M) and salaries reflects the needs on the ground, including particularly unclassified staff.

In the state and county consultations held in March 2011, state governments as a body called for M&E to be the responsibility of states. This must be accompanied by the resources and the training to do so.

Service delivery will be monitored by the SSDP monitoring mechanisms discussed in chapter seven.

#### 6.4 Risks and mitigation

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The Government of South Sudan is firmly committed to the full and effective implementation of SSDP. There are, however, a number of risks that if not tackled vigorously could serve to undermine the development effort. Significant risks and measures to mitigate these are identified below.

**Peace and security** require an ongoing commitment to peace-building by actors in and around South Sudan. Evidence from elsewhere indicates that large numbers of unemployed youth can pose a significant threat in that they can be used to refuel conflict. This is why SSDP has articulated a comprehensive set of actions for conflict prevention and security. Furthermore, it has identified that employment and job creation, especially for the youth, is a key issue for attention during the plan period.

The Government is also aware of the risk associated with lack of commitment and engagement by stakeholders. This is why swift and effective implementation of the plan is crucial, as by demonstrating the Government's credibility and ability to deliver on its promises it minimises the risk of slipping back into large-scale conflict. Part of this effort will be a commitment to strengthen engagement with public and civil society organisations in managing and monitoring the development process. In this respect, the Government will continue to be open, transparent and accountable – all key principles underpinned by actions in the governance pillar of this plan.

Notwithstanding the Government's ongoing and determined effort at peace-building and security, there continue to be sporadic outbursts of violence, militia activity and border incursions mainly in North Sudan. This has implications for the implementation of the Government's economic, human and social development programmes. It may mean that these have to be curtailed locally while GoSS and donors deal with more pressing humanitarian needs. However, the geographic distribution of training sites and the shared vision will assure that the all-important capacity development continues in non-affected areas among the personnel of affected areas.

**Capacity constraint** is another significant risk to the effective implementation of the strategy. The Government may receive financing and have the commitment of stakeholders but without adequate capacity for sound policy formulation and programme implementation, delivery of the strategy and performance against key targets are likely to be sub-optimal. In response, there will be a continued effort to attract back competent South Sudanese who left as a result of the war, in order to participate in the reconstruction and development process. There will also be continuing use of well-targeted technical assistance to fill gaps where local expertise is currently lacking.

Having said this, the backbone of the capacity will continue to be the civil servants and others who remained inside the country during the war years. Their role in South Sudan's development is pivotal. Accordingly, steps will be undertaken to provide support and training and nurture their skills. Key to this effort will be support through MTCDs. Medium- to long-term efforts will also be directed at rebuilding and extending educational facilities to ensure skills development. The most immediate priorities have been articulated in the social and human development pillar of the plan. Crucial will be to ensure that education and vocational training are consistent with labour market requirements.

Another challenge in respect of capacity is presented by the current heavy reliance on NGOs to provide basic social services, especially in health. If "peace breaks out" some of the humanitarian NGOs may wind down



their effort as their limited resources are diverted to needs elsewhere. The Government will seek to mitigate this by seeking a commitment from these NGOs to remain during the SSDP period. That way, staff training of Sudanese counterparts can continue and permit an orderly and effective transfer of responsibilities rather than sudden departure.

**Political commitment** necessary to see SSDP through to successful completion will remain a challenge. Hitherto, political support for the plan process has been strong and it is regarded as a key plank in the Government's preparations for independence and for propelling the country forward from there. However, it will be vital that the Government delivers quickly on its promises otherwise its credibility will be at stake and the Government will risk losing the goodwill of its people and the international community. In response, the Government has commented to putting in place a robust M&E mechanism which will assess its progress against key targets and commitments. The review process will be open and transparent and findings will be reported to Parliament. This will mean that the Legislature as well as the Executive will be held accountable for performance.

On balance, and given the current high level of commitment by the Government, its international DPs and the people of South Sudan, these risks are not likely to be sufficient to undermine the overall development process.

**Finance** poses a core challenge. GoSS revenue is heavily dependent on earnings from petroleum. This has been examined extensively elsewhere in this document so will not be analysed at length again here. Suffice it to say that the Government is acutely aware of the need to manage its current stream of petroleum earnings prudently and on a sustainable basis – hence the Oil Revenue Stabilisation Account (ORSA) and the emphasis on permanent income in the Macroeconomic overview (section 2.4). The whole thrust of this development strategy is, over time, to move the country away from its heavy dependence on oil, boosting other sectors of the economy while using the current stream of petroleum earnings judiciously to fund poverty reducing expenditures.

Notwithstanding the Government's own efforts at mobilising domestic resources through taxation, the size of the development effort in South Sudan will require substantial additional domestic and external financing – both from the internal private sector and through direct foreign investment. International partners will also have a key role to play in providing what should be well-targeted and predictable development assistance. The Government's pursuit of sound macroeconomic and fiscal policies supported by a comprehensive public financial management reform programme will be crucial for engendering confidence and attracting additional resources. The Government's stated commitment to tackle corruption and inefficiency is key in this respect.

## 7 Monitoring and Evaluation

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Monitoring and Evaluation (M&E) is the process through which the Government and its Development Partners (DPs) will track progress on strategy delivery. It is an essential part of accountability both between the Government and its citizens, and the mutual accountability between government and Development Partners. The M&E framework will demonstrate how much has been spent on what, and crucially what has been achieved with expenditure in terms of delivering the Government's policy priorities for social and economic development. In other words, it links results with the resources provided and informs the refinement of future strategies.

### 7.1 Key objectives and principles

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The SSDP process, through the bottom-up approach using SWGs has developed a systematic approach to defining sector objectives, indicators and targets consistent with the priority programme areas. This provides a framework through which progress towards the country's key development objectives will be tracked. As outlined in the aid strategy, SWGs will continue to be involved in plan implementation to allow for uniform, regular reporting to the Government, SSLA, international partners, civil society and the public.

Furthermore, the process will facilitate further policy discussion, coordination efforts and prioritisation exercises that result from analysis of indicators. Monitoring of SSDP should ensure policy coherence of implementation across pillars and sectors to assure that all government activities are reinforcing each other as intended. A review of impact and cost-effectiveness of all national programmes will contribute to this coherence and also allow judgements to be made over value for money. Crucially, routine monitoring will allow for adjustments to be made if certain programmes, outputs and activities are judged no longer to be effective, or require mid-course alteration, for overall strategy delivery.

In summary, this monitoring framework will enable the Government to:

- Make strategic choices about overall policy direction, demonstrate progress, and ensure that the budget reflects government strategic priorities;
- Build transparency and accountability among government, the National Assembly, the public and donors;
- Reduce uncoordinated donor monitoring requirements and give government more control of its development agenda; and
- Provide reports to SSLA through the yearly budget process.

### 7.2 Responsibilities

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#### *High-Level Partnership Forum (HPF)*

**HPF** is a response to an acknowledged need for further high-level coordination and dialogue between the Government and DPs. It will meet on an annual basis and will focus on key policy issues of interest to both groups. It will be chaired by the Minister of Finance and Economic Planning and will consist of all key GoSS ministers and state governors.

The meeting will occur in the first six months of each financial year and review the previous year's budgetary performance, as well as DPs' ongoing activities and outcomes achieved within the period, against SSDP and its successor plans.

#### *Ministerial SSDP management committee*

As part of the Government's management of SSDP and tracking of results, a ministerial SSDP management committee will be formed, chaired by the Office of the President (OoP), with the Ministry of Finance and Economic Planning (MoFEP) acting as the Secretariat. This will provide the Government with a forum

through which to monitor overall progress towards the SSDP vision. The committee will issue guidelines regarding standardised reporting formats on benchmarks, programme progress and policy issues. This harmonisation of reporting and analysis keeps the committee's focus on high-level issues rather than detailed interpretation of statistics. The management committee will focus on overcoming impediments to achieving the SSDP vision through adjustments to prioritisation and political solutions, where necessitated by emerging events. The committee will report to the Council of Ministers (CoM) on a quarterly basis, aggregating reports from SWGs.

### *Sector Working Groups (SWGs)*

SWGs are a highly effective mechanism for bringing spending agencies and DPs together in a coherent and coordinated way. As outlined in the Government's aid strategy. SWGs are intended to evolve to support coordinated sector-based approaches between government institutions and DPs. As part of this process, they will be the primary structure through which the routine monitoring of SSDP activities will take place.

SWGs will meet on a quarterly basis at a time when quarterly budget performance data are available from MoFEP. SWGs will be tasked with providing a short progress report which uses as its basis the indicators and targets specified in the sector matrices. Over the period of SSDP, functioning of the SWGs can be refined and crucially a detailed evidence base can be formed on what has worked well with regards to plan implementation and also where there have been problems that will necessitate remedial actions in the next plan period.

The SWGs will need to carry out regular, in depth and independent assessments of member agencies to evaluate progress against stated indicators and to ensure that activities are being undertaken as planned. The SWG will work closely with the SSCCSE and the SSAAC to develop a rigorous M&E framework which sets out the objectives and targets for each agency along with well defined and quantifiable targets. These should be developed in conjunction with the relevant agency, as well as in accordance with the indicators already

### *States*

Crucially, membership of SWGs will need to be expanded to include representatives from states, as observer members, as it is at this level that much service delivery will be taking place. A common demand of states in the SSDP process has been that as the parties responsible for service delivery (while resource availability continues to be at GoSS level and beyond state control), they maintain the authority for M&E. Further work will be required to support state SWGs to further expand and to provide state-level information for the monitoring and reporting on SSDP implementation.

## 7.3 Key outputs

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SWG reports will seek to identify results achieved against resources provided. They will also highlight where there are key areas of slippage on strategy delivery and propose a set of remedial measures for tackling problems.

In the first instance, these reports will be submitted to the Directorate of Planning within MoFEP. MoFEP will scrutinise and combine them into an overall SSDP quarterly monitoring report. This will be submitted to the management committee as a regular input. These quarterly monitoring reports will provide the main evidence base for the proposed SSDP annual review.

The SSDP annual review will be commissioned by the management committee, during the year budget planning process to avoid duplication of work. It is proposed that this will be undertaken by an independent agency that has experience in undertaking such strategy reviews. The review will draw on information from a wide range of stakeholders, including from the GoSS SWGs, state-level actors, civil society, non-governmental organisations and development partners. This annual review will be approved by the management committee, and submitted to CoM. This, along with the yearly fiscal paper, will form the basis for the yearly budget allocations.

Production of the report will be synchronised with the annual budget calendar so that the necessary financial information is available on which to make informed judgments about strategy performance and value for money. Given the short period of this SSDP, the Government proposes to undertake one mid-term review (tentatively scheduled for around November 2012) with a final review at the end of the plan period in November/December 2013. Experience gained on the conduct and timing of these reviews will help to inform an annual review process to be established in the next, five-year development plan.

The annual review is a fundamental plank of the Government's accountability commitments. It will be a key performance assessment tool which will demonstrate what the Government and its development partners has achieved with the resources provided. As such, it will also be discussed during the HPF, and will play a vital role in informing development partner decisions on the allocation of donor resources and the alignment of their own development assistance programmes to the priorities of the Government. Crucially, the reports will form the basis of development partners' own accountability requirements to their parliaments over how scarce aid money has been spent and the impact that it has had from a poverty reduction perspective.

#### 7.3.1.1 Data requirements

Data provide the fundamental evidence base for policy formulation and programme design. Timely and accurate information is the 'lifeblood' of any sound M&E system.

From a data requirement perspective, the Government will determine the scope and sequencing of data collection, striking a balance between data demands and the capacity of the statistical system as it is developed. In the Program matrices (Annex 1), many activities have not yet established a baseline, for lack of data. The process by which such a baseline would be obtained and the necessary follow-up data collection regarding targets depends upon each agency. A review of data collection and monitoring functions will be conducted to provide a clear division of labour between SSCCSE and other agencies. While primary responsibility for household and enterprise surveys will fall to SSCCSE along with the compilation of the national accounts and price statistics, other agencies will assume specific data collection responsibilities. For example, the MoFEP will assume responsibility for public finance and national budget data, while the Central Bank will collect banking and financial statistics. These institutions will work with the IMF and other partners to ensure that adequate macroeconomic data regarding issues such as public revenues, expenditures, debt, GDP, exchange rates, and inflation are available for analysis. Additionally, line ministries will continue to collect data on health, education and the rural economy through their established management information systems and specific sector surveys and reviews conducted both routinely and ad hoc.

Over the medium term, and to underpin SSDP, government data development and monitoring efforts will focus on the following:

- Poverty and vulnerability analysis disaggregated by population groups, economic status;
- Gender dimensions of development;
- Donor funding patterns, including pledges, commitments, disbursements;
- Programme/project implementation and evaluation;
- Household sample surveys;
- Integrated annual enterprise statistics;
- Sub-annual surveys of economic activities;
- National accounts;
- Price statistics;
- Government finance statistics;
- Money and banking statistics;

- Foreign trade and balance of payments; and
- Demography and social statistics.

As mentioned in the above list, the Government will seek to collect data on a disaggregated basis in order to make judgments on program delivery from a gender perspective.

An overarching principle of the Government's data development effort will be to ensure that data supply is consistent with data demand from a strategy performance assessment perspective and crucially that data collection remains cost-effective.

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## 8.1 Pillar matrices

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As part of the SSDP drafting process, each Government agency was requested to complete a matrix outlining their Programme Area, Development Outcome Objective, Indicators, Targets, Activities and Costs for the three year period of the SSDP. These matrices were then compiled into Sector matrices and discussed both by the Sector Working Groups and the Pillars. They form the basis of the narrative contained in section four.

The main focus in completing the Pillar matrices was on developing a coherent programme areas (ideally no more than one per agency), outcome objectives, indicators and targets. For many Government agencies this was the first attempt at outlining outcome objectives, indicators and targets and thus the matrices reflect this learning experience. The activities outlined in the following matrices reflect the core actions that the Government will undertake to achieve the outcome objectives over the next three years, they are not an exclusive or closed set of actions, and it is expected that these will be updated during the yearly planning process as part of developing the Medium Term Expenditure Framework (MTEF).

At the same time the focus on objectives and targets mean that many of the costing requires refining based upon a more structured set of costing guidelines. It is the intention of the Government to use the 2011/12 Planning Process to develop a more detailed set of costing for the outer two years of the SSDP and the year beyond as part of developing the Government's first detailed MTEF. These detailed costings for the years 2012-2015 will be available in late November 2011.



## 8.1.1 Governance

### 8.1.1.1 Accountability

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Economic Management and Resource Mobilisation	Improved stability of government revenue and management of the macro-economy	Amount of non-oil revenues collected.  <b>Baseline:</b> SDG 118 million, 2009	SDG 250 million	SDG 350 million	SDG 500 million	Improving the system of tax collection according to the tax Act to increase amount collected	6,652	9,736	9,736	MoFEP	
		Monthly revenue forecasts established <b>Baseline:</b> no forecasts produced	Tool for revenue forecasting produced and Rolling 3-monthly revenue forecasts produced	Rolling 3-monthly revenue forecasts produced and system refined.	Long-term annual revenue forecasts produced	Formulating Macro-economic policy, establishing macro-economic data base, forecasting and projecting revenue and setting quarterly cash limits; and building capacities of the staff	6,210	6,622	6,622		
Resource Mobilisation for rehabilitation & reconstruction	Improve livelihood in the rural areas through implementation of quick impact developmental projects	Number of quick impact projects in various States of South Sudan executed <b>Baseline:</b> 4 projects were	7 projects	13 projects	20 projects	Need assessment  Develop projects proposals  Implementation M & E	1,470	2,730	4,200	SSRDF	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		implemented in the year 2010									
Planning and Budgeting	To improve and refine the cycle of planning and budgeting across GoSS to allow for better planned and executed government expenditure	Scores on a Public Expenditure and Financial Accountability (PEFA) Assessment.  <b>Baseline:</b> no baseline.	Generate a baseline measure by having a PEFA assessment carried out	-	Improve scores from 2011 in 50% of indicators in a PEFA evaluation.	Passage and implementation of key legislation (PFM Act, Public Procurement Act and Central Banking Act)  Co-ordinating and facilitating the planning and budgeting process for the Government and monitor and evaluate Budget execution by activities	2,080	2,978	2,978	MoFEP	
State transfer Allocation Monitoring	Improved monitoring & policy inputs of Intergovernment fiscal transfers	Number of programme areas reviewed & submitted to Government  <b>Baseline: 0</b>	0	One (1) monitoring visit to all ten States	Two (2) monitoring visit to all ten States	1. Organizational review 2. Recruit (20) mid level staff. 3. Train new staff (6 -9 months) 4. Conduct States monitoring visits. 5. Submit monitoring reports. 6. Construct Headquarters Building 7. Conduct two (2) study tours 8. Publish, Distribute & Sensitize stake holders on the SSFFAMC Act 9. Administration and	- 146 30 40 20 289 25 -	- 15 80 15 5 12,853 40 10	- - 50 40 5 - 60 5	SSFAM	P1 P1 P1 P1 P1 P1 P2 P2

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						running Costs	1,690	1,399	3,311		P1
Financial Management	Improve payment processes to reduce volatility in government spending and contribute to macroeconomic stability, also to improve reporting of expenditure to increase accountability and transparency of the GoSS.	<p>Number of publicly published detailed expenditure reports.</p> <p><b>Baseline:</b> Reports are made public (submitted to the Assembly) twice a year.</p> <p>Number of agencies adhering to quarterly spending limits in a cash management system</p> <p><b>Baseline:</b> no system currently enforced.</p>	<p>2 quarterly reports published for second half of 2011</p> <p>50% of agencies adhere to quarterly spending limits</p>	<p>4 quarterly reports published</p> <p>75% of agencies adhere to quarterly spending limits</p>	<p>9 monthly reports published</p> <p>100% of agencies adhere to quarterly spending limits</p>	<p>Develops regulations to ensure sound public financial system in place for budget execution and reporting</p> <p>Implementation of public financial Act.</p>	14,171	22,429	22,779	MoFEP	
Accountability in	To increase transparency &	Number of oversight	4	12	18	Passage of Audit Law in 2011	17,905**	19,000**	21,000**	Audit Chamber	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Governance	enlarge accountability of all three levels of government, to civil society & legislatures, on efficient and effective exploitation of natural & acquired resources	reports of INTOSAI standard to the President, the Parliament & People*  <b>Baseline:</b> 0 Reports				Acquire temp workspace in 2011  Acquire Perm work space in 2012  Acquire necessary furniture 25 laptops to be bought in 11 25 laptops to be bought in 12 10 desktops to be bought in 12 LAN to be estd in the new office in 2012  5 vehicles to be bought in 2011  5 vehicles to be bought in 2012  25 to be trained on Intosai Stds in 2011 25 to be trained in 2012  25 to be trained thru WindleTrust in 2011 50 to be trained in 2012					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						25 to be trained thru GATC in 2011 50 to be trained in 2012					
Fighting Corruption	To reduce incidence of corruption in South Sudan	Percentage of corruption allegations made annually that are investigated by SSACC.  <b>Baseline:</b> By the end of 2010, SSACC received 66 and it investigated and closed 16; referred 22 to other institutions and was still investigating 28 allegations of corruption.	25%	50%	75%	Investigate corruption allegations.	555	555	613	SSACC	
						Establish a case management system.	900	150	175		
						Draft additional bills to strengthen the anti-corruption legal framework.	100	100			
						Construct 10 offices for the 10 SACOs.	2,000	2,000			
						Rent 10 offices for the SACOs.	1,000				
						Resource 10 SACOs.	1,500		500		
						Recruit 60 staff for the 10 SACOs.	1,500	1,600	1,700		
						Hold supervision meetings with the 10 Directors of SACOs.	400	450	500		
		Conduct anti-corruption campaigns in the 10 States.	851	630	665						
		Organise 10 Global Anti-corruption Day events in the States.	250	300	350						
Conduct corruption 3 surveys.	684	615	473								
Conduct anti-corruption	851	630	665								
		Number of national campaign events and programmes organised in the 10 States	20	30	50						

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		<p>annually to educate and raise awareness of public officials, the public, civil society and private sector about corruption and their role in preventing it.</p> <p><b>Baseline:</b> In 2010, SSSACC staged 20 campaign events.</p>				campaigns in the 10 States.					
		<p>Percentage of government institutions in South Sudan that developed and implement Corruption Prevention Action Plans.</p> <p><b>Baseline:</b> No corruption prevention action plans have been</p>	25%	50%	75%	Organise additional workshops on systems audits and corruption risk assessment in the 10 States.	500	500	500		
	Provide advice and guidance to government institutions in GOSS and the 10 States on how to develop corruption prevention action plans.										
	Organize meetings of South Sudan Anti-corruption Forum.					500	600	700			
	Organise meetings of the 10 State Anti-corruption					800	850	900			

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		developed now.				Forums.					
		Percentage of constitutional postholders and senior civil servants who completed the incomes, assets and liabilities forms annually.  <b>Baseline:</b> In 2010, only 26% constitutional postholders and senior civil servants completed the forms.	30%	50%	75%	Administer DIAL Forms in the 10 States annually.	50	75	100		
Statistics	To collect, analyse and disseminate all official geospatial, economic, social, demographic, census, environmental and food security statistics, ensuring that the government and development	SSCCSE's score on the Statistical Capacity Building Indicator  <b>Baseline:</b> No score on Statistical Capacity	Develop a baseline score in conjunction with WB & Paris 21	Improve on 2011 baseline	Improve 5 percentage points on 2011 baseline	Construct new building (Finance & Admin)	-	5,000	5,000	SSCCSE	1
						Train staff in survey design and analysis to build capacity and reduce dependency on external consultants (C&S, SDSD, ESD, ICT)	1,269	2,025	3,500		1
						Salary payments for staff in all departments (All)	9,177	9,177	9,177		1
						Produce annual GDP and	100	130	160		1

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking	
			2011	2012	2013		2011	2012	2013			
	partners have access to up-to-date and accurate information with which to plan the efficient and equitable allocation of public resources.	Building Indicator				trade figures (ESD)						
							Welfare Monitoring Survey (ESD)	100	70	60		2
							Produce monthly CPI figure for all ten states (ESD)	110	140	200		1
							Conduct comprehensive agricultural survey (C&S, ESD, GIS)	300	4,712	750		1
							Track poverty estimates (C&S, ESD, GIS)	150	140	3,779		2
							Comprehensive Labour Force Survey, including female and youth employment and labour rights (ESD)	100	1,000	70		3
							Formal & Informal border trade survey (ESD)	600	60	20		2
							Produce population projections by age and gender (SDSD)	300	100	300		1
							Establish population secretariat (SDSD)	500	300	200		2
							Establish a functioning civil registration system for births, deaths, marriages and immigration (SDSD)	1,300	700	400		1
							Geospatial data collection and analysis, including	4,152	4,168	4,183		1



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						completing post-enumeration mapping and participatory mapping (GIS, FSTS)					
						Food Security Data Collection from States (FSTS, LAF, FS partners)	221	244	266		1
						Food Security Policy Analysis Support to GOSS and partners, and support to Nutrition Information System (FSTS, FS PARTNERS)	423	467	509		1
						Conduct livelihood analysis forum with attention to women, youths and environmental sustainability; co-ordinate with food security partners (M&E, FSTS)	675	704	731		3
						Publish and disseminate food security information products, annual statistical year book, annual MDG report; process, analyze and publish outstanding data from surveys (M&E, ESD, ICT, FSTS)	669	718	770		1

\* i) GoSS annual audits of 70% exp /revenue by Jun (3report/yr)

ii) State annual audits of 70% exp/revenue by Jun (1 report/yr)

iii) 1/3 of Counties annually audited by Jun (1 report/yr)

iv) All Univs Corporations, Commissions annually audited by Jun (1 report/year)

v) Placement of Annual Audit Reports before Assembly/Guvs President by Sep(6 report/yr)

\*\* Includes Capital + Revenue budgets.

8.1.1.2 Public administration

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Executive Functions of the Presidency	Improved whole of Government approach to addressing National Presidential Priorities by GoSS and State Institutions	Number of GoSS Institutions that can correctly articulate key National Priorities	Conduct baseline	Increase by 25% from baseline	Increase by 50% from baseline	Restructuring of the institution of the Presidency for post 9 <sup>th</sup> July 2011.	399	399	399	OoP	
			Conduct baseline	Increase by 25% from baseline.	Increase by 40% from baseline.	Develop and communicate annual statement of national priorities to South Sudan Institutions and the public.	1,650	1,700	1,800		
					Monitor and evaluate implementation of national priorities, including Governor's Forum resolutions.	2,280	3,000	3,000			
					Facilitate formulation of national vision and coordinate implementation.	653	653	653			
					Develop, monitor & analyse strategic national public policies.	13,722	13,800	13,800			
					Coordinate implementation of international commitments by Government Institutions (e.g. MDGs).	152,256	152,255				
					Enact effective communication and public relations strategy of the Presidency						
					Provision of advice to the						

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						President./Process presidential decrees /and orders. Ensure effective consolidation of key Government Institutions.					
Support to Cabinet and Executive	Enhanced quality of support to Cabinet and Executive	Proportion of Cabinet Submissions that correctly follow the established procedures  <b>Baseline:</b> 12%  Level of improvement of Institutional support services that enhance Cabinet decision-making and implementation.	30%	60%	80%	Train GoSS U/S, Ministers, Executive Directors in procedures on rules for Cabinet Submission Monitor level of implementation of Council of Minister's (CoM) Resolutions Establish rules and regulatory environment for CoM submissions Establish electronic systems to improve Agendas, Regulations. Coordinate with CoM participants to ensure sufficient functional capacity in electronic CoM systems. Evaluate and provide recommendations on performance of three technical clusters Develop and disseminate Cabinet Handbook  Undertake organizational				MoCA	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		Baseline = 15%	40%	65%	85%	<p>review of the Ministry of Cabinet Affairs.</p> <p>Establish appropriate organizational structure, define functions and accountability framework.</p> <p>Determine optimal establishment posts and develop job descriptions for all the approved positions.</p> <p>Determine skills requirement and accordingly fill the established positions.</p> <p>Develop and implement training plan and program to upgrade skills of staff.</p> <p>Review and update management coordination and work planning processes.</p> <p>Develop and implement effective monitoring and evaluation system to regularly assess performance of the Cabinet.</p>					
Promulgation of Legislation and oversight	Increase the capacity of the SSLA to effectively and	Number of bills submitted to SSLA, debated,	14	16	18	<p>Enacting new laws</p> <p>Oversight functions to the</p>				SSLA	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
functions to the Executives	efficiently carry its oversight function through review of the laws passed and increase the numbers of laws passed annually	and enacted into laws  <b>Baseline:</b> 12 laws passed in 2010				executives is conducted.  Completion of the construction of the 4 storey building  Renovation of the House of Speaker/D Speakers  Construction of the fence of the Assembly  Construction of cafeteria of the Assembly  Construction of parking yard  Purchase of ICT equipment and the handset  Purchase of office furniture  Purchase of equipment and supplies					
Promotion of Democratic Governance and effective Harmonious Executive –	To improve good governance, public policy analysis and strengthen parliamentary best practices at national	Public satisfaction with the functioning of Parliaments	Carry out baseline survey	50% improve ment	70% improve ment	Train and conduct exposure visits for MPs and Support staff to learn from other selected countries within the region & internationally	9,503	11,500	14,249	MPA	P2 P3 P4 P1
						Train political parties, civil	5,888	7,313	9,015		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
legislature relationship	and state levels					society and media forums in multi-party democracy, good governance, and gender and youth empowerment.					
		General public understanding of multi-party democracy and good governance system	Carry out baseline survey	20% improve ment	30% improve ment	Develop objective research and policy analysis mechanism.	3,827	5,352	6,153		
		<b>Baseline:</b> Re-evaluate the 2007/2009 baseline survey by both UNDP & Skills				Create conducive working environment for the Ministry, State MAPs and the Assemblies	23,390	16,702	17,808		
Public Service Management and Administrative Reform	Improved systems and policy environment for an accountable public service	Number of functional public service systems	3 systems and 4 policies	5 systems and 4 policies	9 systems and 5 policies	MoL&PS 2011 - 2013 Plan	200	75	100	MoL&PS	1
		<b>Baseline:</b> 2 systems				Develop Communication Strategy	248	318	320		2
		Number of policies disseminated				Staff career Development & retreats	200	250	300		3
						Draft and lobby enactment of Pensions Act	1,170	1,500	1,500		4

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		and implemented				Enhance functional HRIS					
		Baseline: 2 policies				Develop Job Evaluation, Grading and Remuneration Policy.	36,600	92,000	92,000		5
						Create functional Pension system & Pensions payments	4,600	2,700	1,900		6
						Draft and lobby for the enactment of Pensions Act	1,958	2,902	3,500		7
						Expand Payroll system	250	750	1,500		8
						Create functional HRIS	600	200	200		9
						Establish Data Collection Centre	483				10
						Information and Record Management System.	64	-	-		
						Scheme of Service for Record Management personnel	-	-	-		11
						Organization System (functions, structured and processes).	672	1,950	-		12
						Install functional Performance Management System		-	-		13
						Job Evaluation, Grading and Remuneration Policy.		206	206		14

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						Recurrent Expenditure Salary Operation Cost Capital	3,583 2,934 570	4,378 3,521 633	5,321 4,190 715		
Promote a merit-based public service	Improved meritocracy in public service at GoSS and State levels	Proportion of public servants correctly appointed in GoSS  Degree of satisfaction with work of CSC	Conduct baseline  Conduct baseline survey in GoSS & States institutions	Improve ment by 15%  Improve ment by 15% from baseline	Improve ment by further 15%  Improve ment by 30% from baseline	Review public service policy application by Government Institutions  Identify and improve public service policy needs  SSCSC, Capacity building  Construction of SSCSC  Institutional Development of SSCSC	   6,000 1,800 3,000 1,500	   6,000 1,200 2,400 1,500	   6,000 600 - 1,500	CSC	
Alleviation of injustices	Reduced injustices for the people of South Sudan, and an increased awareness of the remedies available when injustices occur	Percentage of cases of reported employees related grievances resolved.  <b>Baseline:</b> 81 % of grievances	85%	87%	97%  Raise the baseline	Structural reorganization & creation of additional key departments (personnel)  <u>Grievances Dept.</u> Redress of the public grievances relating to the public & private sectors	1,561  490	1,632  814	1,727  1,214	PGC	



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		resolved  More grievances presented for redress and less cases of people taking the law into their hands		Raise the baseline by 25%	by 50%	<u>Public Relations Dept.</u> Public education through the media & other forums to ensure dissemination & understanding of the procedures of grievance redress  <u>Research Dept.</u> Research for better methods & procedures of grievances redress  <u>General Admin.</u> * Commission supervision, running cost & capital equipment	140	240	340		
Development of Institutional and Human Resource Capacity	Enhanced coordination, application and development of knowledge and skills of public servants	Proportion of GoSS Institutions that conduct training that report on the effectiveness of training to MoHRD	40%	70%	100%	Coordinate and conduct a comprehensive training needs assessment  Establish a central GoSS training database  Develop and disseminate training policy Assist in introduction of	1,600	2,800	600	MoHRD	P1  P2  P1  P3

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		Baseline:20%				performance management system Construction of MDI	2,000	15,000	13,000		P4
Promotion of Foreign Relations & International Cooperation	Enhancement of Diplomatic Relations and international cooperation of the new State,	Number of International Treaties acceded to: -UN constituent Instruments -Succession in respect of Treaties, debts etc -Human Rights/Statelessness instruments - Telecommunication Instruments - Diplomatic/Consular relations -WTO agreements -Agreements on Fiscal matters -Climate Change -Terrorism and Organized	10	25	50	Accede to 40 - 50 International Treaties to meet the requirements of the new emerging State to the Community of Nations;	N/A	N/A	N/A	Ministry of Regional Cooperation (MRC)  After 9th July 2011  Ministry of Foreign Affairs and International Cooperation	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		Crime Instruments									
		Number of International & Regional Organizations membership applied for: (a) UN, ITU, ICAO, UPU, IMF, World Bank, WTO, EU & (b) AU, IGAD, EAC, Nile Water Basin Initiative, African Development Bank, Cotonou Agreement, etc;	(a) 4 (b) 3	(a) 5 (b) 5	(a) 7 (b) 7	Meet subscription requirements of at least 8 to 10 Regional & International Organizations;					
		Number of permanent Missions open: UN, AU, ICAO, WTO, IGAD etc;	2	4	6	Rent at least 5 offices and transfer staff to manage membership at these Missions;					
		Number of International Border regimes Agreement of which South Sudan is signatory to with	5	6	6	Succeed to 5 International Border regime agreements; Sign one additional Border regime agreement with the Republic of North Sudan; hold joint Bilateral International Border Commissions at least once					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		neighbouring countries; Kenya, Uganda, Ethiopia, Central Africa Republic, Congo, Republic of North Sudan;				per year with neighbouring countries as necessary;					
		Number of regional and international recognition for the new state;	53	77	127	Send 12 delegations to 12 regions of the world;					
		Foreign Service Law rules & regulations enacted;	1			Research & drafting process;					
		Upgraded 22 existing Missions/Liaison offices to Embassies and Consulates;	22			Raise South Sudan representation overseas to Diplomatic standard;					
		Increased the number of Embassies & Consulates from 22 to 35;	22	28	35	Open 15 new Embassies & Consulates;					
	Strengthening institutional, organizational &	New systems and structures established:	1a,b,c,d,e	1b,c,d,e	1b,c,d,e	Restructure to conform to Ministry of Foreign Affairs & International Cooperation;					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
	personnel capacities of the new ministry	-Diplomatic ranking structure -Financial system -Reporting system -Performance appraisal system -Documentation system;									
		Foreign Service Law, rules & regulations enacted;	1			Research & drafting process;					
		Increased staffing level from 257 to 407 staff members;	307	357	407	Recruit 150 new relevant staff;					
		3 departments upgraded to Directorates;	3								
		Purchased premises overseas to reduce high rental cost;	2	4	6	Buy 6 State-owned premises overseas;					
		Established institutional infrastructure:	1a & d	1b & d	c & d	Construct 1 Headquarters premises, 1 Diplomatic Institute and 1 Diplomatic					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		-New Ministry building, -Diplomatic Institute, Diplomatic Club, -new communication systems;				Club & ICT systems;					
		Trained 270 staff;	90	180	270	Induction & general training courses;					
		Trained 90 staff;	30	60	90	Advance training;					
		Specific skills developed;	30	60	90	ICT, Managerial, conflict resolution & negotiation skills;					
Local Government Policy and Decentralization Activities Coordination	To establish and strengthen Local Government Councils for effective service delivery	Proportion of Local Government Councils able to meet national standard guidelines of performance. <b>Baseline: 0%</b> , study to be conducted  Number of Councillors (total 2770)	20%  1385 Councillors and	50%  706 Councillors and	75%  679 Councillors and	1. Support the design and development of County Planning and Budgeting Systems in the 79 Counties. Pilot and maintain Project funding /financing system by county authorities  2. Create and establish Local Government Councils.  Carry out consultations for the creation of LG Councils	3,253  36	3,255  12	3,290  2	LGB	Act. 1 (1 <sup>st</sup> priority)  Act. 2 (2 <sup>nd</sup> priority)

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		and Chiefs (1285) trained	595 Chiefs	360 Chiefs	330 Chiefs	in the 10 state of South Sudan Survey and demarcate proposed boundaries of LG Councils Warranting of establishment of approved councils 3. Train elected Councillors and Chiefs.	42,530	22,898	15,229		Act. 3 (3 <sup>rd</sup> Priority)
Intergovernmental policy and co-ordination	Improve coordination, communication and implementation of GoSS policies to States and Independent Commissions	Number of States that implement Governor's forum (GF) resolutions and recommendations  <b>Baseline:</b> 2010 GF resolutions= 10 Resolutions / 2009 = GF resolutions = 8?	Conduct baseline of degree of implementation in all States	Eight States implementing GF resolutions successfully	Ten States implementing GF resolutions successfully	1. Conduct Governor's forum twice a year	350	550	1,400	OoP	4,1,3, 5, 2
						2. Conduct Study Tour on Decentralisation (IGC) of two senior State Officials to a regional country. Approximately five States per year	200	300	400		
						3. Train all ten State Liaison Office Coordinators in effective inter-governmental policy coordination and communication development	50	60	70		
						4. Evaluate degree of implementation of Governors' Forum Resolutions/Recommendation at State level.	200	200	250		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						5. Equip and Supply States Affairs Office in Juba	25	0	5		
Labour Administration	Improved and conducive environment for labour market	Number of functional labour market laws & policies	Law = 1		Law 1	Finalise Labour Act.	10	-	-	MoL&PS	1
						Lobby for Enactment Labour Act	-	-	-		2
						Develop and put in place employment policy	160	120	125		3
						Disseminate Labour Act.	15	-	-		4
						Develop trade union laws and policies	115	105	105		5
						Develop and put in place vocational training policy and curriculum	6,350	3,500	3,500		6
						Establish 2 vocational training centers	6,350	3,500	3,500		7
						Establish three state offices					8
						Recurrent Expenditure					
						Salary	5,057	5,563	6,119		
				1,375	1,513	1,664					
				655	852	1,107					
				Operation Cost							



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						Capital					
Public Service Policy Regulation and Accountable Public Service	Reduced civil service workplace disputes	Number of civil service grievance cases received and resolved by EJC	Update and verify baseline on magnitude of civil service employees disputes	20% reduction from baseline	40% reduction from baseline	Redress, consider and determine grievances from civil service employees to ensure justice at workplace		30	40	EJC	
						Update and verify baseline on civil service disputes received and managed		100	100		
						Develop grievance resolution management guidelines		500	500		
		Number of GoSS and State public servants who have knowledge of public service laws, employees rights and employer obligations	Baseline of level of knowledge	50% increase from baseline	75% increase from baseline	Train EJC officers on use guidelines		50	50		
						Conduct research on policy regulatory framework		250	250		
						Raise awareness of executive and public servants on Public service laws, and employees obligations		500	500		
						Review appropriateness of public service policies and their implementation		50	50		
Provide recommendations to Presidency on											

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						appropriates of public service policies and their implementation					
						Conduct baseline survey on compliance to chamber decisions		20	20		
						Construct EJC head office					
						Purchase vehicles for 7 states offices	3,430	1,200	1,300		
						Pay salaries and allowances to GOSS Employees s		2,050	2,050		
						Conditional transfer to states salaries, operating and capital expenditures		1,700	1,700		
								1,700	1,700		
Presidential Operations	Enhanced quality of support to the Presidency	Number of internal and external complaints received related to presidential operations	0	0	0	Provide security to the President and Vice President.	746	800	850	OoP	
						Coordinate and arrange for travel of President and Vic President.	26,000	27,000	27,500		
						Coordinate meetings and					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						manage protocol for President and Vice President.	653	653	653		
						Manage State House and other Presidential Residences	557	567	570		
						Complete renovation of President's Office.	12,000	0	0		
						Construction of Special Presidential and VIP Lounge at Juba airport.	57,000	0	0		
						Purchase of VIP cars for 9th July celebration	7,800	0	0		
						Construction of the Presidential Guesthouse and any new needs	36,801	36,900	37,000		
						Manage Office of the President and the Vice-President.	1,500	2,000	2,000		
						Arrange for study tours and internal Ministry strengthening activities.	42,000	43,000	43,000		
						Presidential Donations					

## 8.1.2 Economic development

### 8.1.2.1 Economic functions

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Development of Trade, Industry and Private sector in South Sudan	To Enhance the Competitiveness , innovative capacity and thus productivity of southern Sudanese enterprises.	1-Percentage Increase in trade(Export market) Baseline in 2010 = 0%	5%	10%	15%	1.1 Develop enabling and effective trade/industry laws & policy framework.	940	1,200	1,800	MCI	P1:Activity: 1.5, 1.1, 3.2, 2.1  P2: Activity: 1.2, 1.3, 3.1,  P3: Activity: 2.4, 1.4, 2.2, 2.3
						1.2 Establish export promotion department and Strengthen export strategic capacity	1,400	3,200	4,700		
						1.3 Develop export diversification strategies.	1,300	3,000	2,000		
						1.4 Facilitate domestic & international market access to MSME sector.	800	1,100	1,500		
						1.5 Conduct market assessments, baseline survey and data updates.	500	1,400	1,700		
		2. Percentage Increase in Domestic Production Baseline in 2010=0	5%	10%	15%	2.1 undertake feasibility studies and privatization of the South's 7 defunct industries.	6,600	7,900	9,400		
						2.2 Construct one wholesale commodity market and trade fair centre.	0,700	1,400	5,000		
						2.3 Development of grades and standards (Build at least one lab at the level of Goss)	2,500	2,700	4,300		
						2.4 Improve producers' agri-business skills (youth and women self-help group/cooperatives)	1,600	2,900	3,300		
		3- Number of local	300	500	1000	3.1 Develop and facilitate	1,200	1,600	2,100		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		enterprises. Baseline in 2010= 45 Source= MCI				appropriate entrepreneurship strategy & development programs (operation & management skills in SMEs, business forums, training tools, expert/consultant).					
						3.2 Facilitate access to financial support for local enterprises (through loans & grants).	0,500	7,500	5,000		
						3.3 organized and improve physical market infrastructures (MIS, market stalls, cubicals etc	5,500	6,500	8,500		
Development of Energy, Minerals and Mining Sectors	To promote and improve the exploration, development, production and utilisation of South Sudan's mineral, oil and other energy resources.	1.Mineral markets and miners associations Baseline 2010= 0	Organizing and establishing one artisanal miners associations	Establishment of one formal minerals market	Further establishment of another minerals market.	1.1. Capacity development of the artisanal and small scale miners.				MEM	P1=2.1 P2=3.1 P3=4.2 P4=6.1 P5=6.2 P6=2.3 P7=5.1 P8=.5.2
						1.2Promotional campaigns for the minerals industry by conducting a mineral exhibition in South Sudan.					
						2.1 Enforcement of the mining and petroleum laws and regulations and computerisation of mining cadastre and petroleum blocks systems and production of concession maps.					
						2.2 Monitoring of the exploration & mining activities to ensure best practices					
		2. Award new licenses and attract new mineral and oil exploration companies.	20	25	30						
		Baseline = 17 licensed minerals companies 2010.									
		Source: MEM mineral development records									
		2.3Sensitisation of the mining community on exploration and mining by foreign companies.									

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		3 Geological and mineralogical maps and data. Baseline= <5%	10%	20%	30%	3.1 set-up of well-equipped geo-scientific lab for rocks and minerals analyses					
						3.2 Establishment and setup of a professional library					
						3.3 Carry out field traverses and mapping of selected areas of high priority					
		4. Increase power supply to state capitals to 50 MW Baseline 2010= 30 MW	30	40	50	4.1 Build 2 mini hydro on River Yei					
						4.2 Feasibility study for Fula Rapids hydroelectric power plant					
		5. Increase oil recovery and a number of oil infrastructures in South Sudan.  Baseline 2010=0 Source= MEM	1	2	3	5.1 Building of three fuel depots a processing centre PTC in South Sudan.					
						5.2. Conduct feasibility studies for 2 refineries and one pipeline					
						5.3. Conduct Reservoir evaluation and monitor production development					
		<b>6. Establish a petroleum resource account</b>  <b>Baseline 2011 =0</b> <b>Source=MEM</b>	Establish petroleum database	Acquire additional geo data	Complete interpretation and prepare accounts	6.1 Establish data management system with HW/SW					
						6.2 Transfer petroleum data from Khartoum					
						6.3 Acquire and process geophysical data					
						6.4 Interpret data and complete risk assessment					
						6.5 Procurement of mining Cadestry equipment and tools					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						<b>Sub Total</b>	<b>83,865</b>	<b>99,136</b>	<b>119,481</b>		
Improve access to Public Information	Increase access to Public Media and improve the broadcasting quality of the Radio and the TV. in the Whole South Sudan	1.1 Number Of Licenses issued for F.M. Radios and Newspapers. <b>Baseline=32 F.M</b> Baseline =8 Newspapers Source -- <b>MOI</b>	32	35	38	1.1 Enactment of the four bills for Public Information, Print media, and Broadcasting	-	-	-	MOI/ SSR&TV	
			8	10	12	1.2 Issuing of Licenses	-	-	-		
		2. Number of States that have Radio Relay Station <b>Baseline = 0</b> Source: - <b>SSR&amp;TV</b>	4	10	10	2.1 Procurement of Radio Broadcast equipment,	9,457	1,710	-		
						2.2 Constructions of Radio Studios and Relay stations	7,430	196	-		
		3. Average TV Broadcast Time <b>Baseline: 6 hours /day</b> Source: - <b>SSR&amp;TV</b>	8	12	18	3.1 Construction and equipping of TV Studio,	-	20,233	-		
						3.2 Procurement of TV O.B. Van	-	7,360	-		
						4.1 Relocating of Radio Transmitter	-	-	180		
						4.2 Consultancy Work for Design of a multi-storey Complex	-	-	6,000		
						4.3 Capacity building	90	144	180		
						<b>Sub Total</b>	<b>16,977</b>	<b>29,643</b>	<b>6,360</b>		
Development, Provision, and Management of Electricity Power Supply	To increase the generation, transmission and distribution of sustainable	Number of customers connected. baseline 2010 = 22,000 customers	31,500	41,000	48,000	1.1 Procurement and installation of distribution equipment ( conductors, insulators, conductor support towers, electric poles, and	9,000	7,880	7,890	SSEC	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
	and reliable electricity					transformers) (Wau)					
						1.2 Procurement and installation of prepaid meters (single phase, three phase, and high currents)	15,000	15,000	8,800		
						1.3 Operations & Maintenance ,(Fuel and Lubricants)	246,340	462,680	720,400		
		Installed capacity in Mw. Baseline 2010 = 27.4 (Mw) Source: SSEC Directorate of Planning and Projects.	36.4	76.4	96.4	2.1 To complete construction and operation of Bor, Yambio, and Rumbek (3 MW each)	8,100	-	-		
						2.2 Procurement, installation and operation of 40 Mw generators in Juba.	90,000	70,000	20,000		
						2.3 Construction of 1X11/33 KV Step up sub-station in Juba	800	750	465		
						2.4 Construction of 3X33/11 KV step down substations in Juba	800	750	470		
						2.5 Construction of 3X33 KV/11 KV feeder lines in Juba.	4,000	3,500	3,300		
						2.6 Extension of the existing distribution network system in Juba.	9,000	8,200	8,000		
						2.7 Procurement, Installation & operation of a 5 MW plant at Torit, Kwajok, Aweil & Bentiu respectively.	25,000	30,000	35,000		
2.8 Construction of Distribution network systems at Torit, Kwajok Aweil & Bentiu	15,000	15,000	18,000								



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		Number of MW tapped into through Interconnection of 220 KV transmission line from Renk town to Malakal (320 Km) Base line 2010 = 40 Mw	40	80	140	3.1 Signing of Bulk Power Purchase Agreement (BPPA ) with Northern Sudan Power Authority	200	100	100		
						3.2 Procurement of materials (capacitors, Reactors, towers, three substations for Melut/Folouj, Jalhag and Malakal)	See3.4	See3.4	See3.4		
						3.3 Construction of (3X 60 MVA) substations in Melut/Folouj, Jalhag and Malakal	See3.4	See3.4	See3.4		
						3.4 Construction of a 220 KV transmission line from Renk to Malakal (320 Km).(3.2/3.3/&3.4)included	67,500	-	-		
						3.5 Construction of distribution networks in 3 substations (Melut/Folouj Jalhag and Malakal)	11,300	12,400	14,930		
						3.6 Extension of Malakal and Renk distribution networks	-	-	-		
Establish and Improve Telecommunications, Postal Services and IT	To increase coverage, access, usage and Literacy of ICT and Postal Services in South Sudan	1. Number of counties with at least one base Telecom station <b>Base line: 2010=61</b> <b>Source: Telecom Services Providers &amp; MTPS</b>	67	73	79	1.1 Processing Country Code & Internet Domain Name	600	600	600	MTPS, Telecom Operators & Courier Services Providers	(a) Activities 1.1 1.2 1.3 2.1
						1.2 Full ITU membership application	165	165	165		
						1.3 Procurement of Spectrum Management machine	600	600	600		
						1.4 ICT Institute	2,000	2,000	2,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		<b>2.</b> Establishment of exchange office & opening of states offices <b>Base line: 2010=4</b> <b>Source: MTPS</b>	8	10	12	2.1 Establishment opening of exchange office & Airport operation Unit	27,560	43,388	32,194		<b>1.4</b> <b>(b)</b> <b>Activities</b> <b>2.2</b> <b>2.3</b>
						2.2 UPU/PAPU Membership & Contractual Consultancy	330	330	330		
						2.3 Hiring for reproduction & Printing of Postage stamps	3,598	4,000	400		

### 8.1.2.2 Infrastructure

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Roads & Road Transport Development	Improved interstate, trunk and feeder roads routinely maintained on sustainable basis and roads safety to enhance economic growth	Length of asphalted trunk road network under construction/completed Baseline: 0 km	150 km	500 km	752 km	<b>Ongoing or funded activities:</b> - Design and Construction of Juba-Nile Bridge (JICA) -Construction of 192km of road (Juba-Nimule) to DBST (USAID). - Operationalize newly created Roads Authority -Implement roads policy, strategic plans and roads design specifications -Capacity building for engineers and technicians <b>Additional activities:</b> - Construction of the remaining 560 km of trunk roads to DBST <sup>69</sup> , Juba-Yei-Kaya (240 km), Juba-Torit-Nadapal (320 km) -Feasibility studies (including ESIA) and detailed designs of main trunk and interstate roads (3000 km)	1,500 200 500 0 2,500	15,000 450 750 748,200 30,000	30,000 500 900 730,820 27,500	MTR/States and DP	
		Length of constructed engineered roads	363km	1065km	2000km	<b>No ongoing activities</b> <b>Additional activities:</b> -Feasibility studies (including ESIA) and detailed	0 0	7,000 146,450	6,000 315,375		

<sup>69</sup> Double Bitumen Surface Treatment

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		Baseline: 363 km of interstate and feeder roads constructed to engineered roads standard in 2010				designs (637 km) -Construction of 1,637km of interstate and feeder roads to engineered standard (Juba-Mundri-Muvolo-Rumbek-Wau-Aweil), (Juba-Terekeka-Yirol-Leer), and other priority feeder roads					
		Length of roads under maintenance with safety provision Baseline: 1750km of roads is under maintenance and safety provision.	500km	2,000km	4,500km	<b>Ongoing or budgeted activities:</b> -Maintenance of 1000 km of interstate roads and bridges -Installation of roads safety signs -Rehabilitation of roads <b>Additional activities</b> - Maintenance of 12,5000km of interstate and feeder roads (including bridges) -Improvement of black spots -Installation of three weighbridges on the main entry points to South Sudan. - Establishment of Roads Maintenance Fund	375,406	500,000	650,000		
Air, River & Rail Transport Development	Air, river and railway transport facilities are established and improved to meet	Number of airports meeting ICAO minimum standards	1	3	5	<b>Ongoing or budgeted activities:</b> -Upgrading of the 6 states airports to meet ICAO standards	33,000 1,333,000	300,000 1,300,000	500,000 1,500,000	MTR States and DP	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
	minimum standards and facilitate access to markets	Baseline: None of the airports in S. Sudan meet ICAO standards				<ul style="list-style-type: none"> <li>- Upgrading and expansion Juba Airport to international standards</li> <li>- Capacity building for professionals, and ground engineers</li> </ul> <p><b>Additional activities</b></p> <ul style="list-style-type: none"> <li>-Extension of the runway by additional 900m</li> <li>-Supply of Specialised safety and security equipment for Juba Airport.</li> <li>-Installation of Radar to monitor South Sudan Air space.</li> <li>-Establishment of a civil aviation authority</li> </ul>					
		Length of river channels navigable to Maritime Standards Baseline: 0	0km	900km	1500km	<p><b>Ongoing or budgeted activities</b></p> <ul style="list-style-type: none"> <li>- Capacity Building for senior and junior staff on port management</li> <li>- Dredging of 1,500 km of river channel along the River Nile</li> <li>- Installation/provision of Navigation Aid.</li> <li>-Upgrading of Juba river port to maritime standards</li> </ul> <p><b>Additional activities:</b></p> <ul style="list-style-type: none"> <li>- Install cargo handling facilities for port in Shambe,</li> </ul>	21,500	600,000	350,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						Bor, Adok, Malakal, Renk, Malut					
		Length of rail line operationalised and constructed Baseline: 0 km (250 km of rail line partially operational)	100km	250km	400km	<b>Ongoing or budgeted activities</b> - Rehabilitation of Houses along Wau-Aweil-Babanusa Rail-Line - Feasibility Study on Wau-Yambio-Rumbek-Juba-Torit-Nimule Rail Line - Capacity building for senior and junior staff on rail management <b>Additional activities:</b> - Establish an institution to manage and regulate railway transport - acquire necessary assets to operate rail lines - Construct additional 150km of rail line	3,000	15,000	350,000		
							3,000	3,000	350,000		
Housing Development & Physical Planning	To facilitate acquisition of dignified housing	percentage of population that has access to dignified housing (Baseline: 12% in 2010)	14%	17%	20%	<b>Ongoing or budgeted activities:</b> - upgrading of slum areas in 3 towns - Pilot housing scheme for 1000 families of civil servants at GoSS and State level - Construction of storage and building material testing	500	2,000	1,000	MHPP, States	
							50,000	100,000	100,000		
							1,000	2,000	4,000		
							100	200	200		
							500	2,500			
							21,000	25,000	25,000		
							350	750	1,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						facilities - South Sudan Housing Policy, legal framework and regulations adopted and dissemination - Development of urban master plans for the remaining 6 state capitals - Routine maintenance of GOSS and State buildings -Capacity Building, training and research					
						<b>Additional activities:</b> -Acquisition and development of gazetted land and land bank in all 10 states for construction of 5000 housing units through private sector engagement (e.g. planning, provision of infrastructure and public utilities) - Construction of 500 housing units for vulnerable groups in all 10 states - upgrading of slum areas in 7 towns	500	5,500 10,000 7,500	4,000 20,000 7,500	MHPP, States	
Development, Provision and Management of Urban sanitation	Facilitate access to improved Urban Sanitation	Percentage of urban population with access to	38%	40%	42%	<b>Ongoing or budgeted activities</b> - Maintenance and operation of sewage and	150 650 500	200 400 1,000	300 1,000	MHPP, States	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Facilities		improved sanitation. Baseline: 36.8% of urban population have access to sanitation facilities				solid waste management facilities in Juba town - carrying out feasibility studies for the construction of oxidation ponds, landfill sites (MDTF) - Needs assessment and capacity building for urban sanitation carders at GOSS and States level					
						<b>Additional activities</b> - Rehabilitation and enlargement of sewage and solid waste management facilities in Juba town - Scaling up of sanitation activities in the state capitals and other major towns (e.g. construction of oxidation ponds, landfill sites, provision of vacuum tankers, solid waste vehicles and garbage containers.) - carry out pilot projects for economic viability of public-private partnership in management of sewage and solid waste services, incl. identification of standard unit costs for sewer and solid waste services - Establishment of a legal,	250	150	3,750 30,000 4,500 300 4,000		



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						institutional and regulatory framework for urban sanitation, incl. consultation with States for sanitation management - Establishment of management structures and supply chains for operation and maintenance of sanitation facilities					
Development, Provision and Management of Urban Water Facilities	Accelerated provision of safe water to urban areas	percentage of urban population with access to potable water Baseline: 34% <sup>70</sup> in 2010	35%	38%	45%	<b>Ongoing or budgeted activities</b> - Rehabilitation and extension of urban water supply systems in and Wau (USAID), piloting in Yei (GIZ) - Operating costs SSUWC HQ and areas - Salaries for SSUWC HQ and areas - Construction and equipping of SSUWC offices - Capacity development for urban water carders (USAID, JICA, GIZ) - Feasibility studies, designs	15,000 2,250 6,000 1,600 2,500 4,000	4,000 4,500 12,000 1,600 4,000 7,000	4,000 4,500 12,000 1,600 2,100	SSUWC	

<sup>70</sup> As per the 2010 Southern Sudan Household Survey, the overall access levels to safe water and improved sanitation in South Sudan are 67.7 % and 14.6% respectively. However, 30-50% of the existing drinking water facilities are non-functional. This translates to a low coverage rate of about 40%. These figures do not take into account poor water quality due to uncontrolled human excreta and solid waste disposal. Further, according to the definition of access to improved source of water by WHO, which recommends 30 minutes for a round trip to collect water, the access decreases to approximately 34%.

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						for water supply systems in Torit, Rumbek, Kuajok, Aweil, Bentiu, Yambio, Bor (MDTF) and Yei (KfW)					
						<b>Additional activities</b> - Operationalisation and maintenance: 1. metering system (incl. supply of equipment) towards improvement of billing and customer service, etc.; 2. repair and extension of distribution networks and consumer connections; 3. establishment and equipment of urban water maintenance teams - Construction of new water supply systems in Juba (JICA), state capitals, Yei (KfW), and other major towns - Upgrading and absorption of periurban small water systems under urban water supply management - Improve and sustain the supply chain for water treatment chemicals - Skills and knowledge		7,500	10,000		
								150,000	250,000		
								2,000	4,000		
								5,000	8,000		
								600	1,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						development and trainings for urban water personnel					
Water Resources Management, Development, Utilisation and Provision of Sanitation Services	Sustainable management of water resources to enhance access to safe water and improved sanitation services; and other uses	Percentage of rural communities with access to safe water Baseline: 34% in 2010	36%	38%	40%	<b>Ongoing or budgeted activities by MWRI</b>	1,083	2,166	2,166	MWRI, States	
						- Salaries and operational costs of the Directorate of RWSS	4,580	4,330	4,310		
						- Construction/rehabilitation of water supply facilities for 87,500 people		100	100		
						- Promote handling of safe water					
						<b>Ongoing or budgeted activities by DPs</b>	27,130	20,450	6,105		
						- Construction/rehabilitation of water supply facilities, including community-based management systems with representation of women (MDTF, UNICEF, BSF, Egypt, etc)	336	336			
						-Strengthen management capacity of State Directorates to supervise and monitor drilling (MDTF)	579	189	189		
						- Strengthen O&M capacities at state, county and community levels through training, supply of spareparts, equipment/tools and establishing mobile maintenance teams in					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						counties (MDTF, UNICEF, SDC, etc)					
						<b>Additional activities</b> -Operationalise and sustain information management systems (e.g. for established facilities and resources) - Construction/rehabilitation and upgrading of water supply facilities, incl. guinea worm endemic villages - 100 safe water points for institutions (health centres, schools commercial places)		200	200	MWRI, States	
								25,00	50,00		
								3,000	3,000		
		Percentage of rural communities with access to improved sanitation	10%	12%	15%	<b>Ongoing activities by MWRI</b> - Construction of public latrines in 10 towns to be managed by women and youth groups	150	150	150	MWRI, States	
		Baseline: 9.3 % in 2010***				<b>Ongoing or budgeted activities, DPs</b> - Construct 200 institutional latrines in health centres, schools (MDTF, UNICEF, BSF) - Construct 3698 household latrines (BSF) - Training of WASH committees and hygiene promotion in communities and schools, incl. HIV/AIDS	5,373				
							4,165				
							1,875	1,572	60		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						(MDTF, BSF, UNICEF, GIZ, SDC)					
						<b>Additional activities</b> - Scaling up improved sanitation through participatory approaches (e.g. CLTS) - Construct 200 institutional/public latrines - Training of WASH committees and hygiene promotion in communities and schools, incl. HIV/AIDS		15,000	20,000		
								3,000	4,200		
									1,800		
		Increase volume of fresh water harvested and stored Baseline: 1 mil. m <sup>3</sup> 2010	2 mil. m <sup>3</sup>	4 mil. m <sup>3</sup>	7 mil. m <sup>3</sup>	<b>Ongoing or budgeted activities, MWRI</b> - Construct 2 water storage structures (120,000m <sup>3</sup> ) - Development/operationalisation of legal, institutional and investment framework as per the GOSS WASH Sector Strategy -Salaries and operational costs for Directorates of WRM and General Administration - Construct and equip state offices, stores, laboratories -State transfers for salaries and operating costs	1,500	1,500	250	MWRI, States	
							250	500	7,640		
							3,820	7,640	4,150		
							4,400	5,534	5,000		
							2,500	5,000			
						<b>Ongoing or budgeted</b>					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						<b>activities, DPs</b> -Construction/rehabilitation of 15 water storage structures (560,000m <sup>3</sup> ) (MDTF, SRF, BSF) -Construction of laboratories and perimeter walling in States (MDTF)	6,617 2,000	9,050 4,510			
						<b>Additional activities</b> - Secure funding and start construction of Sue multipurpose dam (2bcm) (designs by Egypt). To be coordinated with MEM and others - Construction/rehabilitation/ restoration of 30 haffirs, barriers and ponds (5 mil. m <sup>3</sup> ) (10 sites identified under MDTF) - Acquire land and construct Ministry Headquarters building		600,000 17,000 4,000	600,000 21,500 6,000		
		Length of rivers opened and flood control dykes embanked Baseline = 0 km in 2010	100km	300km	1000km	<b>Ongoing or budgeted activities, DPs</b> -Opening of 500km of blocked water courses in Bahr el-Ghazal Basin (Egypt) <b>Additional Activities</b> - Opening of 250km of	6,550	13,100 9,750 15,000	13,100 9,000 15,000	MWRI, States	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						blocked water courses in Sobat Basin (assessment by AfDB) - Carryout surveys and dredging of blocked water courses in Lakes					
			100km	200km	300km	<b>Ongoing or budgeted activities, MWRI</b> - Embank 50 km of flood control dykes <b>Additional activities</b> -Embank 250 km of flood control dykes	3,250	6,000 20,250	26,000		
		Area mapped/assessed for water resources (Baseline 0%) and cultivable area in feddan (fed) covered with irrigation facilities (Baseline 2,000)	2%	8%	10%	<b>Ongoing or budgeted activities, MWRI</b> - Establish/rehabilitate 31 gauging and 19 discharge measurement stations - Establish 4 groundwater observation wells - Installation of survey and other water data equipment -Salaries and operational costs for the Directorate of Hydrology and Survey and the Directorate of Planning	100 1,489	3,900 140 200 2,978	5,850 140 200 2,978	MWRI, States	
						<b>Ongoing or budgeted activities, DPs</b> - Map, assess and monitor water resources in Kurun, Northern Bahr el- Ghazal	4,900 75 3,100	4,411 150 3,100	2,629 150 3,100		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						State, Sobat Basin, Yei (MDTF, SDC, AfDB, GIZ)	4,050	3,900	2,250		
						-Mainstreaming groundwater into Nile Basin management (IAEA/GEF)	1,675	1,675			
						-Establishment of 9 river measurement stations including provision of boats (Egypt)					
						- Capacity development and training for WASH professionals, including secondary school leavers youth who have entered into service (MDTF, GIZ, NBI, UNICEF, Egypt)					
						- Rehabilitations and extensions at Amadi Training Centre (MDTF)					
						<b>Additional activities</b>					
						- Water resource assessment in Upper Bahr el-Jebel sub-basin (27,000 km <sup>2</sup> ) (studies by Netherlands)		2,250	2,250		
						- Establishment of meteorological stations		200	100		
						- Completion and operationalisation of Amadi as training, maintenance and research centre (concept paper prepared by		4,500	6,000		



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						the Netherlands)					
			3,000 fed	6,000 fed	10,000 fed	<b>Ongoing or budgeted activities, MWRI</b> - Construct/rehabilitate irrigation infrastructure covering 3,600 fed to pilot/demonstrate water management for agriculture -Salaries and operational costs of the Directorate of Irrigation and Drainage <b>Additional Activities</b> -Scaling up irrigation development covering 4400 feddans. To be carried out in collaboration with MAF under public-private partnership <sup>71</sup> .	11,750 2,783	15,670 5,566 32,000	11,750 5,566 56,000	MWRI, MAF	

<sup>71</sup> The costs indicated shall be split among GoSS and private sector investors.

8.1.2.3 Natural resources

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Agriculture and Forestry	To increase crop production and land/ vegetation cover.	1. Sustained increase in cereal crop production, and overall production increase of other major food crops. <i>(baseline 2010: estimated traditional sector cereal production was 0.695 million Mt - last 5 years average was 0.744 million Mt)</i>	n.a.	n.a.	Cereal production consistently above 1.0 million Mt per year	Support for <b>developing capacity</b> of sector <b>institutions and facilities</b> , for formulation of institutional frameworks, policy design, project formulation, and for effective <i>coordination of development support</i> provided by international partners; including international expertise support for preparing a sound scientific and technical foundation for the elaboration of a long-term Agricultural Development Master Plan based on a thorough <b>Agricultural Sector Review</b> .	1.6	3.0	4.0	MAF/ Directorate of Agriculture	1
						Support for increasing food <b>crops production through increased productivity</b> (access to inputs and technology, including crop protection, irrigation and water harvesting schemes, mechanization and post-harvest facilities).	17.0	32.0	35.0		
						Support for improving preparedness for, and effective response to, food and agricultural <b>threats and emergencies</b> .	6.0	20.0	20.0		
						Support for improving the <b>reintegration</b> (through agriculture production) of <b>returnees</b> , including land tenure security and conflict mitigation, and related support for DDR programmes for reintegration of <b>ex-combatants</b> in the agricultural sector.	9.0	45.0	45.0		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						Support for agricultural <b>extension services, research and training.</b>	13.6	15.0	17.5		
		2. Gradual and sustained increase in tree vegetation cover through tree planting, reforestation and forest protection. <i>(baseline 2010: 21,396,199 hectares of natural trees and plantations – FAO/EU SIFSIA land cover database)</i>	n.a.	5 additional tree nurseries established <i>(additional 1.2m hectares)</i>	5 additional tree nurseries established <i>(additional 1.2m hectares)</i>	Support to forestry extension, research and training; Support to reforestation, and developing plantations for wood and non -wood production.	9.9	12.0	14.0		
General Administration	7.9					9.0	10.5				
Transfer to development projects ( rice, sorghum and maize) for production in irrigated and rain fed mechanized agricultural schemes	0					10.0	15.0				
State transfer	15.0					20.0	30.0				
<b>Sub-total</b>	<b>80.0</b>					<b>166.0</b>	<b>191.0</b>				
Animal Resources and Fisheries	To increase production of livestock and fish commodities.	1. Gradual and sustained increase of production and market supply of meat and milk. <i>(baseline is MARF Strategic Plan 2006-10 and 2010 MDTF project assessment report)</i>	70 Mt of meat	123 Mt of meat	157 Mt of meat	Institutional and policy development, monitoring and review.	1.8	3.5	5.0	MARF	6
			4,750 lt of milk	5,000 lt of milk	5,250 lt of milk	Support to animal health delivery services, including epidemic surveillance.	6.3	7.0	8.0		
						Develop animal production and range management capacity (dairy, beef, poultry, and emerging livestock).	1.0	6.9	8.7		
						Enhance marketing and investment capacity for livestock sectors. <i>(figures to be reviewed)</i>	-	-	-		
						Develop capacity for research and extension service delivery.	3.5	4.5	6.4		
		2. Sustained increase of production and market supply of fish				60,000 Mt	80,000 Mt	100,000 Mt	Enhance marketing and investment capacity for fisheries sectors; Develop capacity for fisheries and aquaculture		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking		
			2011	2012	2013		2011	2012	2013				
		<i>(baseline 2010: estimated by GTZ/FAO survey report fresh fish production/catch was 40,000 Mt)</i>				sector. <i>(figures to be reviewed)</i>							
						General Administration	10.2	12.0	15.0				
						State transfers	19.0	30.0	35.0				
						<b>Sub-total</b>	<b>43.9</b>	<b>69.5</b>	<b>87.1</b>				
Wildlife and Tourism	To protect wildlife populations and promote related tourism activities.	1. Wildlife: Increase in number of square kilometres under improved protected area management <i>(baseline 2010<sup>72</sup>: 16,000 km<sup>2</sup> (19%) of a total area under national parks and games reserves of 85,045 km<sup>2</sup> - MWCT/WCS GIS database, 2011)</i>	n.a.	n.a.	increased to 38% (32,000 km <sup>2</sup> ) of PA estate by 20%	Anti-poaching and law enforcement	39	60	75	MWCT	5		
							Development of protected areas infrastructure	1.2	3.2			3.5	
							Development, review and implement wildlife and protected area policies, laws and regulations	1.1	2.5			3.7	
							Research and Monitoring (including wildlife population surveys)	1.3	2.5			3	
							Conservation education	0.7	1			1.5	
				2. Tourism: Increase in number of tourists visiting protected areas by opening national parks to tourists. <i>(baseline 2010: 34 for Nimule only)</i> .	n.a.	n.a.	to 500 per year	Develop, review and implement tourism policies, laws and regulations as well as developing a tourism development strategy/ master plan	0.1			5	10
						Development of tourism infrastructure		3.9	5.5			13	
			Encourage private sector investment in Tourism and Hotel industry, including the development of marketing strategy		0	5		7.6					

<sup>72</sup> PA management baseline of 16,000 km<sup>2</sup> represents half of Boma NP and one third of Badingilo NP under improved management (i.e. a preliminary management strategy being implemented on the ground with active ranger patrols). The official total wildlife protected area network (85,045 km<sup>2</sup>) currently covers six national parks and ten game reserves

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						and production and dissemination of tourism information					
						Development of capacity building of Wildlife & Tourism Staff	1.8	3.6	5.4		
						General Administration	19.1	30.6	35		
						<b>Sub-total</b>	<b>143</b>	<b>219.2</b>	<b>258.2</b>		
Land Regulation/ Management	To develop, implement and enact land policies and respective laws for land tenure security and conflict prevention.	Land tenure policies and laws enacted and monitored. <i>(baseline 2010: Draft Land Tenure Policy and Draft Regulatory Land Laws prepared)</i>	n.a.	n.a.	Land Tenure Policy and Regulatory Land Laws enacted, implemented and monitored	Development and implementation of land policy and laws for South Sudan.	0.7	2.8	3.0	Land Commission; Law Enforcement Agencies; Traditional Local Authorities.	3
						Mediation & Arbitration on land disputes.	0.2	3.0	5.0		
						Research on land tenure and land use and ownership.	0.2	1.7	2.3		
						Provision of offices and institutional set-up at central level and in the ten States to implement land policy & laws.	1.1	10.5	12.5		
						<b>Sub-total</b>	<b>2.2</b>	<b>17.0</b>	<b>22.8</b>		
Co-operatives and Rural Development	To develop policies/ strategies, and enhance capacity building of rural cooperatives and community based associations.	Increase in number of rural farmers cooperatives established and/or capacity improved. <i>(baseline 2010: 200 rural farmers cooperatives are established - MCRD reports).</i>	300	400	500	Policy formulation and strategy development.	1.9	2.5	4.5	Ministry of Co-operatives and Rural Development	8
						Support to cooperatives formation & development.	3.5	15.0	15.0		
						Support to community development.	3.7	10.0	15.0		
						Training, research and outreach for community development.	2.9	4.4	5.5		
						Support for creating an enabling environment for upgrading rural infrastructure, access to rural finance, and marketing.	3.0	15.0	20.0		
						Support to rural livelihoods projects	0	20.0	25.0		
						General Administration	3.5	4.5	5.0		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						State transfers	7.0	14.0	21.0		
						<b>Sub-total</b>	25.0	85.4	111.0		
Environmental Management	To protect and sustainably manage the natural resources environment for present and future generations.	Natural resources protected from significant adverse environmental impacts.	n.a.	n.a.	50% of large scale investment proposals are screened by EIA.	Development of environmental policies, laws and environmental process	0.5	1.0	2.0	Ministry of Environment	4
						Raising environmental awareness.	0.5	2.0	2.5		
						Survey of wetlands and biodiversity of South Sudan.	0.5	1.0	2.0		
						Environmental profiling and research.	0.3	3.5	4.5		
						Development of an Environmental Information Centre.	1.0	7.0	10.0		
						General Administration	3.2	3.5	4.0		
						State transfers	2.5	15.0	17.0		
						<b>Sub-total</b>	8.5	33.0	42.0		

### 8.1.3 Social and human development

#### 8.1.3.1 Education

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
Enhancing education quality	Provide qualified teachers, academic staff and a relevant curriculum for general education	Teacher:pupil ratio	Overall primary 1:53	Qual. primary 1:87 (34,678 teachers)	Qual. primary 1:69 (41,715 teachers)	Qual. primary 1:50 (50,060 teachers)	Pre-service training of 2,000 primary school teachers at a unit cost of SDG 5,400 per teacher per year	10,800	10,800	10,800	MoE (GoSS and States)  Partners	1
			Qualified Primary 1:111 (26,658 teachers)	Qual. secondary 1:21	Qual. secondary 1:16	In-service training of 3,000 primary school teachers at a unit cost of SDG 1,575 per teacher per year	4,725	4,725	4,725			
			Overall Secondary 1.15	Qual. secondary 1:22		In-service training of 2,000 mathematics and science primary school teachers at a unit cost of SDG 350 per teacher per year	700	700	700			
			Qualified secondary 1:24			Recruit 23,402 qualified primary teachers to bring the teacher:pupil ratio to 1:50 based on 92% projection by 2013, at an average salary of 708 SDG per teacher	68,128	127,913	198,813			
						Construct and equip 7 teacher training institutes (TTIs) at a unit cost of SDG 12 million per TTI	840	24,948	58,212			
						Construct and equip 10	1,820	54,054	126,12			

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							county education centres (CECs) at a unit cost of SDG 7 million per CEC			6		
							Strengthen process for teacher accreditation and certification at SDG 450,000 per year	450	450	450		
							Enrol 12,058 students at technical schools at a unit cost of SDG 5,400 per student per year	13,657	19,057	32,400		
		Percent female teachers at primary and secondary level	Primary 12% Secondary 11%	Primary 14% Secondary 12%	Primary 18% Secondary 17%	Primary 30% Secondary 25%	Recruit 1,400 secondary teachers at unit cost of grade 9 salary level per teacher	2,016	11,760	21,504		
											Train 900 secondary teachers at a unit cost of SDG 1,575 per teacher per year	473
		Establishment of learning assessment system			System and baseline in place	System operating	Develop routine learning assessment system for primary, secondary and technical schools at a cost of SDG 1 million per year	1,000	1,000	1,000		
		Textbook: pupil ratios by subject for primary & secondary	Primary (English & math) 1:4 Secondary (English 1:4, math	Primary 1:3 Secondary 1:4	Primary 1:2 Secondary 1:1	Primary 1:1 Secondary 1:1	Procure 5.6 million textbooks for primary, AES and ECD at a unit cost of SDG 10 per text book for 2 years (assume 0.6 textbook wastage)	22,400	33,300	6000		
											Purchase 576,500	5,765



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
			1:5)				textbooks for secondary at a unit cost of SDG 30 per text book.					
		Primary, secondary and technical curricula with integrated HIV/AIDs and env. protection			Revised curricula HIV/AIDS prevention	Curricula with HIV/AIDs prevention in use	Review curriculums for primary, secondary and technical schools at a cost of SDG 2million	400	800	800		
Increasing access and improving efficiency of the educational system	By 2013 South Sudan is on track to achieve universal access and completion of free primary education and has expanded equitable access to post primary education	GER inclusive of ALP & CGS	Total: 78% Boys: 88% Girls: 61%	83%	87%	92%	Develop and disseminate educational policies at a unit cost of SDG 60,000 per policy area for 20 policies	200	500	500	MoE (GoSS and States) Partners	2
		NER inclusive of ALP & CGS	Total: 46% Boys: 53% Girls: 39%	49%	55%	65%	Construct 800 Community Girls classrooms under AES at a unit cost of SDG 10,000 per classroom	1,000	3,500	3,500		
							Construct 80 Girls Boarding Schools at a unit cost of SDG 3,000,000 per school.	30,000	105,000	105,000		
		Classroom:pupil ratio with gender segregated latrines for primary &	Classroom Primary 1:248  Classroom secondary	Classroom primary 1:220	Classroom primary 1:199	Classroom	Construct 4,000 classrooms with latrines at a unit cost of SDG 90,000 per classroom	31,500	76,500	90,000		
							Build 1,250 six-door latrines for primary school	0	9,375	13,125		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		secondary	1:52	Classroom secondary	m secondary	m secondary	and water points for boys & girls at a unity cost of SDG 18,000 per unit					
			Latrine Primary 1:85	Latrine secondary 1:59	Latrine primary 1:60	Latrine primary 1:69	Build 23 six-door latrines for secondary school at a unit cost of SDG 18,000	180	234	0		
			Latrine Secondary 1:68	Latrine primary 1:75	Latrine secondary 1:60	Latrine primary 1:56	Improve school environment by planting wind breakers and clearing playgrounds at a unit cost of SDG 2,000 per school for 3,000 schools	3,000	3,000	0		
				Latrine secondary 1:58	Latrine secondary 1:51	Latrine secondary 1:45						
		Dropout rate	Total: 34% Boys: 31% Girls: 48%	Total: 30%	Total: 25%	Total: 15%	Introduce capitation grant for primary, secondary and AES students at a unit cost of SDG 5 per student per school year	14,573	16,013	17,453		
								Introduce bursaries for 5,000 girls in primary and secondary school at a unit cost of SDG 200 per student per year	1,000	1,040		
		Gross enrolment secondary education	Total: 4% Boys: 6% Girls: 3%	Total: 5%	Total: 6%	Total: 8%	Build 10 model secondary schools (one per state) at unit cost of SDG 6million per school	600	17,820	41,580		
							Build 67 secondary schools (including girls schools) at a unit cost of	14,792	26,104	26,104		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							SDG 1million per school					
							Construct 3 commercial secondary schools in the 3 greater regions at a unit cost of SDG 3 million per school	0	9,000	0		
		No. enrolled in TVET	1,529	2,529	3,529	6,000	Construct 10 TVET (one per state) at a unit cost of 5million per school	500	14,850	34,650		
Enhancing literacy and alternative education	Increase literacy and functional skills for youth and adults and provide alternative and accelerated learning opportunities for out of school children	Policy and criteria for measuring literacy competency		Policy and criteria in place	No. of assessment carried out	No. of assessment carried out	Establish adult sub-sector policy and strategy at a unit cost of SDG 60,000	60	0	0	MoE (GoSS and States) Partners	3
		No. of adults enrolled in functional adult literacy by gender	Total: 225,000 Men: Women:	Total: 300,000 Men: Women:	Total: 400,000 Men: Women:	Total: 600,000 Men: Women:	Ensure 600,000 adults are able to read and write at a cost of SDG 6 million for 3 years	2,000	2,000	2,000		
		No. of children and youth enrolled in pastoral communities	11,000	25,000	40,000	70,000	Carry out national mapping of learners and location of AES sites at a unit cost of SDG 50,000 for 3 years	200	300	0		
							Establish capitation grant for children in pastoralist communities	250	400	700		
		No. AES teachers by gender	Total: 5,714 Men: 90% Women:	Total: 4,000 85%	Total: 6,500 80%	Total: 8,500 75%	Train 8,500 AES/ALP for a period of two weeks at a unit cost of SDG 25	1,225	1,750	0		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		and qualification	10% Trained: 44%	15% 55%	20% 67%	25% 80%	per day					
Enhancing institutional and human capacity	Strengthen the capacity of education managers, systems and institutions	Percent qualified education managers by gender and state throughout the system (general and higher education)	20%	35%	50%	80%	Complete South Sudan Institute of Education at a cost of SDG 250,000 per year	250	250	250	MoE (GoSS and States)  Partners	4
							Provide 30-day training to 2,400 education managers at a unit cost of SDG 30 per day per person	300	750	1,750		
							Construct 20 offices at state and county levels at a unit cost of SDG 900,000	180	5,346	5,346		
		Strengthen annual school census and EMIS at state level	TA with AED and EMIS trained personnel at all levels	Institutional capacity in place	95% EMIS coverage in the states	100% EMIS coverage in the states	Establish EMIS units at all levels in three years at a cost of SDG 2 million	400	800	800		
		Sector M&E and reviewed policy framework	ERDF and sector working groups	M&E functional & policy options in place	M&E functional & policy options in place	M&E functional & policy options in place	Establish quality assurance agencies and implementation of inspection exercise at a cost of SDG 500,000 per year	500	500	500		
Percent budgetary allocation to Ministry	12%	25%	25%	25%	Enact Functional Education Act; formulate Education Sector plan and financing strategy at	500	750	750				

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		of General Education					a cost of SDG 2 million in three years					
							Equip NTCs, TTIs, State and HQs with appropriate resources, incl. furniture, computers and vehicles	0	5,300	0		
Expanding access to quality higher education	Increase access to, relevance and quality of higher education	No. of students enrolled in HEIs by gender, field and level	14,674 students	20,000	23,000	26,000	Increase access to 26,000 students by 2013 in HEIs by improving scholarships and feeding programs	81,297	94,371	108,298	MoHERST and Partners	5
		No. of academic staff recruited and deployed in HEIs	1,505 academic staff	2,000	2,300	2,600	Recruit and deploy 2,600 staff in 2013 in HEI	94,560	104,016	114,418		
		No. of physical infrastructures rehabilitated and constructed	54 lecture halls in 5 existing HEIs	-	40	20	Construct additional physical infrastructure in 5 existing and 4 newly created HEI	0	40,000	24,000		
			2 administration blocks in 5 existing HEIs	-	5	4		0	12,500	11,200		
								0	8,000	3,200		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
			5 libraries in 5 existing HEIs	-	10	4						
			3 laboratories in 5 existing HEIs	-	6	4		0	15,000	10,800		
			Zero slaughter house for 2 veterinary colleges	-	2	-		0	1,400	00		
			13 Dormitories/ Hostels	-	7	4		0	14,000	8,800		
			31 blocks for staff accommodation	-	50	8		0	20,000	3,200		
			Zero Ministry office complex	1	-	-		5,000	0	0		
			Zero offices complex in 4 newly created HE	-	4	4	Construct 2 offices complex in 4 newly created HEI	0	2,000	2,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		Proved quality assurance guideline & ensure HEIs' programs relevant to national & global development	1990 Higher Education Act Repealed	1	-	-	Establish and equip Council for Higher Education	0	6,000	2,000		
			1,000 trained academic staff	70	330	100	Build capacity of 500 TA and ensure appropriate deployment	2,800	13,200	4,000		
			Zero Research Centre	1	5	4	Establish and equip research and statistical centre in Juba and respective HEIs	1,000	5,000	4,000		
			Zero Admission Centre	1	-	-	Establish and train admission personnel by 2011	1,000	1,500	1,900		
			Zero Private Institutions registered and accredited	2	1	1	Register, accredit, monitor and evaluate private HEIs and their programs	1,000	1,200	1,400		
			No. of science-technological education equipment impounded in Khartoum	1	2	-	Provide modern education equipment e.g. ICT, labs, etc.		6,000	2,000		
			Gradual introduction of cost sharing		75%	50%	25%	Introduce cost sharing modality				

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
			modality for tuition and fees									

#### Abbreviations Education Sector

AED Academy for Educational Development  
 AES Alternative education system  
 AIR Apparent intake rate  
 ALP Accelerated learning programme  
 CEC County Education Centre  
 CGS Community girls schools  
 ECD Early Childhood Development  
 EMIS Education management information system  
 ERDF Educ Rehab and Development Forum  
 GER Gross enrolment rate  
 HE Higher education  
 HQs Head Quarters

ICT Information Communication and Technology  
 M&E Monitoring and evaluation  
 NER Net enrolment rate  
 NIR Net intake rate  
 NTC National Training Collages  
 TA Teaching Assistant  
 TTI Teacher training institute  
 TBD To be determined  
 TVET Technical Vocation education and training  
 UPE Universal primary education  
 USE Universal secondary education  
 WASH Water Sanitation and hygiene



8.1.3.2 Health

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
Increasing access to basic health services and health promotion	Reduce maternal, infant and child mortality	Percent of population with access to healthcare	13%	15%	20%	40%	Implement the reproductive health activities in line with the Comprehensive Reproductive Health Strategy (including maternal and neonatal health)	334,562	363,554	379,419	MoH (GoSS and States) and Partners	1
		Percent of births attended by skilled health workers	15%	20%	30%	40%						
		Percent of children 12-23 months fully immunized	2%	20%	25%	30%						
		Percent of children U5 underweight (severe and moderate)	30%	27%	24%	21%	Develop and implement nutrition policies, strategies and guidelines (including provision of micronutrients) and strengthen management and coordination of nutrition activities					
		Percent of	6%	40%	60%	80%						

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		children 12-59 months supplemented with Vitamin A										
	Increase utilisation of health services	Outpatient attendance per capita (contacts per person per year)	0.2	0.3	0.4	0.5	Rehabilitate, construct and equip current service delivery facilities, including 2 tertiary hospitals, 3 secondary hospitals, 17 county hospitals and 500 payam health centres; construct and equip new service delivery facilities, including 1 tertiary hospital, 1 secondary hospital, 30 county hospitals and 237 payam health centres.	91,939 (TBC)	115,055 (TBC)	115,054 (TBC)		
		Percent of women attending 4 ANC visits	10%	15%	30%	40%	See above: Implement comprehensive Reproductive Health Strategy					
		Percent of children receiving three doses of DPT	14%	50%	60%	70%	Expand routine immunisation services					
		Number of bomas and villages	n/a	n/a	n/a	n/a	Introducing outreach services to bomas and villages					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		covered by outreach services										
	Strengthen control of communicable and non-communicable diseases	Percent morbidity due to common communicable and non-communicable diseases	TBD	10%red.	10% red.	10% red.	Scale up malaria prevention and control  Integrate TB and leprosy services into the PHC System  Improve surveillance of communicable diseases  Scale up control and elimination of NTDs  Determine the burden and develop strategies for prevention of non-communicable diseases  Implement Water, Sanitation and Hygiene (WASH) health-related activities	20,906	44,920	36,154		
	Adopt positive health behaviours and lifestyles	Percent of U5 with diarrhoea treated with ORS	40%	45%	50%	60%	Produce and implement a nationwide health communication and health seeking behaviour strategy and disseminate related health education/promotion	3,185	6,935			
		Percent of households	15%	20%	25%	30%						

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		using sanitary means of excreta disposal					materials					
		Percent of U5 sleeping under bed net	25%	35%	50%	60%						
Strengthening human resources in the health sector	Increase training and professional development of health workers	Number of accredited training institutions, including colleges, that have met the set MoH standards	5	7	9	11	<p>Rehabilitate and expand Juba and Maridi training institutes and rehabilitate, expand 5 existing training institutes in Yei, Rumbek, Malakal, Torit and Bentiu and construct 1 new training institute in Aweil</p> <p>Construct, equip and operate 3 diploma-level colleges of health sciences in Bor, Kwajock and Wau</p> <p>Equip, furnish and procure 36 vehicles for the HTIs and colleges</p> <p>Recruit and deploy 240 qualified tutors for training institutes</p> <p>Develop standard</p>	1,269	231,811	223,995	MoH (GoSS and States) and Partners	2

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							curricula, policy, manual, plans and strategy for human resources training					
		Ratio of skilled health workers per 10,000 population (MO, CO, MW, N)	MO:0.15, CO:1, N:15	MO:0.2, CO:1.5, MW:0.4	MO:0.25, CO:2, MW:0.6, N:2.5	MO:0.3, CO:2.5, MW:1, N:3	<p>Provide training for 1000 health workers, send 150 national health workers to be trained in specialized health fields</p> <p>Train 200 tutors within and outside South Sudan</p> <p>Conduct in-service training to 7000 health workers and 100 HR Officers at MOH and SMOH</p> <p>Initiate postgraduate studies within and outside the country for 100 students</p> <p>Establish a continuing professional development system that supports career development</p>					
	Improve management of health workers	Percent of health facilities staffed by frontline primary	TBD	20%	30%	40%	Recruit and deploy 3,000 skilled health workers and 500 support staff for the health facilities (teaching, state, county hospitals and primary healthcare	31,762	55,583	55,583		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		healthcare personnel					centres)  Recruit 500 expatriate health workers for health facilities					
		No. of hospitals with the required number of specialised staff	3	5	10	15	Streamline categories and competencies of healthcare personnel  Ensure quality control of health personnel					
	Establish functional Human Resources Information System	Number of states with functional human resources information database and trained HRIS Officers	TBD	2	7	10	Develop, update and implement Human Resources Information system at central level and States  Implement motivation package for qualified health staff to work in rural areas  Establish and equip the training and HR Offices in all the 10 States	28,330	49,578	49,578		
Expanding the pharmaceutical and medical equipment		Ensure the availability of safe medicines and medical equipment	25%	40%	60%	80%	(These activities will be undertaken in tandem to help achieve all of the outcome indicators in this programme area)	77,858	263,636	263,405	MoH (GoSS and States) and Partners	3

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
supply chains		and their rational use					<p>Research/promote local production of essential medicines</p> <p>Procure, store and distribute medicines, medical and laboratory supplies and equipment</p> <p>Transition to "pull" supply system for medicines, medical and laboratory supplies and equipment</p> <p>Strengthen Logistics Management Information System, Inventory Control Systems, Procurement systems</p> <p>Strengthen cold chain infrastructure</p> <p>Develop, implement and monitor regulatory framework and strategic plan for the pharmaceutical sector</p> <p>Promote rational use of medicines</p>					
Strengthenin		Improve	TBD	30%	50%	70%	Establish hospital	1,800	10,500	6,000	MoH	4

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
g the health system management		management of hospitals					management team and system				(GoSS and States) and Partners	
			0	13	21	28	Train hospital management staff  Explore opportunities for public-private partnerships to improve service delivery and management					
		Improve disease surveillance	0%	10%	20%	30%	Develop and implement integrated community based surveillance strategy that is linked to IDSR	759	2,500	1,500		
			25%	40%	60%	80%	Expand IDSR to all states and counties  Ensure timely detection, investigation, reporting and response to disease outbreaks					
			10%	20%	40%	60%	Roll out M&E system to all states					
							Use HMIS and research to inform health strategies					
		Establish a functional referral system	10	40	70	100	Provide 150 ambulances (including boat ambulances) for referral cases to hospitals up to county level	9,000	18,500	500		
			NA	3%	10%	15%	Provide appropriate					



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							referral services for women with complications during pregnancy and/or labour and other emergency cases from payam health centres to hospitals					
			TBD	15%	30%	45%	Develop and implement a sector-wide corporate communication strategy and network (in collaboration with Ministry of Roads) to increase access to facilities					
Strengthening provision of HIV/AIDS services		Reduce prevalence of HIV/AIDS	11%	40%	50%	60%	Conduct education and sensitisation campaigns  Undertake TOTs at state and county level on HIV/AIDS, HBC services, community sensitisation  Increase access to condoms  Produce and disseminate IEC materials	15,305	235	28,090	SSAC	5
			6%	10%	20%	30%	Conduct HIV surveys and surveillances  Implement HIV/AIDS comprehensive services					

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							(BCC, VCT, ART, Blood Safety, PMTCT, STI, ART)					
							Strengthen HIV/AIDS M&E system at SSAC states and counties					
			0.005%	1%	2%	2%	Develop/review HIV/AIDS policies, guidelines and strategies					
							Establish and strengthen SSAC institutional and human resources capacity					
							Attend HIV/AIDS national and international conferences					

### 8.1.3.3 Social protection

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
Introducing a child benefit cash transfer system	Gradually provide families with unconditional child benefit cash transfers nation-wide	Percent of households receiving cash transfer through child benefit		0	10%	20%	Determine cost-effective parameters for child benefit programme, incl. initial age group selection, graduation age, benefit cash amount, etc.	60,000	15,000	15,000	MoGCSW SMODS State Agencies	1
							Conduct feasibility study of payment options for optimal reach of the poor					
							Identify payment service infrastructure/network and implement contracting modalities					
							Organise nation-wide communication campaign on the programme					
							Set up a monitoring system and develop an evaluation framework (effectiveness, efficiency, and impact on the poor)					
							Distribute payments	0	276,000	324,000		
Developing a social protection system	Develop Social Protection institutional framework and capacity	Existence of a set of priorities for a basic social		-	-	Y	Conduct a vulnerability analysis throughout the life cycle	900	600	600	MoGCSW SMOSD State Agencies	2
							Phased implementation of Child Act 2008, including	n/a	n/a	n/a		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		protection package and implementation plan					establishing independent child commission					
							Assess existing social protection initiatives and their impact on the most vulnerable	200	600	50		
							Identify level of available resources for Social Protection programmes in 2011 (baseline)	200	90	90		
							Develop key directions and measures, incl. assessment of cost/benefits of optional instruments and related financing options for a basic Social Protection package accessible to those in need	200	200	200		
		Percent increase in available resources for Social Protection programme		10%	15%	20%	Enrol inter-agency GoSS and State officials in Social Protection core courses and engage in cooperative exchange with other African states successfully pursuing Social Protection policies and strategies	120	450	90		
							Organise stakeholder consultation, including potential recipients, at key milestones on the	50	50	50		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							design of the Social Protection system					
							Develop a Social Protection sector governance and coordination framework (GoSS/State/Local)	200	120	120		
							Develop and implement training programme for social workers and field officers	4,500	9,000	13,500		
							Conduct additional research and collect disaggregated social sector related data to monitor developments and disseminate results	60	120	30		
							Finalise and issue Policies (Social Security, Health Insurance, Children without parental care, GBU/the disabled)	900	450	450		
							Develop birth, marriage, and death registration systems	800	2,000	600		
							Review enabling legislation in the context of international Human Rights Conventions to which	50	120	30	SSHRC	

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							South Sudan is/will become a party					
							Lobby relevant stakeholders for enactment of drafted bills (Martyrs Families Fund, WDWOC Provisional Order)	2,800	2,800	2,800	WDWOC	
							Develop new bills for war vulnerable groups	900	0	900		
Providing family and community-based essential social services and livelihood opportunities	Increase access to family and community-based services and livelihood opportunities for youth, children at risk and vulnerable women	Percent of targeted groups receiving social transfers (e.g. food, school feeding programs, crop seeds, farming tools etc.)	TBD			100%	Identify specific vulnerable groups for conditional cash and non-cash transfer and define eligibility criteria (e.g., children returning from the North without family, those living with HIV/AIDS, female-headed or chronic food insecure households)	3,000	2,000	2,000	MoGCSW SMSD State Agencies	3
			TBD			100%	Develop Annual Needs and Livelihood Assessment Program to determine need	1,200	3,200	3,200		
		TBD			100%	Establish targeting methodologies, support instruments, conditionality and phasing, with proper consultation with identified target groups	1,200	600	600			
		TBD			100%	Implement schemes at local level	3,200	4,200	5,200			

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		community-based social services.  Percent of targeted women, youth and other vulnerable groups who have gained new access to credit and other support modalities					Design community child and youth support services (community early childhood education day-care centres and youth drop-in centres for at-risk youth)	1,200	3,000	6,000		
							Establish and build capacity of foster family networks and provide material assistance to foster families	1,500	3,000	3,000		
							Compile and disseminate information on available credit schemes, training opportunities and social support programs	900	600	400		
							Develop and implement Monitoring and Evaluation framework	120	60	60		
Providing social welfare services	Provide social welfare services to groups in need of special care (disabled incl. from war, deaf, and blind people, war widows and orphans)	Percent of blind, deaf, and disabled people with access to specialised services	TBD	TBD	TBD	TBD	Develop disability policy and framework	600	500	100	MoGCSW State Agencies	4
							Develop and implement capacity Building program for specialist teachers and support staff (e.g. physiotherapists, technicians etc.)	600	500	400		
							Construct and refurbish current centres for	2,750	1,950	2,100		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							the blind, deaf and disabled					
							Design and construct residence school for the blind and disabled	800	4,200	850		
		No. of registered war disabled, widows and orphans who have gained access to IGA, rehabilitation centres, health and education services abroad	TBD	IGA: 445 Health: 32 Edu: TBD	IGA: 530 Health: 45 Edu: TBD	IGA: 610 Rehab centres: 36,576 Health: 65 Edu: TBD	Construct 310 LCH and 6 State Coordination Offices	11,850	17,725	26,600	WDWOC	
		(Total no. of registered WDWOs: 370,797)					Provide regular and timely updates on the numbers of war disabled, widows and orphans	n/a	n/a	n/a		
							Form and train WDWO IGA groups (details available by type of IGA)	3,300	3,350	3,550		
Developing a National Early Warning System (EWS)	Ensure early warning on potential disasters across South Sudan	Percent of disasters predicted  Percent of warnings					Develop a national early warning system				MHADM	5
							Develop a national policy framework					
							Develop and coordinate national, state and					



Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		received in accordance with international standards					local EWS operational structures					
							Build capacity in EWS at all levels					
							Develop and maintain EWS operational infrastructure					
							Strengthen monitoring and evaluation system					

8.1.3.4 Culture, youth and sport

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
Developing youth access to Sports and Recreation	Increase youth access (boys and girls) to well-structured sports and recreation activities	Percent youth (age 15-29) who have access to well-structured sports and recreation activities	0	1%	2%	3%	Develop gender sensitive policy framework and three year Strategic Plan and establish gender disaggregated information management system to monitor their implementation	500	600	750	MoYSR State Agencies	1
							Establish, equip, and support Sports Associations and Clubs	2,000	4,000	6,000		
							Develop communication strategy promoting cohesiveness and national unity, and implement it through sports associations and clubs	500	1,500	2,000		
							Build capacity of coaches, referees and staff	500	1,500	2,000		
							Renovate and construct sports fields and associated infrastructure and general equipment	5,000	10,000	15,000		
							Conduct annual sports tournament and equip teams	2,000	5,000	6,000		
							Prepare South Sudan national teams consisting of both young girls and boys for regional and	1,500	2,000	3,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							international tournaments					
Expanding and upgrading youth participation	Increase youth (boys and girls) participation in voluntary service and in South Sudan public affairs	Introduce a gender sensitive nationwide youth voluntary service programme	No	-	Yes	Yes	Revise and formulate gender sensitive policy framework for youth organisations	200	200	150	MoYSR State Agencies	2
							Development and implement a National Youth Volunteer policy, procedures, M&E and performance appraisal system for the Payam Youth Service	200	600	800		
							Exposure visits to Youth Volunteer Services in the Africa region	300	--	--		
							Strengthen existing youth clubs and associations considering equal opportunity for boys and girls	87	5,300	4,000		
							Establish and equip a national training unit and team and 3 regional training units and teams at Wau, Malakal and Amadi	3,000	5,000	6,000		
							Develop and manage HIV/AIDs awareness and information programme for youth	500	750	800		
	Organize consultation forums on major public issues (e.g. economic,	200	1,000	1,500								
	Ensure youth representatives (boys and girls) are meaningfully involved in	0	5	5	5							

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
		at least five national processes					social, political)					
							Coordinate youth festivals	500	1,000	2,000		
							Introduce support programmes for youth organizations (e.g. 300 Boy Scouts, Girl Guides)	300	3,000	3,000		
Increasing youth access to vocational training	Increase out of school youth (60% females) to access to short term vocational skills training for better job opportunities	No. of young people trained in short-term vocational training that includes entrepreneurship and life skills modules	0	1,100	3,200	8,600	Develop gender sensitive vocational training policy framework for dropouts and out of school youth	150	150	50	MoYSR State Agencies	3
							Renovate existing and construct new vocational training centres	1,300	5,000	5,500		
							Collaborate with MOE and MoL in the development and distribution of targeted vocational curricula	300	200	250		
							Engage vocational trainers and coordinate the provision of youth vocational training	300	650	800		
Expanding cultural life and knowledge of heritage	Improve access to cultural life for all South Sudanese, which values diversity, creativity, and knowledge of cultural heritage	Coverage of cultural infrastructure	TBD (will be determined following first mapping activity)				Conduct cultural mapping and inventory of Southern Sudan, build culture archive system, and collect war relics	1,250	1,300	700	MoC	4
							Build Ministry of Culture staff capacity for cultural promotion and management	1,200	1,150	700		
							Provide direct support to	950	750	1,900		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							artists (instruments, equipment, sponsorship, etc.)					
							Develop cultural strategies and programmes valuing diversity and creativity	2,300	2,250	1,250		
							Identify areas of cooperation and develop cultural exchange programmes	3,000	1,000	1,000		
							Renovate and construct theatres, libraries, museums, etc.	250	10,500	11,000		
							Establish museums corporation to operate and self-finance South Sudan museums	100	100	100		
							Establish a South Sudan Artists Union	50	50	50		
							Draft and pass laws to protect the intellectual property rights of South Sudan artists	100	100	100		
Increasing youth access to vocational training	Increase out of school youth (60% females) to access to short term vocational skills training for	No. of young people trained in short-term vocational training that includes	0	1,100	3,200	8,600	Develop gender sensitive vocational training policy framework for dropouts and out of school youth	150	150	50	MoYSR State Agencies	3
							Renovate existing and construct new vocational training centres	1,300	5,000	5,500		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
	better job opportunities	entrepreneurship and life skills modules					Collaborate with MOE and MoL in the development and distribution of targeted vocational curricula	300	200	250		
							Engage vocational trainers and coordinate the provision of youth vocational training	300	650	800		
Expanding cultural life and knowledge of heritage	Improve access to cultural life for all South Sudanese, which values diversity, creativity, and knowledge of cultural heritage	Coverage of cultural infrastructure	TBD (will be determined following first mapping activity)				Conduct cultural mapping and inventory of Southern Sudan, build culture archive system, and collect war relics	1,250	1,300	700	MoC	4
							Build Ministry of Culture staff capacity for cultural promotion and management	1,200	1,150	700		
							Provide direct support to artists (instruments, equipment, sponsorship, etc.)	950	750	1,900		
							Develop cultural strategies and programmes valuing diversity and creativity	2,300	2,250	1,250		
							Identify areas of cooperation and develop cultural exchange programmes	3,000	1,000	1,000		
							Renovate and construct theatres, libraries,	250	10,500	11,000		

Programme Area	Development Outcome Objective	Outcome Indicator(s)	Baseline	Targets			Activity	Cost SDG (Current price '000s)			Agency	Priority Ranking
				2011	2012	2013		2011	2012	2013		
							museums, etc.					
							Establish museums corporation to operate and self-finance South Sudan museums	100	100	100		
							Establish a South Sudan Artists Union	50	50	50		
							Draft and pass laws to protect the intellectual property rights of South Sudan artists	100	100	100		

## 8.1.4 Conflict prevention and security

### 8.1.4.1 Rule of law

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
Providing a legal framework for South Sudan and ensuring equitable and speedy access to justice for all.	1. South Sudan has essential legal framework befitting an Independent Country.	Number of MoLACD draft legal documents submitted to the council of ministers. (37 Laws in force, transitional constitution drafting underway)	20	50	60	1)Drafting Transitional and Permanent Constitutions 2) Draft/Translate legislation for priority areas 5) Disseminate new legislation in priority areas 6) Preparatory legal work for accession to treaties and other international legal instruments including agreements and conventions on gender, age, human rights and the environment as appropriate	60	80	85	MoLACD	TOP
	2. Access to Justice and respect for human rights across South Sudan enhanced.	Number of functional Legal Affairs offices at the county level. (32 County Legal Affairs offices established).	50	65	79	1) Implementation of Legislation and policies on definition and division of authority 2) Development of physical infrastructure and resources. Recruitment of human resources capacity 3) Training of legal service providers and other personnel in appropriate disciplines 4) Implementation of customary law strategy, ascertainment of customary law and practice 5) Public Awareness Activities	36,625	45,033	49,376	MoLACD	HIGH



Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
II. Coordination of internal security and law enforcement efforts.	Strong institutions implementing a coherent internal security strategy through information gathering and response coordination mechanisms in place at national and state levels.	Screened Police, Prisons, Fire Brigade, and Wildlife forces and restructured the Ministry	1. Screen and demobilise at retirement age	2. Restructure the Ministry	3. develop policies and guidelines	1) Reconfigure Mol structure 2) Appoint Undersecretary 3) Strengthen staff , infrastructure and resource capacity of the Ministry 4) Restructure and rightsize uniformed services under Mol 5) Develop institutional policy and operational and administrative guidelines for services under Mol.	16,504	11,152	10,713	Mol	TOP
		JOCs are present in 33 counties. 47 counties are not covered and operators are not trained	1. Covered all 80 counties and trained operators	2. Improved	3. Operated effectively	Establish JOCs or similar coordination mechanisms in 80 counties	311	932	621	Mol	HIGH

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
III. Ensuring internal security and maintain law and order in the South Sudan.	A democratically oriented, fully functional professional police service, sensitive to human rights, gender and age and adapted towards modern concepts of international policing, which is capable of enforcing law and order throughout South Sudan.	Number of states with functional police operational capacity.	HQ and 3 States	4 States	3 States	1) Develop and deploy adequate infrastructure Institutional structures, resources and trained personnel	541,000	46,536	44,894	SSPS	TOP
		Number of counties with Police Community Relations Committees. (Presently 35 PCRCs are established.)	PCRCs to be established at County level LPU in Warrap	LPU in Lakes	LPU in Unity	Implement of Community Based Policing model in all the ten States by establishment and organisation of monthly meetings of PCRCs (Police Community Relations Committee Centres). Establish a National Board, State Boards for community policing. 2) Establish Livestock Policing Units (LPUs) in States affected by significant cattle raiding like Jonglei, Warrap, Unity and Lakes states. Including training of the police personnel	2538	2538	2538	SSPS	HIGH
IV. Secure and humane	Functional and secure prisons at National,	1.1 Number of Secure Prisons (38 secure prisons)	40	51%	49%	Develop and deploy adequate infrastructure, resources and trained personnel.	292,221	474,604	497,418	Prisons Service, Mol	TOP

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
incarceration and detention services.	state and county levels providing coherent and humane treatment of prisoners	1.2 Number of Prisons with humane treatment of prisoners. (Define, Baseline)	38	50%	50%	1) Develop and deploy adequate infrastructure, resources and trained personnel 2) Establish vocational programs	50,597	387,847	377,047	Prisons Service, Mol, SSHRC	HIGH
V. Enhance the protection of human rights	1. Greater adherence, respect and enforcement of human rights in South Sudan	1.1 Level of Awareness of Human Rights in South Sudan (Baseline: 24%)	40%	55%	70%	1) Seminars and training workshops for traditional leaders, 2) human rights fora at State, County, Payam and Boma levels 3) establishing human rights focal points in counties and payams 4) HR media programs 5) Hire a consultant to develop human rights literature to be included into the curriculum.	1,750	2,100	1,300	SSHRC	TOP
		2.1 Percentage increase in complaints resolved successfully. (Baseline: 86 complaints resolved successfully)	10%	25%	40%	2.1 Training organized for 20 staff. 2.1 Tenders put up for constructions. Adverts put up for staff recruitment. 2.3 Recruitment process done. 2.4 Finalization of the database. 2.5 Policies developed. 2.6 develop and employ monitoring, investigation, redress, and referral and lobbying mechanisms.	3,020	3,840	2,740	SSHRC	HIGH

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		3.1 Number of GoSS and private sector institutions with human rights sensitive policies	2 GoSS 1 Private	3 Goss 2 Private	5 GoSS 3 Private	3.1 Lobby mechanism formulated, 3.2 Hire a consultant. 3.3 Proposals drafted. 3.4 Identify the laws and the institutions. 3.5 Research carried out. 3.6 Pay membership fees.	950	1,230	1,120	SSHRC	TOP
VI. Law Review	1. South Sudan has appropriate and effective laws	1.1 Number of statutory and customary laws reviewed and prioritized	51	46	46	1) Build HR, Infrastructure and Resource Capacity of LRC 2)Review/mapping of existing legislation 3)Prioritisation of legislative gaps	2,759	2,332	2,307	SSLRC	TOP
		1.2 Number of draft bills transmitted to legislature and MoLACD	6	3	6	1) Draft bills to fill legislative gaps 2)Transmit to legislature with appropriate advocacy and lobbying	303	270	260	SSLRC	TOP
VII. Combating Proliferation of small arms and community insecurity	Communities secure and threat posed by small arms reduced.	Implement community security approach in all 10 states -(County consultations conducted in 70% of counties; Conflict sensitive development projects implemented in 25% of counties)	25%	25%	50%	1) Conduct county consultations 2) Support implementation of the community security conflict sensitive development projects 3)Publication of and dissemination of the county consultation reports 4) Support state and county government to incorporate prioritised community security needs/projects 5)Establish county peace platforms at county levels in liaison with the Ministry of	9,000	9,000	9,600	CSSAC Bureau	TOP

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
						Peace					
		Percentage of counties where peaceful civilian disarmament is conducted	5%	10%	40%	1) Develop policy on civilian disarmament 2) Approve Needs assessment on stockpile management (police, prisons, wildlife, fire brigade) 3) Construction of safe weapons storage facilities for the organised forces 4) Training in stockpile management 5) Conduct centralised gun marking exercise.		400	1,500	CSSAC Bureau	TOP

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
<b>VIII.</b> Institutional Capacity Building of the Directorate of Immigration, Passport, Nationality and Identification	The Immigration Service contributes to security and economic growth by facilitating the legal movement of persons across South Sudan's borders.	Percentage increase in immigration revenue	Establish Baseline			1) Establish legal and operational framework 2)Build HR, Infrastructure and Resource Capacity 3) Develop and issue passports and other legal documents				Directorate of Immigration, MoI, MoLACD	TOP
<b>IX.</b> Institutional Capacity Building of the Customs Service	The Customs Service contributes to security and economic growth by facilitating the legal movement of goods across South Sudan's borders.	Percentage increase in customs revenue	Establish Baseline			1) Establish legal and operational framework 2)Build HR, Infrastructure and Resource Capacity 3) Develop and issue documents related to customs	90,600	58,500	40,000	MoIA, MoFEP, MoRC, MoLA, MOT, NISS & MoD Customs Services	TOP
<b>X.</b> Institutional Capacity Building of the Fire Service	A better equipped and more capable fire service	Increase in response rate (Baseline information not available)	Establish Baseline			1) Establish legal and operational framework 2)Build HR, Infrastructure and Resource Capacity 3)	43,600	40,000	40,000	Fire Service, MoI, MoLA	TOP

8.1.4.2 Security

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
I. Establish National Security Architecture to contribute to the safety and welfare of the citizen and the State	1. Improved, coordinated security-related policy and decision making at national, state and county level, based on appropriate information gathering and analysis.	1.1 Office of National Security Advisor and National Intelligence Service functioning. (Baseline- No National Security Committee Secretariat. No National Security Advisor, although there currently is a Security Advisor to the President. Exiting NISS organization is a GONU institution).	National Security Advisor Appointed and Secretariat staff trained & National security strategy is drafted and consulted within GoSS	Legal framework for National Intelligence Service established & National security strategy is approved, and disseminated/discussed with State Governors	National Intelligence Service staff trained	a) Appoint National Security Advisor and secretariat b) Draft and adopt legal and policy framework on NSC and NIS c) National Intelligence Service staff trained on roles and responsibilities d) Hire and train Secretariat staff e) Draft National Security Strategy f) Consult with Governments and regional partners g) Publish strategy h) Provide direction to State and County officials	671 (Costing for National Intelligence Service not available )	1,081 (Costing for National Intelligence Service not available )	1,081 (Costing for National Intelligence Service not available )	OoP, NISS, NSA	TOP

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		1.2 Number of State and County Security Committees Functional (10 States have Security Committees and State Security Advisors , but all lack Secretariat)	10 State Security Committees is active in accordance with TORs	County Security Committees is active in accordance with TORs	All County Security Committees is active in accordance with TORs	a) Hiring staff and training; (b) Procurement of equipment and construction of offices c) Establishment of TORs and manuals for State and County Security Committees	N/A	N/A	N/A	OoP, Mol, State Governors, County Commissioners	TOP



Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
II. Institutional Development of Ministry of Defence	2. Ministry of Defence provides effective civilian democratic oversight of national defence	2.1 Ministry of Defence Functional (Baseline- The Ministry of SPLA & Veterans' Affairs exists but does not have sufficient resources to fully formulate or implement strategic Defence policy.)	Ministry of Defence created through an establishment Act	MoD Strategy approved;	Plan defining the organizational structure and functions of MoD and Senior SPLA members approved	a) Drafting legislation; (b) Drafting of plans and policies; (c) Consultations on legislation, policies and plans with other Government Departments; (d) Establish staffing needs; (e) Hiring and training of staff; (f) Identification of infrastructure requirements; (g) Construction and procurement; (h) Revise financial management and reporting procedures	400,000	350,000	250,000	MoSPLA & VA, MoD, MoLACD, MoCA	TOP

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
	3. War Veterans are supported and empowered <i>(Baseline- The Directorate of War Veterans has been established but is unable to conduct activities in all states)</i>	3.1 Number of states with active War Veterans' Support Organization. <i>(Baseline- No Veterans' Support Organizations present in States)</i>	3 States	5 States	7 States	a) Drafting of strategy; b) Activities to support education/enlightenment of War Veterans & civilians	200,000	200,000	150,000		
III. Transform the SPLA into a modern, professional military force	4. SPLA is accountable, adequate, affordable and appropriate, in accordance with the Constitution and Government priorities, policies and resources.	4.1 Transformation/right-sizing Plan approved and implemented through training of personnel <i>(Baseline- 2500 personnel trained in appropriate functions).</i>	Transformation Plan approved & Train 3,000 personnel	Train 3,500 personnel	Train 4,000 personnel	a) Transformation/right-sizing plan drafted b) Staffing, training, logistics, financial management needs established and ToRs and positions created c) Staff hired d) Design of training courses appropriate for rank of SPLA personnel e) Training of SPLA personnel	300,000	200,000	300,000		

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		4.2 SPLA's Operational Strategy approved and implemented (including the maintenance of bases around South Sudan, and major training including health and HR education) (Baseline- An Operational Strategy does not currently exist)	SPLA's Operational Strategy is Agreed and Approved	25% of Strategy recommendations achieved	50% of Strategy recommendations achieved	a) Conduct operations b) Maintain forces in bases around South Sudan c) Conduct major training programme, including HIUV/Aids health care, Human Rights training and education	700,000	650,000	500,000		

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
IV. Design and implementation of an effective and affordable DDR programme for the organized forces	5. Establishment of effective and affordable DDR programme to support transformation strategies for all organized forces (SPLA, SSPS, Prisons, Fire Brigade and Wildlife Forces) and to provide ex-combatants and host communities with a sustainable future, including the reintegration of women and children	5.1 Number of organized force personnel disarmed, demobilised and reintegrated <i>(baseline- 11,130 special needs group from SPLA disarmed and demobilised as at 25th February 2011, of which 10,760 were counselled and 8,523 were at various stages of reintegration. Service delivery timelines for DDR have varied widely, and have not provided ex-combatants with a predictable process).</i>	GoSS redesigns and budgets a new DDR Programme; DDR completed for 17,614	DDR completed for 30,000 ex-combatants	DDR completed for 30,000 ex-combatants	a) GoSS redesigns DDR programme b) Hire and train a sufficient number of staff members for states and county offices c) Establish and maintain offices at State and County level b) SSDDRC provides guidance and technical support to the uniformed forces to implement DDR programmes d) Security forces devise and completes transformation strategy e) Security forces vet and identify personnel for DDR f) SSDDRC provides guidance and technical assistance g) GoSS budgets funds and mobilizes development partner financial support h) SSDDRC implements DDR activities	160,000	290,000	295,000	SSDDRC, SPLA, MoIA (including Prisons, Fire Brigade, SSPS), MEWCT	HIGH

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
V. Peacebuilding and Conflict Mitigation	6. Conflicts are mitigated through early access to reliable information as well as through reconciliation and dialogue.	6.1 Number of states with early warning providing information to relevant actors	25%	35%	50%	a) Draft documents and SOPs, policies and plans b) Hire and train staff c) Build infrastructure and procure equipment	17,500	17,500	17,500	MoP&CPAI	
		6.2 Number of peace and civic education programs and projects delivered	25% peace and civic education programs and projects delivered	35% peace and civic education programs and projects delivered	40% peace and civic education programs and projects delivered	Design and deliver programs and projects	7,500	7,500	7,500	MoP&CPAI	

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
VI. Work to free the country from the impact of landmines and explosive remnants of war (ERW)	7. Conduct and coordinate Mine Action activities to support the safety of citizens and socio-economic development of the State of South Sudan	7.1 Security and accident risk posed by uncontrolled explosives is reduced, by closing 1,306 hazards prioritised for socio-economic value including roads, land for agriculture, resettlement and grazing. (Baseline- 86% of known hazards have been closed. 796 known hazards remain open however many new hazards are expected to be added.)	466 hazards, including dangerous areas, suspected hazardous areas, and minefields are closed.	524 hazards closed.	316 hazards closed.	a) Plan, coordinate, accredit, quality assure, monitor, and set priorities for Clearance, Stockpile Destruction, Victim Assistance, Mine Risk Education, and Advocacy in South Sudan b) Survey of newly identified hazards, and land release to close them.	96,888	80,483	69,683	SSDA	Possibly from international donors

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		7.2 Accident risk reduced through provision of safe behaviour messages to 480,000 IDP and community beneficiaries around 660 hazards, and 1,500 peer to peer educators trained in MRE delivery.	180,000 beneficiaries receive safe behaviour messages around 400 hazards	150,000 beneficiaries receive safe behaviour messages around 160 hazards	150,000 beneficiaries receive safe behaviour messages around 100 hazards	a) Mine Risk Education delivered b) train peer to peer educators c) Development of curriculum and reporting methods					

Programme Area	Development Outcome Objective(s)	Outcome Indicators (with Baselines)	Targets			Activity	Cost SDP (Current price '000s)			Agencies	Priority Ranking
			2011	2012	2013		2011	2012	2013		
		7.3 500 persons with disability, including mine/ ERW victims, are provided additional assistance, 100 receive psychological counselling, and 14 socio economic empowerment projects are completed. (Baseline- Existing services are inadequate)	9 socio economic empowerment assist 300 targeted beneficiaries	5 socio economic empowerment projects benefit 200 targeted beneficiaries & 50 beneficiaries receive psychosocial counselling	50 beneficiaries receive psychosocial counselling.	Establishment of socio economic empowerment projects and psychosocial counselling centres.				MoGCSW, SSDA, VA Working Group	Mine action: High



## 8.2 Future steps to strengthening national development planning

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The process of preparing South Sudan's first national development plan, the SSDP, has been both elaborate and consultative. It has outlined key actions and activities that the Government will undertake in the coming three years, as well as setting out key priorities. However, we recognise that there are issues that could not be handled comprehensively due to limitations of time, policy development, and data requirements. We have identified the key areas where further work is required. These are set out below.

These lessons are intended to support the strengthening of Government capacity over the next three years, based upon learning lessons from the preparation and implementation of this plan. Moreover, it is our hope that as work for the preparation of a longer term development plan begins that these key gaps will be the focus of key efforts going forward.

### **Areas that we feel will need more attention in future are:**

- **Strengthened analysis of socio-economic data:** The SSDP has analysed the poverty and human development aspects of South Sudan but due to data limitations it was not possible to map these into the expected impact of implementing the plan.
- **Improved macroeconomic Analysis and forecasting:** An approximate GDP per-capita for South Sudan was produced for the SSDP, but due to data limitations and availability a forward looking analysis, it was not possible to produce most of the baseline and forecasted macroeconomic indicators that would be attributable to the impact of implementing the plan.. In future, we will be looking to enhance our analytical capacity to produce these indicators (and mapping them to our interventions) including; sectoral GDP growth rates; sectoral productivities; demand composition (including growth rates of Gross Capital Formation, consumption, and external sector); monetary indicators (eg. Base money, M2, M3, and their growth rates, money demand growth, etc); fiscal indicators (eg. GDP shares of Total Revenues, Tax revenues, grants; GDP shares of types of expenditure, capital balances, and fiscal balances); external position indicators (eg. GDP percentages of capital balances, trade balances, current account balances).
- **Strengthened evidence-based resource allocations:** Efforts were made to ensure that resource allocation to the different sectors was derived from the priorities identified from the pillars and state consultations, due to data and analytical capacity limitations, we were not able to justify the allocations by their expected impact. For example, we are not able to give an indication of which allocation scenario among the ones proposed would give us the best micro-macro economic and social indicators. In the next round of planning, as more data becomes available and as our analytical capacity improves, we will be able to allocate resources to the different sectors based on the expected impact of such allocation on poverty, growth, productivity, and other impact indicators. Such allocations will be easier to justify and will have a better chance of producing greater impact. In the next round of planning, we should be able to carry out MDG Needs Assessment as part of the basis for our allocation of resources. This will be complimented by a rigorous expenditure rationalization analysis to ensure that the resource allocations undertaken in the plan are those with the best opportunity to positively impact our socio-economic indicators.
- **Linking actions to removing economic constraints:** Due partly to the limited data on the non-oil sector, we have not presented a comprehensive analysis of the situation in the productivity sectors of the economy like agriculture. We have not for example, presented a comprehensive analysis of the trends in performances of the subsectors in agriculture, industry and services. Because of this limited analysis, we have not been able to closely link our interventions with the binding constraints in these sectors. In the coming months as we prepare for a more elaborate long term planning exercise, we will carry out sectoral surveys including agriculture surveys, to be able to understand the situation in these sectors and the binding constraints therein. This will help us in future to target our interventions on unlocking these constraints and in measuring the impacts our interventions will have on the performance of these sectors. Information from such surveys will also help us to design a development strategy that will seek

to diversify the economy by enhancing productivity in the non-oil sectors of the economy. This will also help us to come up with a more comprehensive Domestic Resource Mobilization Strategy that will seek to reduce the reliance of our economy on oil revenue. It will also help the country to come up with a more diversified growth strategy that does not rely too heavily on the oil sector.

### 8.3 Statistical next steps

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The development plan is based on the foundation of quantifiable indicators backed by indicators and targets for the development plan period. The matrices below outline the data required and the responsible agency for tracking the indicators. It is important to note that in many cases this is the first time spending agencies have been asked to develop targets and indicators for their activities. As such many of the indicators are reflective of this initial start, it is the intention of this annex to set them out, along with the possible monitoring arrangements. It is understood that some indicators will need to be significantly improved in the coming years to become more effective. Over the next three years the following key steps will be taken to improve indicators as follows:

- A more detailed M&E system will be developed, clarifying the roles of the SSCCSE and SWG. This will clearly set out the overall responsibility for collecting data and overseeing the process.
- Efforts will be made to more clearly elaborate the indicators, identifying how the indicators will be monitored and defined.
- Work will be done to refine targets to improve the overall realism of the information.

### 8.3.1 Governance sector indicators

#### 8.3.1.1 Accountability sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
<p>Amount of non-oil revenues collected. <b>Baseline:</b> SDG 118 million, 2009</p> <p>Monthly revenue forecasts established <b>Baseline:</b> no forecasts produced</p>	SDG 250 million	SDG 350 million	SDG 500 million	MoFEP	<p>Tax Collection Records/Budget (MoFEP)</p> <p>Assessment of revenue forecasts produced (MoFEP/SWG)</p>
<p>Number of quick impact projects in various States of South Sudan executed <b>Baseline:</b> 4 projects were implemented in the year 2010</p>	7 projects	13 projects	20 projects	SSRDF	Assessment of quick impact projects (SSRDF/SWG)
<p>Scores on a Public Expenditure and Financial Accountability (PEFA) Assessment. <b>Baseline:</b> no baseline.</p>	Generate a baseline measure by having a PEFA assessment carried out	-	Improve scores from 2011 in 50% of indicators in a PEFA evaluation.	MoFEP	Assessment of PEFA (MoFEP/WB/SWG)
<p>Number of programme areas reviewed &amp; submitted to Government <b>Baseline:</b> 0</p>	0	One (1) monitoring visit to all ten States	Two (2) monitoring visit to all ten States	SSFAM	Assessment of tasks (SSFAM/SWG)
<p>Number of publicly published detailed expenditure reports. <b>Baseline:</b> Reports are made public (submitted to the Assembly) twice a year.</p>	2 quarterly reports published for second half of 2011	4 quarterly reports published	9 monthly reports published	MoFEP	<p>Assessment of publicly published detailed expenditure reports (MoFEP/SWG)</p> <p>Assessment of agencies adhering to</p>

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
Number of agencies adhering to quarterly spending limits in a cash management system <b>Baseline:</b> no system currently enforced.	50% of agencies adhere to quarterly spending limits	75% of agencies adhere to quarterly spending limits	100% of agencies adhere to quarterly spending limits		quarterly spending limits in a cash management system (MoFEP/SWG)
Number of oversight reports of INTOSAI standard to the President, the Parliament & People* <b>Baseline:</b> 0 Reports	4	12	18	Audit Chamber	Assessment of oversight reports submitted (Audit Chamber/SWG)
Percentage of corruption allegations made annually that are investigated by SSACC. <b>Baseline:</b> By the end of 2010, SSACC received 66 and it investigated and closed 16; referred 22 to other institutions and was still investigating 28 allegations of corruption.	25%	50%	75%	SSACC	Assessment of corruption allegations and investigations (SSACC/SWG)
Number of national campaign events and programmes organised in the 10 States annually to educate and raise awareness of public officials, the public, civil society and private sector about corruption and their role in preventing it. <b>Baseline:</b> In 2010, SSSACC staged 20 campaign events.	20	30	50		Assessment of awareness campaigns (SSACC/SWG)
Percentage of government institutions in South Sudan that developed and implement Corruption Prevention Action Plans. <b>Baseline:</b> No corruption prevention action plans have been developed now.	25%	50%	75%		Assessment of corruption prevention plans (SSACC/SWG)
					Assessment of incomes, assets and

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
Percentage of constitutional postholders and senior civil servants who completed the incomes, assets and liabilities forms annually.  <b>Baseline:</b> In 2010, only 26% constitutional postholders and senior civil servants completed the forms.	30%	50%	75%		liabilities forms (SSACC/SWG)
SSCCSE's score on the Statistical Capacity Building Indicator  <b>Baseline:</b> No score on Statistical Capacity Building Indicator	Develop a baseline score in conjunction with WB & Paris 21	Improve on 2011 baseline	Improve 5 percentage points on 2011 baseline	SSCCSE	Assessment of Statistical Capacity Building Indicator (SSCCSE/WB)

\* i) GoSS annual audits of 70% exp /revenue by Jun (3report/yr)

ii) State annual audits of 70% exp/revenue by Jun (1 report/yr)

iii) 1/3 of Counties annually audited by Jun (1 report/yr)

iv) All Univs Corporations, Commissions annually audited by Jun (1 report/year)

v) Placement of Annual Audit Reports before Assembly/Guvs President by Sep(6 report/yr)

\*\* Includes Capital + Revenue budgets.

### 8.3.1.2 Public administration sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
Number of GoSS Institutions that can correctly articulate key National Priorities	Conduct baseline	Increase by 25% from baseline	Increase by 50% from baseline	OoP	Assessment of Institutions that can correctly articulate key National Priorities (OoP/SWG)
Number of GoSS Institutions that implement key national priorities	Conduct baseline	Increase by 25% from baseline.	Increase by 40% from baseline.		
Proportion of Cabinet Submissions that correctly follow the established procedures	30%	60%	80%	MoCA	Assessment of Cabinet Submissions (MoCA/SWG)
Level of improvement of Institutional support services that enhance Cabinet decision-making and implementation.  Baseline = <b>15%</b>	40%	65%	85%		
Number of bills submitted to SSLA, debated, and enacted into laws  Baseline: 12 laws passed in 2010	14	16	18	SSLA	Proceedings of the SSLA (SSLA/SWG)
Public satisfaction with the functioning of Parliaments	Carry out baseline survey	50% improvement	70% improvement	MPA	Perception survey to be carried out on annual basis (MPA/Private agency/SWG)
General public understanding of multi-party democracy and good governance system	Carry out baseline survey	20% improvement	30% improvement		

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
<p><b>Baseline:</b> Re-evaluate the 2007/2009 baseline survey by both UNDP &amp; Skill</p>					<p>Perception survey to be carried out on annual basis (MPA/Private agency/SWG) Get inputs from earlier surveys</p>
<p>Number of functional public service systems <b>Baseline:</b> 2 systems</p> <p>Number of policies disseminated and implemented Baseline: 2 policies</p>	3 systems and 4 policies	5 systems and 4 policies	9 systems and 5 policies	MoL&PS	Assessment of systems and policies (MoL&PS/SWG)
<p>Proportion of public servants correctly appointed in GoSS</p> <p>Degree of satisfaction with work of CSC</p>	<p>Conduct baseline</p> <p>Conduct baseline survey in GoSS &amp; States institutions</p>	<p>Improvement by 15%</p> <p>Improvement by 15% from baseline</p>	<p>Improvement by further 15%</p> <p>Improvement by 30% from baseline</p>	CSC	<p>Baseline survey to be carried out followed by systems to monitor new appointments (CSC/SWG)</p> <p>Baseline survey to be carried out followed by systems to monitor progress (CSC/SWG)</p>
<p>Percentage of cases of reported employees related grievances resolved.</p> <p><b>Baseline:</b> 81 % of grievances resolved</p> <p>More grievances presented for redress and less cases of people taking the law into their hands</p>	<p>85%</p> <p>Conduct a baseline survey for 2011 to determine the level of awareness of</p>	<p>87%</p> <p>Raise the baseline by 25%</p>	<p>97%</p> <p>Raise the baseline by 50%</p>	PGC	<p>Assessment of PGC cases (PGC/SWG)</p> <p>Conduct a baseline survey and annual follow ups (PGC/SWG)</p>



Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
	people about the procedures of presenting their grievances				
Proportion of GoSS Institutions that conduct training that report on the effectiveness of training to MoHRD  <b>Baseline:20%</b>	40%	70%	100%	MoHRD	Assessment of GoSS trainings and MoHRD monitoring (MoHRD/SWG)
Number of International Treaties acceded to: -UN constituent Instruments -Succession in respect of Treaties, debts etc -Human Rights/Statelessness instruments -Telecommunication Instruments -Diplomatic/Consular relations -WTO agreements -Agreements on Fiscal matters -Climate Change -Terrorism and Organized Crime Instruments	10	25	50	Ministry of Regional Cooperation (MRC)  After 9th July 2011  Ministry of Foreign Affairs and International Cooperation	Assesment of operations of the MRC (MRC/SWG)  Assesment of operations of the MRC (MRC/SWG)
Number of International & Regional Organizations membership applied for: (a) UN, ITU, ICAO, UPU, IMF, World Bank, WTO, EU & (b) AU, IGAD, EAC, Nile Water Basin Initiative, African Development Bank, Cotonou Agreement, etc;	(a) 4 (b) 3	(a) 5 (b) 5	(a) 7 (b) 7		Assesment of operations of the MRC (MRC/SWG)
Number of permanent Missions open: UN, AU, ICAO, WTO, IGAD etc;	2	4	6		Assesment of operations of the MRC (MRC/SWG)
Number of International Border regimes Agreement of which South Sudan is signatory to with neighbouring countries; Kenya, Uganda, Ethiopia,	5	6	6		Legislative Assembly (SSLA/MRC)

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
Central Africa Republic, Congo, Republic of North Sudan;					
Number of regional and international recognition for the new state;	53	77	127		Assesment of operations of the MRC (MRC/SWG)
Foreign Service Law rules & regulations enacted;	1				
Upgraded 22 existing Missions/Liaison offices to Embassies and Consulates;	22				Assesment of operations of the MRC (MRC/SWG)
Increased the number of Embassies & Consulates from 22 to 35;	22	28	35		
New systems and structures established: -Diplomatic ranking structure -Financial system -Reporting system -Performance appraisal system -Documentation system;	1a,b,c,d,e	1b,c,d,e	1b,c,d,e		Assesment of operations of the MRC (MRC/SWG)  Assessment of operations of the MRC (MRC/SWG)
Increased staffing level from 257 to 407 staff members;	307	357	407		
3 departments upgraded to Directorates;	3				
Purchased premises overseas to reduce high rental cost;	2	4	6		Assessment of operations of the MRC (MRC/SWG)
Established institutional infrastructure: -New Ministry building, -Diplomatic Institute, Diplomatic Club, -new communications systems;	1a & d	1b & d	c & d		
Trained 270 staff;	90	180	270		
Trained 90 staff;	30	60	90		

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
Specific skills developed;	30	60	90		
Proportion of Local Government Councils able to meet national standard guidelines of performance. <b>Baseline: 0%</b> , study to be conducted	20%	50%	75%	LGB	Assessment of operations of the LGB (LGB/SWG)
Number of Councillors (total 2770) and Chiefs (1285) trained	1385 Councillors and 595 Chiefs	706 Councillors and 360 Chiefs	679 Councillors and 330 Chiefs		Assessment of operations of the LGB (LGB/SWG)
Number of States that implement Governor's forum (GF) resolutions and recommendations <b>Baseline: 2010 GF resolutions= 10 Resolutions / 2009 = GF resolutions = 8?</b>	Conduct baseline of degree of implementation in all States	Eight States implementing GF resolutions successfully	Ten States implementing GF resolutions successfully	OoP	Assessment of operations of Governor's Forum and the OoP (OoP /SWG)
Number of functional labour market laws & policies <b>Baseline 1</b>	Law = 1		Law 1	MoL&PS	Assessment of operations of the MoL&PS (SSLA/MoL&PS /SWG)
Number of policies disseminated and implemented <b>Baseline 0</b>	Policies= 1	Policies=2	Policies= 3		Assessment of operations of the MoL&PS (MoL&PS /SWG)
Number of Vocational Training Centers and State offices fully functional <b>Baseline VTC =3 + 7 state offices</b>	VTC 47% State Offices 47%	VTC 73% State Offices 73%	VTC 99% State Offices 99%		Assessment of operations of the MoL&PS (MoL&PS /SWG)
Number of civil service grievance cases received and resolved by EJC	Update and verify baseline on magnitude of civil service	20% reduction from baseline	40% reduction from baseline	EJC	Assessment of operations of the EJC (EJC /SWG)

Outcome Indicator(s)	Targets			Agency	Data Source/ (Responsible Agency)
	2011	2012	2013		
Number of GoSS and State public servants who have knowledge of public service laws, employees rights and employer obligations	employees disputes  Baseline of level of knowledge	50% increase from baseline	75% increase from baseline		Baseline Survey and annual follow up-To be made part of the system (EJC /SWG)
Number of internal and external complaints received related to presidential operations	0	0	0	OoP	Assessment of operations of the OoP (OoP/SWG)

### 8.3.2 Economic development indicators

#### 8.3.2.1 Economic functions sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
1-Percentage Increase in trade(Export market) Baseline in 2010 = 0%	5%	10%	15%	MCI	Doesnt exist at the moment. Production index to be established by MCI/SSCCSE
2. Percentage Increase in Domestic Production Baseline in 2010=0	5%	10%	15%		
3- Number of local enterprises. Baseline in 2010= 45 Source= MCI	300	500	1000		
1.Mineral markets and miners associations Baseline 2010= 0	Organizing and establishing one artisanal miners associations	Establishment of one formal minerals market	Further establishment of another minerals market.	MEM	Assessment of operations of the MEM (MEM/SWG)
2. Award new licenses and attract new mineral and oil exploration companies.  Baseline = 17 licensed minerals companies 2010.  Source: MEM mineral development records	20	25	30		

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
3 Geological and mineralogical maps and data. Baseline= <5%	10%	20%	30%		Mapping information and assessment of area covered (MEM/SSCCSE/SWG)
4. Increase power supply to state capitals to 50 MW Baseline 2010= 30 MW	30	40	50		
5. Increase oil recovery and a number of oil infrastructures in South Sudan.  Baseline 2010=0 Source= MEM	1	2	3		Assessment of MEM and oil company operations (MEM/SWG)  Assessment of MEM operations (MEM/SWG)
<b>6. Establish a petroleum resource account</b>  <b>Baseline 2011 =0</b> <b>Source=MEM</b>	Establish petroleum database	Acquire additional geo data	Complete interpretation and prepare accounts		
1.1 Number of Licenses issued for F.M. Radios and Newspapers. Baseline=32 F.M Baseline =8 Newspapers Source -- MOI	32 8	35 10	38 12	MOI/ SSR&TV	Assessment of Mol operations (Mol/SWG)  Assessment of Mol/SSR&TV

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
2. Number of States that have Radio Relay Station Baseline = 0 Source: - SSR&TV	4	10	10		operations (Mol/SSR&TV/SWG)
3. Average TV Broadcast Time Baseline: 6 hours /day Source: - SSR&TV	8	12	18		Assessment of Mol/SSR&TV operations (Mol/SSR&TV/SWG)
Number of customers connected. baseline 2010 = 22,000 customers	31,500	41,000	48,000	SSEC	Assessment of SSEC operations (SSEC/SWG)
Installed capacity in Mw. Baseline 2010 = 27.4 (Mw) Source: SSEC Directorate of Planning and Projects.	36.4	76.4	96.4		
Number of MW tapped into through Interconnection of 220 KV transmission line from Renk town to Malakal (320 Km)  Base line 2010 = 40 Mw	40	80	140		
1. Number of counties with at least one base Telecom station Base line: 2010=61 Source: Telecom Services Providers & MTPS	67	73	79	MTPS, Telecom Operators & Courier Services Providers	Assessment of MTPS/Telecom providers operations (MTPS/Telecom providers /SWG)
2. Establishment of exchange office & opening of states offices Base line: 2010=4 Source: MTPS	8	10	12		

### 8.3.2.2 Infrastructure sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
Length of asphalted trunk road network under construction/completed Baseline: 0 km	150 km	500 km	752 km	MTR/States and DP	Assessment of MTP operations (MTP/SWG)
Length of constructed engineered roads Baseline: 363 km of interstate and feeder roads constructed to engineered roads standard in 2010	363km	1065km	2000km		
Length of roads under maintenance with safety provision Baseline: 1750km of roads is under maintenance and safety provision.	500km	2,000km	4,500km		
Number of airports meeting ICAO minimum standards can meet ICAO standards	1	3	5	MTR States and DP	
Length of river channels navigable to Maritime Standards Baseline: 0	0km	900km	1500km		
Length of rail line operationalised and constructed Baseline: 0 km (250 km of rail line partially operational)	100km	250km	400km		
percentage of population that has access to dignified housing (Baseline: 12% in 2010)	14%	17%	20%	MHPP, States	Household surveys (SSCCSE/MHPP)
Percentage of urban population with access to improved sanitation. Baseline: 36.8% of urban population have access to	38%	40%	42%	MHPP, States	Household surveys (SSCCSE/MHPP)



Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
sanitation facilities					
percentage of urban population with access to potable water Baseline: 34% <sup>73</sup> in 2010	35%	38%	45%	SSUWC	Household surveys (SSCSE/SSUWC)
Percentage of rural communities with access to safe water Baseline: 34% in 2010	36%	38%	40%	MWRI, States	Household surveys (SSCSE/MWRI)
Percentage of rural communities with access to improved sanitation  Baseline: 9.3 % in 2010***	10%	12%	15%	MWRI, States	
Increase volume of fresh water harvested and stored Baseline: 1 mil. m <sup>3</sup> 2010	2 mil. m <sup>3</sup>	4 mil. m <sup>3</sup>	7 mil. m <sup>3</sup>	MWRI, States	
Length of rivers opened and flood control dykes embanked Baseline = 0 km in 2010	100km	300km	1000km	MWRI, States	
	100km	200km	300km		Assessment of MWRI operations (MWRI/SWG)
Area mapped/assessed for water resources (Baseline 0%)	2%	8%	10%	MWRI, States	
cultivable area in feddan (fed) covered with irrigation facilities (Baseline 2,000)	3,000 fed	6,000 fed	10,000 fed	MWRI, MAF	Agriculture survey (SSCSE/MWRI/MAF)

<sup>73</sup> As per the 2010 Southern Sudan Household Survey, the overall access levels to safe water and improved sanitation in South Sudan are 67.7 % and 14.6% respectively. However, 30-50% of the existing drinking water facilities are non-functional. This translates to a low coverage rate of about 40%. These figures do not take into account poor water quality due to uncontrolled human excreta and solid waste disposal. Further, according to the definition of access to improved source of water by WHO, which recommends 30 minutes for a round trip to collect water, the access decreases to approximately 34%.

### 8.3.2.3 Natural resources sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
1. Sustained increase in cereal crop production, and overall production increase of other major food crops. <i>(baseline 2010: estimated traditional sector cereal production was 0.695 million Mt - last 5 years average was 0.744 million Mt)</i>	n.a.	n.a.	Cereal production consistently above 1.0 million Mt per year	MAF/ Directorate of Agriculture	Agriculture survey and reports from extension workers (SSCCSE/MWRI/MAF/FAO)
2. Gradual and sustained increase in tree vegetation cover through tree planting, reforestation and forest protection. <i>(baseline 2010: 21,396,199 hectares of natural trees and plantations – FAO/EU SIFSIA land cover database)</i>	n.a.	5 additional tree nurseries established <i>(additional 1.2m hectares)</i>	5 additional tree nurseries established <i>(additional 1.2m hectares)</i>		Assessment of MAF operations (MAF/SWG) <i>Land cover database (FAO/SIFSIA)</i>
1. Gradual and sustained increase of production and market supply of meat and milk. <i>(baseline is MARF Strategic Plan 2006-10 and 2010 MDTF project assessment report)</i>	70 Mt of meat  4,750 lt of milk	123 Mt of meat  5,000 lt of milk	157 Mt of meat  5,250 lt of milk	MARF	Agricultural survey/market surveys of supply. (MARF/SSCCSE/SWG)
2. Sustained increase of production and market supply of fish <i>(baseline 2010: estimated by GTZ/FAO survey report fresh fish production/catch was 40,000 Mt)</i>	60,000 Mt	80,000 Mt	100,000 Mt		Agricultural survey/market surveys of supply. (MARF/SSCCSE/SWG/FAO)
1. Wildlife: Increase in number of square kilometres under improved protected area management <i>(baseline 2010<sup>74</sup>: 16,000 km<sup>2</sup> (19%) of a total area under national parks and games reserves of 85,045 km<sup>2</sup> - MWCT/WCS GIS database, 2011)</i>	n.a.	n.a.	increased to 38% (32,000 km <sup>2</sup> ) of PA estate by 20%	MWCT	Mapping information and official notification of reserves (MWCT/WCS GIS Database)

<sup>74</sup> PA management baseline of 16,000 km<sup>2</sup> represents half of Boma NP and one third of Badingilo NP under improved management (i.e. a preliminary management strategy being implemented on the ground with active ranger patrols). The official total wildlife protected area network (85,045 km<sup>2</sup>) currently covers six national parks and ten game reserves

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
2. Tourism: Increase in number of tourists visiting protected areas by opening national parks to tourists. <i>(baseline 2010: 34 for Nimule only).</i>	n.a.	n.a.	to 500 per year		Assessment of administrative records of national parks (MWCT/SWG)
Land tenure policies and laws enacted and monitored. <i>(baseline 2010: Draft Land Tenure Policy and Draft Regulatory Land Laws prepared)</i>	n.a.	n.a.	Land Tenure Policy and Regulatory Land Laws enacted, implemented and monitored	Land Commission; Law Enforcement Agencies; Traditional Local Authorities.	Assessment of operations of land commission (Land Commission/SSLA/SWG)
Increase in number of rural farmers cooperatives established and/or capacity improved. <i>(baseline 2010: 200 rural farmers cooperatives are established - MCRD reports).</i>	300	400	500	Ministry of Co-operatives and Rural Development	Assessment of operations of MCRD (MCRD/SWG)
Natural resources protected from significant adverse environmental impacts.	n.a.	n.a.	50% of large scale investment proposals are screened by EIA.	Ministry of Environment	Assessment of operations of MoE(MoE/SWG)

### 8.3.3 Human and social development indicators

#### 8.3.3.1 Education sector indicators

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Teacher:pupil ratio	Overall primary 1:53  Qualified Primary 1:111 (26,658 teachers)  Overall Secondary 1.15  Qualified secondary 1:24	Qual. primary 1:87 (34,678 teachers)  Qual. secondary 1:22	Qual. primary 1:69 (41,715 teachers)  Qual. secondary 1:21	Qual. primary 1:50 (50,060 teachers)  Qual. secondary 1:16	MoE (GoSS and States)  Partners	EMIS (MoE)
Percent female teachers at primary and secondary level	Primary 12% Secondary 11%	Primary 14% Secondary 12%	Primary 18% Secondary 17%	Primary 30% Secondary 25%		EMIS (MoE)
Establishment of learning assessment system			System and baseline in place	System operating		Assessment of MoE operations (MoE/SWG)
Textbook:pupil ratios by subject for primary & secondary	Primary (English & math) 1:4  Secondary (English	Primary 1:3  Secondary 1:4	Primary 1:2  Secondary 1:1	Primary 1:1  Secondary 1:1		EMIS (MoE)

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
	1:4, math 1:5)					Assessment of MoE operations (MoE/SWG)
Primary, secondary and technical curricula with integrated HIV/AIDs and env. protection			Revised curricula HIV/AIDs prevention	Curricula with HIV/AIDs prevention in use		
GER inclusive of ALP & CGS	Total: 78% Boys: 88% Girls: 61%	83%	87%	92%	MoE (GoSS and States) Partners	EMIS (MoE)
NER inclusive of ALP & CGS	Total: 46% Boys: 53% Girls: 39%	49%	55%	65%		
Classroom:pupil ratio with gender segregated latrines for primary & secondary	Classroom Primary 1:248  Classroom secondary 1:52  Latrine Primary 1:85  Latrine Secondary 1:68	Classroom primary 1:220  Classroom secondary 1:59  Latrine primary 1:75  Latrine secondary 1:58	Classroom primary 1:199  Classroom secondary 1:60  Latrine primary 1:60  Latrine secondary 1:51	Classroom primary 1:185  Classroom secondary 1:69  Latrine primary 1:56  Latrine secondary 1:45		
Dropout rate	Total: 34% Boys: 31% Girls: 48%	Total: 30%	Total: 25%	Total: 15%		

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Gross enrolment secondary education	Total: 4% Boys: 6% Girls: 3%	Total: 5%	Total: 6%	Total: 8%		
No. enrolled in TVET	1,529	2,529	3,529	6,000		
Policy and criteria for measuring literacy competency		Policy and criteria in place	No. of assessment carried out	No. of assessment carried out	MoE (GoSS and States) Partners	Assessment of MoE (MoE/SWG)
No. of adults enrolled in functional adult literacy by gender	Total: 225,000 Men: Women:	Total: 300,000 Men: Women:	Total: 400,000 Men: Women:	Total: 600,000 Men: Women:		
No. of children and youth enrolled in pastoral communities	11,000	25,000	40,000	70,000		
No. AES teachers by gender and qualification	Total: 5,714 Men: 90% Women: 10% Trained: 44%	Total: 4,000 85% 15% 55%	Total: 6,500 80% 20% 67%	Total: 8,500 75% 25% 80%		
Percent qualified education managers by gender and state throughout the system (general and higher education)	20%	35%	50%	80%		
Strengthen annual school census and EMIS at state level	TA with AED and EMIS trained personnel at all levels	Institutional capacity in place	95% EMIS coverage in the states	100% EMIS coverage in the states	MoE (GoSS and States) Partners	Assessment of EMIS operations (MoE/SWG)

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Sector M&E and reviewed policy framework	ERDF and sector working groups	M&E functional & policy options in place	M&E functional & policy options in place	M&E functional & policy options in place		Assessment of MoE (MoE/SWG)
Percent budgetary allocation to Ministry of General Education	12%	25%	25%	25%		Assessment of MoE budget (MoE/MoFEP/SWG)
No. of students enrolled in HEIs by gender, field and level	14,674 students	20,000	23,000	26,000	MoHERST and Partners	Assessment of MoHERST operations (MoHERST/SWG)
No. of academic staff recruited and deployed in HEIs	1,505 academic staff	2,000	2,300	2,600		
No. of physical infrastructures rehabilitated and constructed	54 lecture halls in 5 existing HEIs	-	40	20		
	2 administration blocks in 5 existing HEIs	-	5	4		
	5 libraries in 5 existing HEIs	-	10	4		
	3 laboratories in 5 existing HEIs	-	6	4		
	Zero slaughter house for 2	-	2	-		

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
	veterinary colleges					
	13 Dormitories /Hostels	-	7	4		
	31 blocks for staff accommodation	-	50	8		
	Zero Ministry office complex	1	-	-		
	Zero offices complex in 4 newly created HE	-	4	4		
Proved quality assurance guideline & ensure HEIs' programs relevant to national & global development	1990 Higher Education Act Repealed	1	-	-		
	1,000 trained academic staff	70	330	100		
	Zero Research Centre	1	5	4		
	Zero Admission Centre	1	-	-		
	Zero					



Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
	Private Institutions registered and accredited	2	1	1		
	No. of science-technological education equipment impounded in Khartoum	1	2	-		
	Gradual introduction of cost sharing modality for tuition and fees	75%	50%	25%		

### 8.3.3.2 Health sector indicators

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Percent of population with access to healthcare	13%	15%	20%	40%	MoH (GoSS and States) and Partners	Baseline-SHHS,2010  Follow up-Household health surveys (SSCCSE/MoH) Administrative information from health MIS.
Percent of births attended by skilled health workers	15%	20%	30%	40%		
Percent of children 12-23 months fully immunized	2%	20%	25%	30%		
Percent of children U5 underweight (severe and moderate)	30%	27%	24%	21%		
Percent of children 12-59 months supplemented with Vitamin A	6%	40%	60%	80%		
Outpatient attendance per capita (contacts per person per year)	0.2	0.3	0.4	0.5		
Percent of women attending 4 ANC visits	10%	15%	30%	40%		
Percent of children receiving three doses of DPT	14%	50%	60%	70%		
Number of bomas and villages covered by outreach services	n/a	n/a	n/a	n/a		
Percent morbidity due to common communicable and non communicable diseases	TBD	10%red.	10% red.	10% red.		
Percent of U5 with diarrhoea treated with ORS	40%	45%	50%	60%		
Percent of households using sanitary means of excreta disposal	15%	20%	25%	30%		
Percent of U5 sleeping under bed net	25%	35%	50%	60%		
Number of accredited training institutions, including colleges, that have met the set MoH standards	5	7	9	11	MoH (GoSS and States) and Partners	Assessment of operations of MoH(MoH/SWG)
Ratio of skilled health workers per 10,000 population (MO, CO, MW, N)	MO:0.15, CO:1, N:15	MO:0.2, CO:1.5, MW:0.4	MO:0.25, CO:2, MW:0.6, N:2.5	MO:0.3, CO:2.5, MW:1, N:3		
Percent of health facilities staffed by frontline primary healthcare personnel	TBD	20%	30%	40%		
No. of hospitals with the required number of specialised staff	3	5	10	15		

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Number of states with functional human resources information database and trained HRIS Officers	TBD	2	7	10		
Ensure the availability of safe medicines and medical equipment and their rational use	25%	40%	60%	80%	MoH (GoSS and States) and Partners	
Improve management of hospitals	TBD	30%	50%	70%	MoH (GoSS and States) and Partners	
	0	13	21	28		
Improve disease surveillance	0%	10%	20%	30%		
	25%	40%	60%	80%		
	10%	20%	40%	60%		
Establish a functional referral system	10	40	70	100		
	NA	3%	10%	15%		
	TBD	15%	30%	45%		
Reduce prevalence of HIV/AIDS	11%	40%	50%	60%	SSAC	
	6%	10%	20%	30%		
	0.005%	1%	2%	2%		

### 8.3.3.3 Social protection sector indicators

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Percent of households receiving cash transfer through child benefit		0	10%	20%	MoGCSW SMODS State Agencies	Assessment of cash transfer program (MoGCSW/Partners/SWG)
Percent increase in available resources for Social Protection programme		10%	15%	20%	MoGCSW SMOSD State Agencies	
Existence of a set of priorities for a basic social protection package and implementation plan		-	-	Y		
Percent of targeted groups receiving social transfers (e.g. food, school feeding programs, crop seeds, farming tools etc.)	TBD			100%	MoGCSW SMSD State Agencies	
Percent of targeted youths and children at risk with increased access to community-based social services.	TBD			100%		
Percent of targeted women, youth and other vulnerable groups who have gained new access to credit and other support modalities	TBD			100%		
Percent of blind, deaf, and disabled people with access to specialised services	TBD	TBD	TBD	TBD	MoGCSW State Agencies	
No. of registered war disabled, widows and orphans who have gained access to IGA, rehabilitation centres, health and education services abroad	TBD	IGA: 445 Health: 32 Edu: TBD	IGA: 530 Health: 45 Edu: TBD	IGA: 610 Rehab centres: 36,576 Health: 65	WDWOC	No. of registered war disabled, widows and orphans who have gained access to IGA, rehabilitation centres, health and education

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
(Total no. of registered WDWOs: 370,797)				Edu: TBD		services abroad  (Total no. of registered WDWOs: 370,797)
Percent of disasters predicted  Percent of warnings received in accordance with international standards					MHADM	

### 8.3.3.4 Culture, youth and sport sector indicators

Outcome Indicator(s)	Baseline	Targets			Agency	Data Source (Responsible Agency)
		2011	2012	2013		
Percent youth (age 15-29) who have access to well- structured sports and recreation activities	0	1%	2%	3%	MoYSR State Agencies	Household surveys/Admin records of sports facilities (SSCCSE/MoE/MoYSR/SWG)
Introduce a gender sensitive nationwide youth voluntary service programme	No	-	Yes	Yes	MoYSR State Agencies	Assessment of MoYSR operations (MoYSR/SWG)
Ensure youth representatives (boys and girls) are meaningfully involved in at least five national processes	0	5	5	5		Assessment of MoYSR operations (MoYSR/SWG)
No. of young people trained in short-term vocational training that includes entrepreneurship and life skills modules	0	1,100	3,200	8,600	MoYSR State Agencies	Assessment of MoYSR operations (MoYSR/SWG)
Coverage of cultural infrastructure	TBD (will be determined following first mapping activity)				MoC	
Coverage of cultural infrastructure	TBD (will be determined following first mapping activity)				MoC	4
No. of young people trained in short-term vocational training that includes entrepreneurship and life skills modules	0	1,100	3,200	8,600	MoYSR State Agencies	

### 8.3.4 Conflict prevention and security indicators

### 8.3.4.1 Rule of law sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
Number of MoLACD draft legal documents submitted to the council of ministers. (37 Laws in force, transitional constitution drafting underway)	20	50	60	MoLACD	Assessment of operations of MoLACD (MoLACD/SWG)
Number of functional Legal Affairs offices at the county level. (32 County Legal Affairs offices established).	50	65	79	MoLACD	Assessment of operations of MoLACD (MoLACD/SWG)
Screened Police, Prisons, Fire Brigade, and Wildlife forces and restructured the Ministry	1. Screen and demobilise at retirement age	2. Restructure the Ministry	3. develop policies and guidelines	Mol	Assessment of operations of Mol (Mol/SWG)
JOCs are present in 33 counties. 47 counties are not covered and operators are not trained	1. Covered all 80 counties and trained operators	2. Improved	3. Operated effectively	Mol	Assessment of operations of Mol (Mol/SWG)
Number of states with functional police operational capacity.	HQ and 3 States	4 States	3 States	SSPS	Assessment of operations of SSPS (SSPS/SWG)
Number of counties with Police Community Relations Committees. (Presently 35 PCRCs are established.)	PCRCs to be established at County level LPU in Warrap	LPU in Lakes	LPU in Unity	SSPS	Assessment of operations of SSPS (SSPS/SWG)
1.1 Number of Secure Prisons (38 secure prisons)	40	51%	49%	Prisons Service, Mol	Assessment of operations of Prison service/Mol(Prison service/Mol/SWG)
1.2 Number of Prisons with humane treatment of prisoners. (Define, Baseline)	38	50%	50%	Prisons Service, Mol, SSHRC	Assessment of operations of Prison service/Mol(Prison service/Mol/SWG)
1.1 Level of Awareness of Human Rights in South Sudan (Baseline: 24%)	40%	55%	70%	SSHRC	Survey? (SSHRC/SCCSE/SWG)

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
2.1 Percentage increase in complaints resolved successfully. (Baseline: 86 complaints resolved successfully)	10%	25%	40%	SSHRC	Assessment of operations of SSHRC(SSHRC /SWG)
3.1 Number of GoSS and private sector institutions with human rights sensitive policies	2 GoSS 1 Private	3 Goss 2 Private	5 GoSS 3 Private	SSHRC	Assessment of operations of SSHRC(SSHRC /SWG)
1.1 Number of statutory and customary laws reviewed and prioritized	51	46	46	SSLRC	Assessment of operations of SSLRC(SSLRC /SWG)
1.2 Number of draft bills transmitted to legislature and MoLACD	6	3	6	SSLRC	Assessment of operations of SSLRC(SSLRC /MoLACD/SWG)
Implement community security approach in all 10 states -(County consultations conducted in 70% of counties; Conflict sensitive development projects implemented in 25% of counties)	25%	25%	50%	CSSAC Bureau	Assessment of operations of CSSAC Bureau (CSSAC Bureau /SWG)
Percentage of counties where peaceful civilian disarmament is conducted	5%	10%	40%	CSSAC Bureau	Assessment of operations of CSSAC Bureau (CSSAC Bureau /SWG)
Percentage increase in immigration revenue	Establi-sh Baseline			Directorate of Immigration, Mol, MoLACD	Assessment of accounts of Directorate of Immigration, Mol, MoLACD (Directorate of Immigration, Mol, MoLACD/SWG)
Percentage increase in customs revenue	Establi-sh Baseline			MoIA, MoFEP, MoRC, MoLA, MOT, NISS & MoD Customs Servcies	Assessment of accounts of Customs (Customs/MoFEP/SWG)
Increase in response rate (Baseline information not available)	Establi-sh Baseline			Fire Service, Mol, MoLA	



### 8.3.4.2 Security sector indicators

Outcome Indicator(s)	Targets			Agency	Data Source (Responsible Agency)
	2011	2012	2013		
1.1 Office of National Security Advisor and National Intelligence Service functioning. (Baseline- No National Security Committee Secretariat. No National Security Advisor, although there currently is a Security Advisor to the President. Existing NISS organization is a GONU institution).	National Security Advisor Appointed and Secretariat staff trained & National security strategy is drafted and consulted within GoSS	Legal framework for National Intelligence Service established & National security strategy is approved, and disseminated/discussed with State Governors	National Intelligence Service staff trained	OoP, NISS, NSA	Assessment of operations of OoP, NISS (OoP, NISS, /SWG)
1.2 Number of State and County Security Committees Functional (10 States have Security Committees and State Security Advisors, but all lack Secretariat)	10 State Security Committees is active in accordance with TORs	County Security Committees is active in accordance with TORs	All County Security Committees is active in accordance with TORs	OoP, MoI, State Governo-rs, County Commiss-ioners	Assessment of operations of OoP, MoI (OoP, MoI /SWG)
2.1 Ministry of Defence Functional (Baseline- The Ministry of SPLA & Veterans' Affairs exists but does not have sufficient resources to fully formulate or implement strategic Defence policy.)	Ministry of Defence created through an establishment Act	MoD Strategy approved;	Plan defining the organizational structure and functions of MoD and Senior SPLA members approved	MoSPLA & VA, MoD, MoLACD, MoCA	Assessment of operations of MoD (MoD/SWG)
3.1 Number of states with active War Veterans' Support Organization. (Baseline- No Veterans' Support Organizations present in States)	3 States	5 States	7 States		Assessment of operations of MoD (MoD/SWG)

4.1 Transformation/right-sizing Plan approved and implemented through training of personnel (Baseline- 2500 personnel trained in appropriate functions).	Transformation Plan approved & Train 3,000 personnel	Train 3,500 personnel	Train 4,000 personnel		Assessment of operations of MoD (MoD/SWG)
4.2 SPLA's Operational Strategy approved and implemented (including the maintenance of bases around South Sudan, and major training including health and HR education) (Baseline- An Operational Strategy does not currently exist)	SPLA's Operational Strategy is Agreed and Approved	25% of Strategy recommendations achieved	50% of Strategy recommendations achieved		Assessment of operations of MoD (MoD/SWG)
5.1 Number of organized force personnel disarmed, demobilised and reintegrated (baseline- 11,130 special needs group from SPLA disarmed and demobilised as at 25th February 2011, of which 10,760 were counselled and 8,523 were at various stages of reintegration. Service delivery timelines for DDR have varied widely, and have not provided ex-combatants with a predictable process).	GoSS redesigns and budgets a new DDR Programme; DDR completed for 17,614	DDR completed for 30,000 ex-combatants	DDR completed for 30,000 ex-combatants	SSDDRC, SPLA, MoIA (including Prisons, Fire Brigade, SSPS), MEWCT	Assessment of SSDDRC/SPLA/MoIA/MEWCT DDR operations (SSDDRC/SPLA/MoIA/MEWCT/UNDP/SWG)
6.1 Number of states with early warning providing information to relevant actors	25%	35%	50%	MoP&CPAI	
6.2 Number of peace and civic education programs and projects delivered	25% peace and civic education programs and projects delivered	35% peace and civic education programs and projects delivered	40% peace and civic education programs and projects delivered	MoP&CPAI	
7.1 Security and accident risk posed by uncontrolled explosives is reduced, by closing 1,306 hazards prioritised for socio-economic value including roads, land for agriculture, resettlement and grazing. (Baseline- 86% of known hazards have been closed. 796 known hazards remain open however many new hazards are expected to be added.)	466 hazards, including dangerous areas, suspected hazardous areas, and minefields	524 hazards closed.	316 hazards closed.	SSDA	Assessment of SSDA operations (SSDA/SWG)

	are closed.				
7.2 Accident risk reduced through provision of safe behaviour messages to 480,000 IDP and community beneficiaries around 660 hazards, and 1,500 peer to peer educators trained in MRE delivery.	180,000 beneficiaries receive safe behaviour messages around 400 hazards	150,000 beneficiaries receive safe behaviour messages around 160 hazards	150,000 beneficiaries receive safe behaviour messages around 100 hazards	XX	
7.3 500 persons with disability, including mine/ERW victims, are provided additional assistance, 100 receive psychological counselling, and 14 socio economic empowerment projects are completed. (Baseline- Existing services are inadequate)	9 socio economic empowerment assist 300 targeted beneficiaries.	5 socio economic empowerment projects benefit 200 targeted beneficiaries & 50 beneficiaries receive psychosocial counselling	50 beneficiaries receive psychosocial counselling.	MoGCSW, SSDA, VA Working Group	Assessment of MoGCSW, SSDA operations (MoGCSW/SSDA/SWG)

## 8.4 State consultation outputs

### 8.4.1 Central Equatoria state

# CENTRAL EQUATORIA STATE DEVELOPMENT PLAN

2011–2013  
Presented by: John Ijino Laku  
DG. SMOF&ED

Key Priorities

Description of Priority	SSDP Pillar	Relevant State Sector
1 Training of primary & Secondary Teachers	Social & Human Development	Education
2 Expand Basic Health Services to the Community	Social & Human Development	Health
3 Improve production & Productivity	Economic Development	Natural Resources & Social Development
4 Construction of roads linking Payams to Counties for better service delivery	Economic Development	Infrastructure
5 Capacity building of the State Civil Servants	Gross-cutting	Gross-cutting

Key Challenge	SSDP Pillar	Link to specific priority
1 Inadequacy of trained Teachers	Social & Human Development	Education
2 Inaccessibility & Poor condition of Health facilities	Social & Human Development	Health
3 Poor farming Method	Economic Development	Natural Resources & Social Development
4 Poor Road Network	Infrastructure	Roads construction
5 Inadequate capacity of State Civil Servants	Cross-Cutting	Cross-Cutting

#### Key Activities to Address Priorities

Priority	Key Activities to delivery priority	Indicative Costing (USD)		
		2011	2012	2013
1 Train Primary & Secondary School Teachers	Professional training of 900 primary School Teachers with 450 in 2011, 250 in 2012 & 200 in 2013 @ a unit cost of \$3,500 Training of 249 Secondary schools teachers with 100 in 2011, 79 in 2012 & 70 in 2013 @ a unit cost of \$4,000	1,575,000	875,000	700,000
2 Expand Basic Health Services to the Community	Construction of 3 theatres (Morobo 1, Lainya1 & Terekeka 1) Construction of 15 PHCU in 6 counties ( Terekeka 3, Lainya 2, Yel 3, Morobo 2, kajokeji 2 & Juba 3) Construction of 13 PHCU, ( Terekeka 2, Lainya 2, Yel 3, Morobo 2, kajokeji 2 & Juba 2.)	222,222	222,222	222,222
	Re construction of Community health Workers school in Linya Payem	129,630		
3 Improve Production & Productivity	Provision of improved seeds and tools to the 6 counties <ul style="list-style-type: none"> <li>• 1mt of sorghum,</li> <li>• 1.5mt of Maize</li> <li>• 2mt of Beans,</li> <li>• 0.5 mt of Vegetable seeds</li> <li>• 4.5mt of Groundnuts</li> <li>• 275,000 tools ( Hoes, Rix Hoes slashers, )</li> </ul>	246,296	123,148	61,574
	Establishment of 18 demonstration farms in 6 Counties with 3 per County ( Animal Resources & Fisheries, Agriculture & Forestry)	205,319	205,319	205,319

Priority	Key Activities to delivery priority	Indicative Costing (USD)		
		2011	2012	2013
4 Construction of roads linking Payam to Counties for better service delivery	Construction of 1,889 Kms of roads ( Limbe-Kupeka, Limbe Mukaya, Ngagala-Lirya-Lokiliri, Kagulu-Lujulo-Morobo and Terekeka-Muni-Tombe)	3,570,000	3,570,000	3,570,000
5 Capacity Building	Training of 25 Director Generals & 369 Directors with 131 per year in Leadership, Financial management, Planning & Budgeting	125,000	922,500	922,500
	Training of 81 Revenue officers in Taxation	135,000	135,000	135,000
<b>Total</b>		<b>7,539,617</b>	<b>7,297,339</b>	<b>7,044,765</b>

#### Action to Improve Service Delivery

Priority	Delivery Issue	Action & Responsible Institution
1 Education	Reducing the number of un trained Teachers	Train teachers in teaching methodology ( Ministry of Education, Ministry of Finance & Ministry of Labour & Public service )
2 Health	Reducing morbidity and mortality rates	Increase basic Health services & facilities (Ministry of Health, Ministry of Finance & ministry of Physical Infrastructure
3 Agriculture	Poor Production & Productivity	Increase production & productivity by providing improved seeds, tools, Animal breeds & adaption of new farming technology
4 Infrastructure	Reduce insecurity, road accident & delayed of service delivery	Improved Security ,road network & service delivery
5 Capacity Building	Poor performance of Civil servants	Train and discipline the civil servant Ministry of labour & Public Service & Ministry of Finance & Economic Development



**EASTERN EQUATORIA STATE**  
**Submission to Southern Sudan**  
**Development Plan**

Presented by  
HE Josephine Akulang Abalang  
Minister of Finance Trade and Industry

24-March-2011

## **Introduction**

During the liberation war, Eastern Equatoria was one of the most affected areas because it was where the 21 years of conflict was sustained. As a result, most major towns in EES saw destruction of infrastructure, severe loss of human life and means of livelihood

## Objectives of EES Development Plan

- To improve the lives of the citizens through the provision of basic Social Services.
- To inculcate in the people a culture of reconciliation, peace, unity, cooperation, understanding, tolerance and respect for customs, traditions and beliefs of each other.
- To dedicate public resources and focus attention on the provision of gainful employment for the people.

## Objectives continues

- To promote democratic principles and political pluralism.
- To decentralize and carry-out devolution of powers to the people through appropriate levels of government.
- To promote education at all levels to create the necessary qualified cadres for development.

## State Development Priorities

Priority	SDDP Pillar	State Sector
Security	Conflict Prevention and Security	Local Government Law enforcement, Public Administration
Good Governance	Governance	Public Administration, Local Government and Law Enforcement
Infrastructure	Economic Development	Infrastructure
Social Services	Social & Human Development	Education, Health, Information,
Food Security	Social & Human Development	Humanitarian Affairs & Disaster Management

## Key Challenges

- **Security**
  - Cattle Raiding and conflict over grazing land and water points
  - Proliferation of fire arms
  - Cross border disputes
  - Child abduction
  - Usage of girl child in compensations

## Key Challenges Continues

- **Governance**
  - Inadequate capacity of human resource
  - Lack of clear roles and responsibilities
  - Lack of accountability
  - The absence of robust structures, policies and system
  - High Number of unskilled workforce
  - Weak coordination between various levels of government

- **Infrastructure**
  - Lack of equipment, plant machinery and materials
  - Inadequate technical staff
  - Lack of accessible key roads in productive areas
  - Misinterpretation of land policy
  - Lack of water and sanitation systems
  - Lack of office space to key state institutions

## Key Challenges Continues

- **Social Services**
  - Insufficient trained teachers & teachers training institutions and vocational training centers
  - Poor PHC/PHU in terms of structures, staffing, supplies and equipment
  - Absence of communication networks in most areas of the state like radios and telephone networks
  - High rate of school dropout leading to high crime rate and street children
  - Some cultural practices hindering girl child education & development

## Key Challenges Continues

- **Food Security**
  - lack of mechanized farming methods and irrigation system
  - livestock and crop diseases and poor productivity
  - natural calamities such as drought, floods, bush fires etc
  - untimely delivery of agriculture inputs
  - limited skill of agriculture personnel
  - Inactive cooperative societies
  - Lack of drought resistant seeds



## ACTION TO IMPROVE SERVICE DELIVERY IN EES

Below are the activities to address the priorities and challenges

Priority/Challenge	Key activities	Inductive Costing		
		2011	2012	2013
(SECURITY)	Periodic Disarmament, training of organized forces and procurement of equipments	1.4m	1.4m	1.4m
	•Recruitment of 900 police forces	1.8m		
	•Development of a policy on compensation and incentives to the bearers	1.5m	1.5m	1.5m
	•Enlightenment through media and constant visits	1.2m	1.2m	1.2m
	•Holding of peace and reconciliation meetings and conferences (community forum for the counties)	1m	1m	1m
	•Development of training kit for police force	3m	3m	3m
	•Procurement of Communication Equipments	5m	5m	5m

Priority/Challenge	Key activities	Inductive Costing		
		2011	2012	2013
(GOVERNANCE)	Capacity Building of the executive and legislature	3m		
	Review of state constitutions	5m		
	Policy Formulation and Development	5m	5m	5m
	Capacity building Training of senior civil servants	5m		
	The need to downsize 1, 7 09 unclassified staff	0.5m	0.5m	0.5m

Priority/Challenge	Key activities	Inductive Costing		
		2011	2012	2013
(INFRASTRUCTURE)	Acquisition of equipment to develop the state infrastructure	16.3m		
	•Purchase of public utility equipment	1.5m		
	•Training and capacity building of 30 engineers	7.5m		
	•Development of hydro electric power plant	10m		
	•Establishing a water and sewage network system	0.5m		
	•Introduce boarding school to enforce the Child Act	1m		
	•Establish a TV and Radio station and telephone network	30m		

Priority/Challenge	Key activities	Inductive Costing		
		2011	2012	2013
Priority/Challenge	<i>Ensure regular adequate supply of medical supplies and education materials</i>	25m		
	Recruit 500 teachers 400 for primary school and 100 for secondary school	2m		
	<i>Recruit health professionals</i> 50 doctors 50 Paramedics 100 Nurses	563,259		
	<i>Construction of 20 PHCC</i> <i>Construction of 10 PHU</i>	2m 0.5m		
	<i>Sanitation and garbage management System</i>	1.5m		
	<i>Construct two teacher training institutions</i>	8m		

Priority/Challenge	Key activities	Inductive Costing		
		2011	2012	2013
(FOOD SECURITY)	Promote conducive food market through food security	0.75m		
	Production and bulking of indigenous seeds (maize, sorghum, ground nuts, cassava)			
	Introduction of mechanized farming	3.75m		
	Establishment of research centers and extension services to farmers	1.5m		
	<i>Construction of 5 mini dams for irrigation</i>	7m		
	<i>Provision of veterinary drugs and vaccines</i>	1.5m		
	<i>Construction of three veterinary check points to prevent trans- border diseases</i>	3m		

## Conclusion

As South Sudan embarks on Nation building as a result of the successful referendum, which ushered in a new era of independence and marks the end of the interim period; peoples' expectation at the state & county levels have increased significantly

EES hopes that its submission to the GOSS Development Plan would marks a step towards addressing some of its critical challenges and; hence the realization of peace dividend to its people



**South Sudan Development  
Plan 2011 – 2013  
Jonglei State  
Jonglei State Development Plan  
Outline**

Presented By: Duom Kuol Ageer  
Director General of Finance



## Introduction



- Jonglei State is the largest among the ten (10) Southern Sudan States. With a population of 1.35 million people, it spans an area of 128,000 sq kilometers and consists of eleven (11) Counties. The SPLM spearheaded civil war started in Jonglei State in 1983, and its 21 years duration meant that most of the civilian population were displaced. This displacement meant that homes and other settlements were abandoned and left behind to ruin. The livelihood systems of the people were seriously disrupted, and their coping mechanisms severely destroyed. The service delivery machinery and the social infrastructure were also not spared by the spate of destruction witnessed by the State and its people.



## Introd.



- The overall goal of economic development strategy in Jonglei state is the eradication of poverty, famine and hunger, the attainment of the millennium development goals (MDGs), and guaranteeing the equitable distribution of wealth.



## Priorities



- Improve **infrastructure** through urban planning and provision of offices, residences and engineering assistance, provide electricity, water and sanitation facilities and a good road network system.
- Build and sustain efficient and effective accountable **conflict prevention** institutions which promote and guarantee access to justice and promote human rights for all.
- Provide and promote lifelong equitable, accessible sustainable and realizing gender equitable **education**.
- Strengthen **health** systems and services to provide equitable, effective and efficient health care.
- **Food security**.
- **Resettle and reintegrate** the returning population, restore an effective social service delivery mechanism, maintain order and establish effectively the rule of law.



## Key Challenges



- Parts of state inaccessible, making service delivery very difficult
- Violent conflicts between pastoralists
- Lack of trained teachers and teaching facilities
- Inadequate qualified human resources and poor infrastructure of health facilities
- Lack of machinery and inadequate institutional support



## Activities to address these priorities & challenges



Priority	Key activities to deliver priority	Amount USD			
		2011	2012	2013	Total
Construct new roads, maintain existing roads and provide better water and sanitation facilities	50 mm water harvesting structure	8,000,000	8,000,000	8,000,000	
	construction of 4,000 km at 250 per km	300,000	400,000	400,000	
	construction of 100 deep bore	8,000,000	4,000,000	3,000,000	
	construction of 8 dykes	8,000,000	18,000,000	18,000,000	
	surveying / demarcation of 1,800 plots x 11*18,500 plots	100,000	100,000	100,000	
	road maintenance	8,000,000	8,000,000	8,000,000	
	institutional capacity building	1,000,000	1,000,000	1,000,000	
	<b>Subtotal:</b>		<b>28,400,000</b>	<b>38,300,000</b>	<b>38,300,000</b>



## Activities p 2/4



Priority	Key Activities to deliver priority	Amount (USD)			
Reduce Violent conflict	Construct 44 police posts: 14 in 2011, 15 in 2012 and 15 in 2013	420,000	450,000	450,000	
	Conduct two peace conferences per year	50,000	50,000	50,000	
	Subtotal:	470,000	500,000	500,000	1,470,000
Expand access to Education	Construct 4 Teachers Training Centers in Greater Akobo, Sor, Pibor and Fargak	5,000,000	5,000,000		
	Train 100 teachers per year in each center assuming training will start in 2011 in two centers	0	1,236,000	1,236,000	
	Construct 4 boarding high schools (2 for girls and 2 for boys) in Greater Sor, Greater Akobo, Pibor and Fargak	1,500,000	5,000,000	1,500,000	
	Construction of four boarding primary school in Greater Sor / Greater Akobo, Pibor and Fargak	1,500,000	5,000,000	1,500,000	
	Rehabilitate 2 secondary and 1 primary schools (Pibor, Two East county, and Akobo)	900,000	450,000	900,000	
Sub-total		8,400,000	12,716,000	5,136,000	26,252,000



## Activities, p 3/4



Priority	Key Activities to deliver priority	Amount (USD)			
Expand access to Health	Construct 9 hospitals in counties (3 hospitals/yr)	6,000,000	6,000,000	6,000,000	
	Equip the 9 Hospitals	300,000	300,000	300,000	
	Equip EPI in whole state by providing adequate electricity for cold chain	119,900	97,900	97,900	
	Recruit 9 Medical Officers, 27 clinical officers, 108 nurses for the 9 hospitals in the counties; 10 medical officers in the state hospital and 5 consultants in the state				
Sub-total		6,419,900	6,397,900	6,397,900	19,215,700



## Activities, p 4/4



Priority	Key Activities to deliver priority	Amount (USD)			
Food Security	Purchase 30 tractors per year	600,000	600,000	600,000	
	Purchase 10 motor boats and 10 outboard engines/yr	500,000	500,000	500,000	
	Establish 4 mobile clinics and 3 veterinary labs	250,000	500,000	250,000	
	Train 200 extension workers	254,000	254,000	254,000	
	Train 100 staff/yr from Livestock and Fishery	400,000	400,000	400,000	
Sub-total		1,994,000	1,988,000	1,988,000	5,860,000
Grand-total					154,137,700.00



## Action to improve delivery



Priority	Delivery Issue	Action
Education	Increase trained manpower, enhance the number of student enrollment and improve educational facilities	Engage citizens of the state in life long learning
Road Construction, water and sanitation	Increase road accessibility and provision of water and sanitation	Purchase of earth moving machineries. Digging of 100 deep bores. Introduction of sewage system. Capacity building.
Peace and Security	Increase the number of police	Increase public awareness and robust supervision of security staff
Provision of space better health facility	Improve child and mother care and basic health service	strengthening the EPI program in the whole state, provide adequate antenatal care including family planning, and nutrition for disadvantaged children
Increase production in agriculture and livestock	Maximize agricultural land utilization using machinery, vaccinate livestock against diseases, establish dairy farm, construct fish farm.	Mobilize cooperatives for agriculture, livestock and fishery to engage in production

**SOUTH SUDAN  
DEVELOPMENT PLAN  
2011 – 2013**

LAKES STATE  
10 MARCH 2011

**Lakes State Development Priorities  
For 2011 – 2013**

- ❖ State security and peace
- ❖ Education
- ❖ Health
- ❖ Infrastructure and roads
- ❖ Food security

## P1 :State security and peace

### State Responsibilities:

- ▶ Enact policies and legal framework;
- ▶ Disarm civilians all over the state;
- ▶ Dig water reservoirs (Haffiers) to reduce conflicts over few water points used by the cattle keepers during dry season;
- ▶ Strengthen roads and telecommunication networks all over the state;
- ▶ Apprehend and settle all the pending murder cases in the State.

## P1 :State security and peace

### GoSS Responsibilities:

- ▶ Strengthen GOSS organs i.e good governance by improving law and order;
- ▶ Strengthen and modernize the national army and other organized forces to a professional level.

## P2: Education

### State responsibilities:

- ▶ Review State education policies;
- ▶ Increase the number of trained teachers;
- ▶ Increase education infrastructure e.g build many schools and teachers' accommodation;
- ▶ Mobilize children to go to school especially girls;
- ▶ Create village polytechnics at Boma or Payam level.

## P2: Education

### GOSS responsibilities:

- ▶ Revise and standardise the current syllabus and national examinations;
- ▶ Try to make education more affordable;
- ▶ Ministry of Education allow international investors in education sector

## P 3: Health

### State Responsibilities:

- ▶ Improve and increase the number of health units in the state to ensure quality health services and accessibility to health facilities;
- ▶ Train more midwives to reduce birth mortality rate;
- ▶ Increase HIV/AIDS awareness;
- ▶ Increase the number of qualified health workers and improve working conditions.

## P 3: Health

### GOSS Responsibilities

- ▶ Revise and formulate national health plan;
- ▶ Encourage development partners to help supply more drugs and maintain the existing primary Health Care Units;
- ▶ Collect existing health facilities data in the 10 States of South Sudan.

## P 4: Roads and communication network

### State Responsibilities:

- ▶ Improve road conditions to ensure accessibility to all the counties of the state;
- ▶ Ensure proper urban towns surveys are done in major towns in the state;
- ▶ Maintain internal Roads and Bridges regularly;

## P 4: Roads and communication network

### GOSS responsibilities:

- ▶ Review national roads and bridges plans;
- ▶ Regular maintenance of roads and bridges that fall under GOSS;
- ▶ Award major roads construction contracts to less-good companies with supervision;
- ▶ Ensure Environmental Impact Assessment prior to any road construction project.



## P 5: Food Security

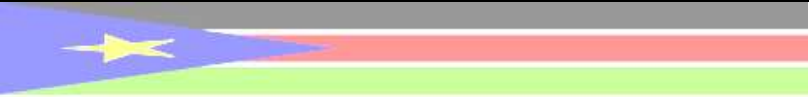

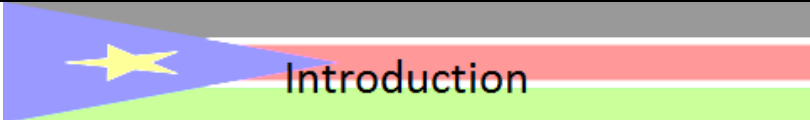
### State Responsibilities:

- ▶ Support and modernize agricultural infrastructure by providing modern farming machinery/technology;
- ▶ Undertake physical, institutional and human resource capacity building to enhance efficient and effective service delivery;
- ▶ Support livestock and fisheries industries;
- ▶ Support tertiary agro-industries and commerce.

## P 5: Food Security

### GOSS responsibilities:

- ▶ Review agriculture policy framework e. g. land tenure;
- ▶ Establish a South Sudan Agricultural Bank to facilitate farmers' credit loans;
- ▶ Make available necessary agricultural inputs such as farm machinery, quality seeds and agro-chemicals.

 <h2 style="text-align: center;">South Sudan Development Plan 2011-2013</h2> <p style="text-align: center;"><b>Northern Bahr El Ghazal State Priorities</b></p> <p style="text-align: center;">Presented by: H.E. Ronald Ruay Deng State Minister of Finance, Trade and Industry</p> <p style="text-align: center;">Wau, 10 March 2011</p> 	 <h2 style="text-align: center;">Introduction</h2> <p>This important document is developed in view of:</p> <ul style="list-style-type: none"><li>– Gaps envisaged in the Approved 2011 State budget activities;</li><li>– Comprehensive report of NBeG, presented in 8<sup>th</sup> Governors' Forum;</li><li>– Council of ministers discussions and consultations;</li><li>– Government policy statements;</li><li>– Brief consultation and discussion with different stake holders (spending agencies &amp; development partners, etc)</li></ul> <p><b>NB:</b> <i>In long run, the state envisages prioritization of Industrial and private sector development</i></p> <p style="text-align: right;">2</p>
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## State Development Priorities

Top five development priorities of the State

	Description of Priorities	SSDP Pillars	Relevant State Sector
1.	Reduce food insecurity (food deficit) through intensive and extensive farming	Economic Development	Natural Resource & Social Development
2.	Mitigate border conflict with bordering States in North Sudan	Security and Conflict Resolution	Public Adm. & Rule of Law
3.	Improving the quality and quantity of health service	Social and Human Development	Health
4.	Construction of drainage canals, dams, roads, and bridges	Economic Development	Physical Infrastructure
5.	Increase the quality and quantity of education services	Social and Human Development	Education

3

## Key Challenges

Top five challenges faced by the State in since 2005:

	Key Challenges	SSDP Pillars	Relevant State Sector
1.	Food insecurity and poverty resulting from traditional farming, unpredictable weather, crop disease, etc	Economic Development	Natural Resources & Social Development
2.	Insecurity in the border area as the state share longest border with the North	Security & Conflict Resolution	Public Adm. & Rule of Law
3.	Limited health service quality and coverage (existing facilities established as early as 1960s)	Social and Human Development	Health
4.	Recurrent flood occurring in the rainy seasons causing crosscutting damages	Cross-cutting	Physical Infrastructure
5.	Lack of qualified teachers, schools and facilities	Social and Human Development	Education

4

## The Top 5 Programmes to Address Challenges & Improve Service Delivery

- Top Five Programmes to address the challenges and to improve service delivery:
  1. Increase farm productivity
  2. Peace building activities and security fund
  3. Increase quality and quantity of health services
  4. Improved drainage system, Dam construction, roads (security road) construction Infrastructure
  5. Improvement in the quality and quantity of education service provision

5

## Programme 1: Key Actions to be Undertaken

- **GoSS Responsibility**
  - Increase Mechanized farming through use of Tractors, accessories, fertilizer, etc
  - Increase distribution of improved seeds varieties
  - Development of Toc Chol farm
  - Construction of Storage facilities for Toc Chol farm
  - Rehabilitation of Aweil rice scheme Basins 16
  - Promotion of Agricultural cooperatives
- **State Responsibility**
  - Training of agriculture support staff for farmers
  - Provision of land
  - Tuning policy statements in tandem with priorities, Supporting Private sector investment in this sector
  - Implementation, Monitoring, & reporting
- **Indicative cost = 8 m USD**

6

## Programme 2: Key Actions to be Undertaken

- **GoSS Responsibility**
  - Logistic and communication equipment support
  - Building peace cottages (centers for interactions and inter-communal meetings)
  - Establishment of security funds for the state
- **State Responsibility**
  - Administer security funds for State to Supplement security infrastructures and improve communication equipment/intelligence
  - Conducting peace conferences between-Dinka Malual-Rezigat and Misseriya.
  - Strengthening the efficiency and effectiveness of existing security apparatus
- **Indicative cost = 3 m USD**

7

## Programme 3: Key Actions to be Undertaken

- **GoSS Responsibility**
  - Construction of Aweil Referral Hospital
  - Donation of medical equipments & modern medical facilities.
  - Training of qualified personnel
- **State Responsibility**
  - Land identification and allocation
  - Survey and design work
  - Implementation, monitoring, & progress report
- **Indicative Cost = 3.5 M USD**

8

## Programme 4: Key Actions to be Undertaken

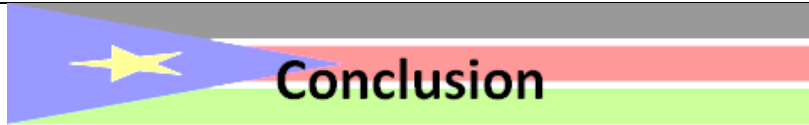
- **GoSS Responsibility**
  - Construction of drainage canals and dam
  - Construction of roads connecting counties and security roads
  - Provision of technical assistance
- **State Responsibility**
  - Survey of the area and indentifying dam constructing site
  - Maintenance of internal roads
  - Training and capacity building
  - Implementation, monitoring and reporting
- **Indicative cost = 10 m USD**

9

## Programme 5: Key Actions to be Undertaken

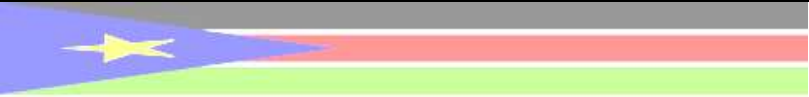


- **GoSS Responsibility**
  - Construction of Vocational Training Centres
  - Construction of NBeG University
  - Construction of girls primary school
  - Construction of National Secondary School
  - Filling capacity gaps
- **State Responsibility**
  - Recruitment of qualified teachers
  - Provision of land
  - Training (Vocational and on-job)
  - Implementation, monitoring and reports
- **Indicative Cost = 12 m USD**

10



## Conclusion

- **The identification of development priorities and activities geared to address state challenges is timely and appropriate for our new emerging nation that is faced with many pressing issues.**
- **We appreciate GOSS consulting and inviting States input into Southern Sudan Development plan so as to increase transparency, accountability and ownership of this very important plan.**

 <p><b>South Sudan Development Plan 2011-2013</b></p> <p><b>Peter Dak Gatluak, DG of Education Unity State Bentiu, 25<sup>th</sup> March 2011</b></p> 	 <p><b>State Development Priorities</b></p> <p><b>THE TOP FIVE DEVELOPMENT PRIORITIES</b></p> <ul style="list-style-type: none"><li>A. Health</li><li>B. Education</li><li>C. Infrastructure</li><li>D. Security</li><li>E. Agriculture</li></ul>
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## KEY CHALLENGES

### TOP FIVE CHALLENGES FACED BY THE STATE IN SINCE 2005

- A. Lack of infrastructure
- B. Insecurity
- C. Lack of Health services
- D. Over employment
- E. Lack of funding for projects

## THE TOP 5 PROGRAMMES TO ADDRESS CHALLENGES & IMPROVE SERVICE DELIVERY

- A. Provision of Health services
- B. Improve and raise the level of literacy
- C. Mobilizing local resources
- D. Improve good governance and empower local government
- E. Improve transparency and accountability
- F. Training and deployment of police force

## PROGRAMME A: KEY ACTIONS TO BE UNDERTAKEN

- State Responsibility
  - Provision of health services
  - Hiring of health specialists and consultants
  - Construction of health facilities
  - Training of health personnel
- GoSS Responsibility
  - Funding the health projects
  - Support to specialists and provision of external training

## PROGRAMME B: KEY ACTIONS TO BE UNDERTAKEN

- State Responsibility
  - Build as many primary schools as possible in the counties, payams and bomas.
  - Training of teachers
  - Hiring of qualified teachers
  - Regulate the school enrolment
- GoSS Responsibility
  - Provide scholarships.
  - Establish good and reliable curriculum
  - Capacity development for Education managers

**PROGRAMME C: KEY ACTIONS TO BE UNDERTAKEN**

- State Responsibility
  - Regulate collection of local revenue
  - Encourage local food production
  - Provide technical training to state and local government officials
  - Establish proper accountability standards
- GoSS Responsibility
  - Assist in provision of technical training.
  - Provision of guidelines and formats.

**PROGRAMME D: KEY ACTIONS TO BE UNDERTAKEN**

- State Responsibility
  - Posting of professional senior staff to the counties
  - Training of counties officials.
  - Support community based projects
  - Ensure participatory approach in development of policy and decision making.
- GoSS Responsibility
  - Earmark funds for the development of local government
  - Provide technical support to programmes of local government

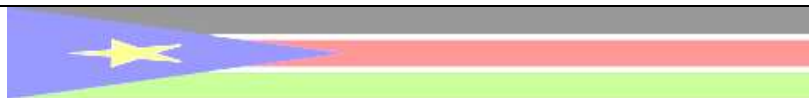
**PROGRAMME E :KEY ACTIONS TO BE UNDERTAKEN**

- State Responsibility
  - Adhere to public accounts policy
  - Usage of standard forms for Expenditure
  - Ensure consistency in Budget execution
  - Training of staffs involved in taxation
- GoSS Responsibility
  - Design standard policy of local revenue accounting
  - Review and enact law regarding tax

**Programme F: KEY ACTION TO BE UNDER TAKEN**

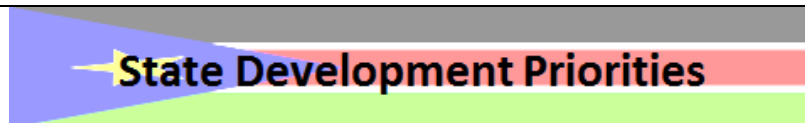
- State Responsibility
  - Recruitment of more security personnel
  - Training of police force
  - Disarmaments of civilian and integration of militia groups
  - Orientation of organized forces to observe the rule of law
- GoSS Responsibility
  - Deployment of qualified security officers
  - Providing support in Technical Training





## **South Sudan Development Plan 2011-2013**

Bartholomew Pakwan Abwol,  
DG of Information and Communication  
Upper Nile State



## **State Development Priorities**

- The five development priorities of Upper Nile State are as follows:
  1. Health
  2. Education
  3. Infrastructure (e.g. WASH, Roads and Bridges)
  4. Agriculture (include food security)
  5. Human resource development

## Key Challenges

- The top five challenges faced by the State in since 2005 are as follows:
  1. Insecurity
  2. Poor infrastructure
  3. Inadequate financial funding
  4. Lack of agriculture inputs
  5. Inadequate capacity building of human resources

## The Top 5 Programmes to Address Challenges & Improve Service Delivery

1. Improvement of security
2. Provision of adequate financial funds
3. Provision of agric-inputs Agro-chemicals and other implements like livestock and fisheries development projects
4. Provide more training to human resources to enhance training programs
5. Rehab-and-construction of physical infrastructure

## Programme 1: Key Actions to be Undertaken

- State Responsibility:
  - Peace building among the citizen in the state
  - Recruitment of police and building of police stations
  - Improve coordination between traditional authority and the police
- GoSS Responsibility:
  - Border demarcation between the states and counties, payams and bomas
  - Peaceful disarmament all over the state

## Programme 2: Key Actions to be Undertaken

- State Responsibility:
  - Harmonization of tax collection in the state
  - accountability and transparency in financial management
  - avoid more checkpoints on the highways
- GoSS Responsibility:
  - Enactment of financial regulations
  - Strengthening auditing system

### **Programme 3: Key Actions to be Undertaken**

- State Responsibility:
  - investment in agricultural projects to generate fund improved livelihoods
  - improvement livestock and fisheries projects
  - introduction of mechanize projects in counties
- GoSS Responsibility:
  - provide machinery and agriculture instrument
  - protection of national pest and establishment of agricultural research centers

### **Programme 4: Key Actions to be Undertaken**

- State Responsibility:
  - Establishment of multipurpose training institutes
  - Improvement of alternative education
  - Establishment of reformatory
- GoSS Responsibility:
  - provision of fund and technocrats
  - Provision of various equipment

### **Programme 5: Key Actions to be Undertaken**

- State Responsibility:
  - Construction of in-town and feeder roads
  - Proper management of water sanitation
  - Production and good management of electricity
- GoSS Responsibility:
  - construction of main trunk roads and bridges
  - Permanent solution of water and electricity

 <p><b>South Sudan Development Plan 2011-2013</b></p> <p>WARRAP STATE Wau, 10 March 2011</p> <p>Presented by: Cde Majok Bol Kur Warrap State Minister of Finance Trade and Industry</p> 	 <p><b>State Development Priorities</b></p> <p><b>Top five development priorities of Warrap State</b></p> <ul style="list-style-type: none"><li>• Resettlement of returnees.</li><li>• Infrastructure development.</li><li>• Basic service delivery.</li><li>• Food security.</li><li>• Security stabilisation</li></ul>
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## Key Challenges

### The top five key challenges faced by the State since 2005.

- Insecurity.
- Lack of infrastructure development to attract major investors and financial investors.
- Lack of essential basic services.
- Lack of skilled manpower.
- Ongoing challenges posed by the influx of returnees.

## Top Five Programmes to Address Challenges & Improve Service Delivery

- Building and upgrading of public facilities.
- Rapid infrastructural development.
- Security stabilisation.
- Resettlement and reintegration of returnees.
- Food security initiatives like micro finance and the availability of financial institutions and investors.



## Programme one: Insecurity

### State Responsibility:

- Take peace building initiatives/ maintain commitment
- Establish a well equipped police force
- Provide water points for human and animals.
- Monitoring and evaluation.

### GOSS Responsibility.

- Provide more funds for peace building initiatives.
- Facilitate monitoring and evaluation and disarmament.

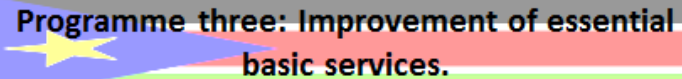
## Programme two: Infrastructure Development

### State Responsibility:

- Provide land.
- Plan and budget.
- Implement, monitor and evaluate.

### GOSS Responsibility.

- Support with funding.
- Implement, monitor and evaluate.



**Programme three: Improvement of essential basic services.**

**State Responsibility**

- Identify priority needs/areas.(health/education).
- Plan and budget.
- Assure community involvement and ownership (sustainability).
- Implement, monitor and evaluate.

**GOSS Responsibility**

- Fund.
- Monitor and evaluate and develop policies and guidelines.



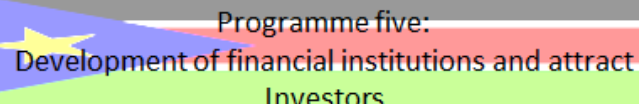
**Programme four:  
Capacity Building Development**

**State Responsibility:**

- Scrutinise the entire workforce (performance appraisal).
- Recruit a qualified workforce.
- Provide short and long term training for staff.
- Develop multi purpose vocational training centers.

**GOSS Responsibility.**

- Increase funding.
- Develop policies and guidelines.



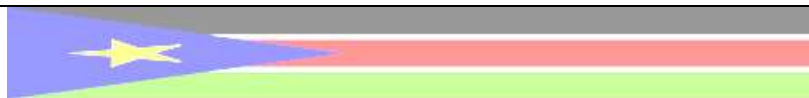
**Programme five:  
Development of financial institutions and attract Investors**

**State Responsibility:**

- Maintain security to attract investors.
- Develop policies to attract investors.
- Provide land to potential investors.
- Ensure and maintain a conducive working environment.

**GOSS Responsibility**

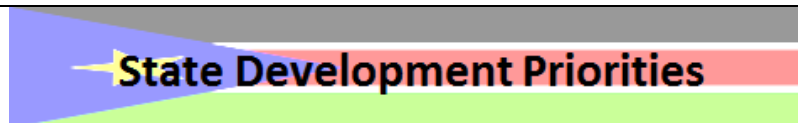
- Encourage and guarantee the investment climate for investors.
- Develop policies that attract investors.



## **South Sudan Development Plan 2011-2013**

Western Bahr el Ghazal

Wau, 10 March 2011



## **State Development Priorities**

1. Provide safe water for domestic and livestock by increasing the number of existing facilities
2. Increase access to education
3. Increase health care services
4. Achieve food security
5. Expand road connection

## Key Challenges

1. Insecurity
2. Untrained staff
3. Lack of office accommodations
4. Lack of information
5. Lack of coordination among stakeholders
6. High rate of illiteracy

## The Top 5 Programmes to Address Challenges & Improve Service Delivery

1. Provision of basic services
2. Staff training
3. Construction of roads and bridges
4. Non-transport physical infrastructure (e.g. schools, offices, hospitals)
5. Livelihoods development

## Programme 1: Key Actions to be Undertaken

- State Responsibility
  - Dig 200 borehole hand-pumps per year in rural areas
  - Extend water network in six main towns
- GoSS Responsibility
  - Provide construction materials for urban water network
  - Provide materials for borehole and hand-pump construction

## Programme 2: Key Actions to be Undertaken

- State Responsibility
  - Recruit 150 new trained teachers each year
  - Train existing teachers
  - Construct 50 new schools each year in urban and rural areas
- GoSS Responsibility
  - Provide textbooks and other educational materials
  - Train secondary school teachers





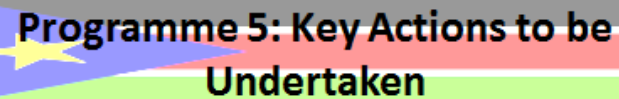
**Programme 3: Key Actions to be Undertaken**

- State Responsibility
  - Construct County Hospitals and primary health care centres
  - Train 100 new health professionals each year
- GoSS Responsibility
  - Construct new State hospitals in Raga and Mapel
  - Reliably provide pharmaceuticals to hospitals and health care centres



**Programme 4: Key Actions to be Undertaken**

- State Responsibility
  - Provide seeds to smallholder farmers
  - Train agricultural officers to train and advise farmers on production techniques
- GoSS Responsibility
  - Provide tractors, water pumps and agricultural machinery
  - Provide advanced training to agricultural extension officers



**Programme 5: Key Actions to be Undertaken**

- State Responsibility
  - Construct 150km of feeder roads per year to connect counties
  - Maintain existing feeder roads
- GoSS Responsibility
  - Construct and maintain interstate roads
  - Maintain existing bridges
  - Train 10 engineers per year for road design and construction

<p style="text-align: center;"><b>WESTERN EQUATORIA STATE</b></p> <p style="text-align: center;">2011- 2013 STATE DEVELOPMENT PRIORITIES &amp; CHALLENGES <b>H.E. Evans Doctor</b> State Minister of Finance &amp; Industry</p>	<p style="text-align: center;"><b>Five Highest Priorities</b></p> <ul style="list-style-type: none"><li>• Rehabilitation &amp; Constructions of Roads, Bridges &amp; and Airport/ 8Airstrips</li><li>• Improved Agricultural Production &amp; Water supply</li><li>• Industrialization<ul style="list-style-type: none"><li>– Food Processing Industry</li><li>– Canning Industry</li></ul></li><li>• Improved Education and Capacity Development</li><li>• Improved Health Services</li></ul>
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## Key Challenges

- Insecurity (LRA, Internal)
- Low capacities of the State workforce & inadequate facilities.
- Poor Road access linking most of the Counties & within the counties in the State.
- Inadequate institutions that offer loans to farmers and Business communities
- Lack of modern Agricultural Technology & Equipment

## Actions to Address: 1

- **Priority: Transport Infrastructure**
  - Rehabilitate 56 Feeder Roads & Bridges
  - Tarmac the Town Road in the State Headquarters
  - Tarmac Juba – Yambio – Wau Trunk
  - Construct Airport
- **Strengthen coordination between GoSS & State.**
- **Challenge: Insecurity, Poor Road access.**
  - Collaborative arrangements of communities, State Government, GoSS & International to deal with border & regional challenges
  - Instituting good governance to strengthen the rule of law
  - Provision of firearms & ammunition to State security organs
  - Recruit & Train more Security bodies.
  - Improved road access & logistics to areas of insecurity

## Actions, 2

- **Priority: Improved Education & Capacity Development**
- **Challenge: Low capacities of the State workforce (high rate of untrained teachers, inadequate learning facilities & high learning institutions)**
  - Recruit & train workers in Health, Education, Engineering/Technical, Public service & Agriculture
  - Establish Institutions of higher (Management institutes & universities, both public & private)
  - Encourage distance learning by the workforce
  - Encourage adult education
  - Conduct regular workshops & seminars
  - Establish effective & efficient learning system & develop capacity of manpower in the State (State Ministries, Communities)

## Actions, 3

- **Priority: Industrialization (food processing & canning industries)**
- **Challenges: Insecurity & lack of modern agricultural technology & equipment, poor road access linking & within counties.**
  - Establish a State Investment Authority.
  - Produce large quantities of raw materials
  - Provide modern technology & equipment to increase production
  - Improve transport & communication system.
  - Improve and construct power generation units & water supply
  - Train
  - Improve & maintain good governance & rule of law
  - Establish a system to regulate, monitor & evaluate operations of both public & private industries. (State Ministries, Local Government)

## Actions, 4

- **Priority:** Improved agricultural production & water supply
- **Challenges:** Inadequate lending to farmers and business; lack of modern agricultural technology & equipment
  - Introduce mechanized farming
  - Conduct extension services to create awareness among the farmers
  - Provide agricultural Inputs e.g. tools, improved seeds
  - Enhance farmer training
  - Rehabilitate Yambio agricultural research division
  - Construct local dams & water yards for communities
  - Establish a monitoring & evaluation system to enforce policies to improve food security (State & Local responsibility)

## Actions, 5

- **Priority:** Improved health services
- **Challenge:** Insecurity; low capacity of the state workforce; inadequate facilities
  - Recruit local & foreign medical personnel
  - Train medical cadres
  - Provide qualitative & quantitative medical facilities for better services
  - Maintain security to ensure accessibility & utilization.
  - Establish proper reporting, recording & evaluating system in the health sector (State, GoSS, Local Government)

South Sudan is in the process of producing a South Sudan Development Plan (SSDP), a medium term planning framework for achieving security, development, economic growth and poverty reduction. The SSDP 2011-2013 will guide all expenditure and resource allocations for the Government of Southern Sudan and development partners. It will provide an over-arching vision for the economic and social development priorities over the next 2.5 years of the post independence period. The SSDP 2011-2013 is expected to be finalized and submitted to the Council of Ministers by 15 June 2011 and will serve as an Interim Poverty Reduction Strategy Paper (I-PRSP) for the new nation.

A one day high-level meeting was organized by MoFEP on November 17, 2010 in which deliberations on the various aspects of the preparation process were presented including the four key pillars that would guide the document, namely (i) governance (ii) economic development (iii) crisis prevention and security, and (iv) social and human development. In February 2011, MoFEP convened introductory meetings for various 'pillar' groups on the guidelines and way forward. It has circulated the guidelines for participation of stakeholders (GoSS agencies and Development Partners) including a schedule of activities. Following the introductory week the participants in each of the Pillar Working Groups were provided with a half-day training by MoFEP on the "*Guidelines For Drafting The Southern Sudan Development Plan 2011-2013*" following which the Pillar and Sector Working Groups began on their respective chapters and sections.

The drafting has been undertaken through the four Pillar Working Groups where respective government agencies, development partners and other stakeholders held consultations and drafted the different components that make up the SSDP. Furthermore, the MoFEP organized three regional state consultations on the SSDP process in Wau, Bentiu and Juba (on March 10, 24 and 25 2011, respectively) whereby states were consulted on the SSDP preparation process and identified their respective development priorities.

The stakeholder conference that took place at the New Sudan Hotel 19<sup>th</sup>-20<sup>th</sup> May 2011 was meant to collect the views of the stakeholders as the country prepares the final version of the plan. It was opened and chaired by the Minister of Finance and Economic Planning (MoFEP) H.E. David Deng Athorbei.

In his comments at the conference, the Minister highlighted the importance of 2011 as a watershed year for the people of South Sudan, being the year the country is going to attain its independence. He emphasized that for this reason, the SSDP 2011-2013 is being formulated to help chart a way for the government to deliver peace, justice and prosperity for all, and stop the marginalization the people of South Sudan have suffered for a long time.

He affirmed that the plan will be the first step in attaining Dr. John Garang's vision of building a capable state with strong institutions in which all the people are equal and prosperous. He further stated that the SSDP 2011-2013 will put emphasis on building infrastructure, transforming agriculture and offering quality services to the people of South Sudan. He cautioned that building a state is hard but still assured the stakeholders that the government will manage the country's oil revenues and other resources for the good of the people of South Sudan. Because of limited resources and the time available for the formulation and implementation of the SSDP 2011-2013, the Minister emphasized that the plan will need to be realistic and that prioritization will be a key to success.

The Minister reiterated that the plan is meant to stop uncoordinated development that has hitherto been the case, emphasizing that the plan will now be limited to the vision, theme and goals as the guide for any intervention. The support from development partners, the Minister said, will now be aligned with the SSDP to ensure coordinated development and mutual accountability to states and tax payers. The Aid Strategy accompanying the plan, he said, will outline the modalities for partners support including in capacity building and technical support that will help the country to deliver on its commitments. The Minister also emphasized that the implementation of the plan will need everybody's participation, including that of women, youth, and men calling for unity of purpose. He called for continued engagement starting with the two days of the conference.

The conference was also attended by several GoSS Ministers, Commission Chairpersons and Undersecretaries, Dignitaries from states including Governors and state Ministers, and key donors and development partners including Norway, Canada, USAID, the Joint Donor Team, EU, DFID, AfDB, the World Bank and the IMF. There was also a large presence of the United Nations led by the Deputy Special Representative of the Secretary General, and the UNCT Deputy Resident Coordinator and UNDP Head of Office.

### 8.5.1 Emerging issues from the Conference

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This section summarizes the emerging key issues from the SSDP 2011-2013 stakeholder conference from the panel members and the audience, grouped into the pillars and other issues presented in the conference. The comments are presented under the following areas:

- Background and Plan Overview;
- Vision and Priorities;
- Governance Pillar;
- Crisis Prevention and Security Pillar;
- Economic Development Pillar;
- Social and Human Development Pillar;
- The Aid Strategy;
- Capacity Building Strategy for the SSDP, and
- Return, Reinsertion and Early Reintegration in South Sudan.

This report concentrates on the reactions from the panelists and the audiences since the presentations are available as separate documents accessible on request.

### 8.5.2 South Sudan Development Plan Overview

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The overall overview of the plan was presented by the Minister of Finance and Economic Planning who highlighted the historic context of the plan and underscored how important this exercise is for the sustainable development of the new nation of South Sudan. The overview generally attracted overwhelming approval from the participants with many speakers concurring with the Minister that this plan is a major undertaking as the country gears up to its independence. There was universal agreement that having a plan as the country starts its journey as new nation will give it a direction that will ensure a shared vision for the country.

### 8.5.3 Vision & Priorities of the SSDP

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The vision and priorities of the plan were presented as part of the overall conceptual framework of the plan. The presentation was meant to cover the framework under which the SSDP is being formulated including the vision, the mission, the objectives and priorities in the plan. The comments that were made on the presentation can be grouped in the following areas: Need for evidence to support resource allocations; Monitoring and evaluation issues; and layout issues.

**On the evidence used** in the plan especially in supporting the allocation of the resources, there were some who thought that there should have been more rigorous quantitative analysis including the use of the models to justify the allocation of the resources to different sectors. Related to that were some concerns that without some baselines, it will be difficult to assess the impact of the plan. There were also concerns that the relationship between the resources to implement the plan and the expected expenditure, including the possible fiscal deficit expected, is not well stated which might complicate the mapping of the plan into the expenditure framework including the budget.

On this important concern however, it was clarified that given the paucity of data in South Sudan, it was very difficult to use vigorous quantitative methods in designing the conceptual framework of the plan. It was

noted that such methods would have needed quantitative data from household and other surveys in addition to county-wide models most of which are not yet available in the country.

Related to that were issues to do with **monitoring and evaluation**-with some participants calling for the formulation of an independent monitoring and evaluation framework possibly administered by an autonomous body that will ensure that implementation of the plan follows the set guidelines and that its impact will be easily assessed based on the indicators pre-determined in the plan. There were assurances however, that a monitoring and evaluation framework will be included to enable the country and other partners to follow the implementation of the plan.

On the **layout of the plan**, it was suggested that the plan be given a “theme” to delineate the scope of the plan. This it was suggested should be clearly linked to the objectives and indicators in order to aid the eventual monitoring and evaluation of the plan. The Minister of Finance and Economic Planning also observed that the SSDP is still made up of disparate parts that need coherence and streamlining in order to come up with a complete plan. He therefore called on the officials concerned to make sure that the plan is put together in way that makes it a complete and coherent document.

#### 8.5.4 Governance Pillar

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This pillar consists of proposals that are under the public administration and accountability sector working groups represented by 17 GoSS institutions. The issues raised on this pillar included: legal and institutional framework; public service reform; labour issues; accountability; institutional capacity; and cross cutting issues.

**The Legal and institutional framework** – it was observed that there is need to create clear structures and functions for service delivery and laws to ensure good governance should be enacted. Concerns were raised about the uniform transfer of funds to the states irrespective of the characteristics of the states and suggestions were made that analysis of state contexts should be done to ensure that resource allocations from GoSS are as equitable as possible.

**Public service reform**-There were many calls for reforming the public service in order to make it more efficient, mainly by putting the right people in the right places, trimming the payroll and removing unproductive workers and offering them a decent pension. In order to absorb the rest of the workforce outside public service, it was suggested that there is need to develop the private sector. The need to create a public service that is national, which can work anywhere and is not involved in politics, was also highlighted.

**Labour issues** – were some of the concerns that were raised. The problem of the estimated more than 140000 workers that will come from the North Sudan was raised, imploring the planners to cater for these people. It was observed that these and the workers that are already on the payroll will need a pension scheme to cater for them.

The issue of expatriate labour coming from outside South Sudan even those with basic service skills was raised, with many participants saying that the government needs to train South Sudanese in job skills so that they can be able to take over from these outside workers. It was observed that there are many indigenous skilled South Sudanese that are not being used in building the country. In that respect, it was observed that there may be need for a market survey to find out about these workers in the country with the view to planning for them. The Minister of Labour and Public Service clarified that some workers especially the specialized experts from outside such as the IGAD countries are a contribution by their national governments to help strengthen the capacity of South Sudan. She further urged the country to put an emphasis on attitude and culture change and capacity strengthening so that there is no need to import labour.

To support job creation it was suggested that labour offices should be established at state level to deal with labour issues. A similar office, it was suggested, could be set up in the Diaspora to cater for the many South Sudanese that are planning to come back to work in the new nation. It was also suggested that the labour force in the country should be national in character with no tribal leanings and fears were raised by some

that decentralization may be creating a situation where states are recruiting from their own, with a danger of coming up with tribal labour forces. To create a capable public service that can deliver to the people of South Sudan, it was also suggested that nepotism that sometimes overrides skills should be fought so that meritocracy becomes the basis for being hired.

**Transparency and accountability**-were raised as one of the most important prerequisites for good governance. There were many complaints about the level of corruption in some government institutions and calls for the strengthening and in some cases enforcement of anti-corruption measures in order to ensure good governance. It was observed that unless the corrupt are censured or are made to pay somehow, it will be difficult to uproot corruption. It was therefore suggested that bodies in charge of prosecution and the enforcement of the law should be strengthened.

There were also calls for increased oversight by the South Sudan Legislative Assembly so that accountability is institutionalized in government policy formulation and implementation. It was observed that unless the population is prepared to follow the law, good governance is going to be hard to achieve. It was therefore emphasized that the supremacy of the law should be guaranteed in the country.

Nepotism as a form of corruption was also cited as a major hindrance to good governance. It was therefore suggested that institutions involved in anti-corruption measures should put nepotism as one of the major vices to eliminate short of which good governance will be hard to achieve.

Ethics, good manners and the fear of God were raised as pre-requisites for attaining a corrupt-free society, emphasizing that measure to inculcate these values in the population may pay off in the long run in improving good governance in the country. The Minister of Finance and Economic Planning on his part called for innovative ways of fighting corruption, citing a case of Eriteria where such measures as requiring the corrupt to write the phrase "corruption is bad" for days, have been used with considerable success.

**Institutional and human capacity constraints** -were raised as one of the hindrances to the delivery of good governance. There were calls to revisit the current structure so that it can deliver on the vision of the plan. There were calls for continued capacity strengthening to produce a competent manpower and government institutions that can be relied on for delivering good governance. The type of skills that may be needed to deliver for a competent state that is capable of delivering for the people may require going beyond the formal education to mass education of the population and technical skills training.

There was also emphasis on evidence-based research requiring the production of statistics and other evidence that is needed by the population. It was emphasized that there will be need to have baselines for most of the interventions that government wants to undertake and this will need evidence. Delivery systems will also need to be streamlined including the clarification of decentralization structures. Short of this, it will be difficult to link the resource expenditure with implementation and impact assessment. Suggestions were made in this regard for the formation of an autonomous planning authority to be able to provide evidence-based planning and impact assessments.

**Cross cutting issues like Gender and environment**-were also suggested with some calling for the separation of women from the rest from the general gender to ensure that their issues are focused on more seriously. It was however, noted that the women and youth that are in places of responsibility are actually doing well and emphasis on women will help in the search for good governance. It was noted that emphasizing women issues and allowing them to have a say in development is good for good governance.

There were calls for the protection of the environment because of its importance for sustainable development absent of which you cannot have good governance. There were also some issues suggested for addition including mine action programmes and security because of the impact it is having on the country and that security should be one of the cross cutting issues in this pillar.

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#### 8.5.5 Economic Development Pillar



This pillar consists of proposals that are under the Natural Resources, Infrastructure, and Economic Functions sector working groups represented by 15 GoSS institutions. The issues that were raised on this pillar included: investment climate including source of financing; legal and institutional capacity; infrastructure development; transformation of agriculture and other non-oil sectors; other issues.

**Investment climate, including source of financing**—the issue of capturing the confidence of investors was mentioned as very important. It was noted that there is need to ensure that potential investors receive the information they need to make informed decisions on their investments. There were also calls for the spirit of nationalism and commitment and political will to protect investments. There was a suggestion that the issue of currency stabilization (that is hurting the private sector) be worked on. One way is to ensure that monetary policy in the plan is strengthened to ensure stability in the market. Concerns were raised about the state of the domestic financial system including that of commercial banking with the view that indigenous banks are being ignored in favour of foreign banks. It was clarified by the BoSS officials that the state of banking in the country is still very weak and that it will take time for indigenous banks to manage the competition with the already developed foreign banks.

The issue of land reform was mentioned as an important issue for investment with some people noting that the investment laws in the country are opaque and not investor-friendly. There were calls to maintain security which is a pre-requisite for economic development.

There were also concerns that the cost of doing business is high and calls for deliberate efforts at reducing this cost including a suggestion for the lowering of fuel taxes if possible by seeking Public Private Partnerships (PPP) for the development of a refinery in South Sudan. Other suggested measures included the protection of indigenous businesses from high taxes and foreign competition. There were calls for supporting informal businesses to ensure that they become engines of growth.

Officials from the Ministry of Investment clarified that the business environment is favourable with only three signatures needed to start a business and ability to repatriate profits in just 24 hours, there were still calls for the lowering of the cost of doing business.

**Legal and institutional capacity**—there were calls for the creation of institutions that will bring about sustainable development and increase the national ownership of the transformation process. Financial institutions for example, including the Central Bank and development banks were suggested as institutions that may need to be formed to create a conducive environment for vibrant growth of the economy. Streamlining systems so that bureaucracy and time wasted is minimized were cited as important elements in fostering economic development.

There were also calls for the strengthening of the analytical capacity of institutions that are charged with economic growth including the training of staff in evidence-based policy formulation. This it was argued, was necessary for eventual replacement of foreign experts that are providing the analytical support.

There were also calls for strengthening the legal structures in order to ensure that efficient legal oversight is provided quickly for institutions to be able to work more quickly and efficiently. The laws that were suggested for quick enactment were: the law to protect resources; investment laws like the one to regularize Public-Private Partnerships (PPPs); financial regulation laws including the counterfeit law and taxation laws. The PPP law in particular was said to be very important due to the need to raise private sector capital to undertake huge capital investments that the government cannot do alone, like HIP dams.

The other justification for prudent institutional management was the understanding that public sector is going to lead the development process for some time to come and that unless public institutions are efficient, service delivery will not improve. Therefore in addition to operational institutions, there were calls for the formation of policy institutions inside ministries and other public agencies. In addition to institutional development, there were calls for the setting up of other systems that will improve the efficiency of the resource allocation, spending, and monitoring and evaluation. Such may include efficient and secure payments, payroll management systems and resource management systems. It was noted

however, that there may be constraints to developing such economic management systems and institutions due to human and other resource limitations.

The issue of fiscal discipline not only by government but also by individuals was raised, noting that the government has often prioritized consumption goods instead of capital goods. And in case of individuals it was observed that many people prefer to live a luxurious life, a situation that has made South Sudan a consumer country. This, it was observed has to change in order for the country to live within its means.

The issue of corruption was raised as a major hindrance to economic development with participants noting that unless financial oversight is strengthened including audits, so that resources go to where they will have the biggest impact on economic development of the country, it will be difficult to achieve sustainable economic growth and transformation. The fight against corruption was therefore mentioned as a prerequisite for economic growth and development.

It was also noted that decentralization as an institutional framework for service delivery and economic management should be strengthened and that the linkages between the GoSS and the local governments should be clarified so that division of labour is clearer. Short of which the participants noted, there will be lack of coherence in planning and implementation of programmes.

**Infrastructure development-** the need for significant infrastructure development was consistently emphasised by conference participants, highlighting its importance in the economic development of the country. Power and roads were mentioned as critical constraint to the country's economic growth and there were calls for the plan to put emphasis on these areas. The problem it was observed, was the high cost of construction (especially cement prices) which could benefit from public private partnerships (PPP). There were calls for the production of a master plan for roads and energy to guide the development of these two important sectors. It was also noted that a similar master plan may be needed for national resources, which may require mapping to be able to plan their exploitation. Housing was also mentioned as an important area of focus not only to stop slum development but also to improve the housing conditions of the population.

Increased investment in ICT both by the private and public sectors, was mentioned as a future engine of economic development because of its positive impact on resource allocation planning, and monitoring and evaluation. ICT was also mentioned as important in business facilitation that creates a good investment environment for investment.

**Transformation of agriculture and other non-oil sectors-**was raised as one of the most important undertakings that may be required for the development of the country. There were many concerns about the state of the agriculture sector with many participants indicating that South Sudan needs serious efforts at developing the agriculture sector. It was reported that productivity is very low in the sector and that for the few farmers who are involved in crop production for example, are just producing few bags. This, it was observed has implications for food security and food inflation that if not handled may become a destabilizing factor.

There were calls for a switch to capital intensive or mechanized agriculture like use of tractors that can revolutionize the production. Use of high value input like improved seeds and fertilizers was also mentioned as prerequisites for modernization of the agriculture sector. It was noted that the country needs to identify and develop some cash crops in order to earn foreign exchange through exports.

It was also noted that South Sudan already has a comparative advantage in agriculture especially in commercial crop and animal production given the expensive land at its disposal and the pastoral culture. It was recommended that high breed cattle be introduced to enable farmers to receive higher value from their herds. The land tenure system which is mainly communal was however, noted as a possible constraint to the development of commercial agriculture and there were calls for some form of land reform that will aid the acquisition of land.

As a move to modernize agriculture, it was suggested that special economic zones be established in which processing firms can be facilitated to set up factories that would buy produce, process it and sell it on the

market or export it. This it was noted would create a market for agricultural produce. Value chain analysis studies were suggested as a means to ascertain the production to market procedures already existing in the agriculture sector, with the view to modernizing the processes. The view would be to assess the agricultural processes at farm, processing level and market in order to find out what is already happening in the industry and what can be done to improve the processes at all those levels. Other measures suggested were a livestock-surveillance, and intensification of veterinary services support to eradicate animal diseases, and ensure that animal products are safe for consumption and can be accepted for export. Formation of agricultural cooperative societies was also suggested as an important element in enhancing marketing of produce in commercializing agriculture. Irrigation was mentioned as an important issue to consider in South Sudan given the climatic conditions that sometimes do not favour agriculture, and there were calls for increased investments in this area.

In addition to agriculture, it was noted that the country will need to develop the other non-oil sectors so as to break the reliance of the country on oil revenues. It was for example suggested that the Revenue Authority should begin to look to other trade areas like at border points to collect the taxes in order to enhance the domestic resource mobilization that is separate from oil rents, this it was suggested will help the country to have a more diversified economy. Other sources of resources to support a non-oil economy that were raised were the millions of dollars that the Diaspora send back home that can be harnessed as a source of revenue for development.

**Other issues** - included gender which was mentioned as a major consideration if the country needs to achieve economic development. It was argued for example that education of women is good for the economy and that the country should continue to put emphasis on gender equality in order to achieve economic development. Man made and other disasters like floods and drought were also suggested as important issues to consider since they have a great impact on development.

Tourism was mentioned as an area that the plan does not seem to put emphasis on yet it might be one of the areas that will become important as a source of foreign exchange for the country as the country becomes more peaceful. The media as a facilitator of the oversight function was also mentioned as something the country should endeavour to develop; especially in as far as it is important in civic education that will be needed to inculcate the culture of work in the population.

#### 8.5.6 Conflict Prevention and Security Pillar

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This pillar consists of proposals that are under the Security and the Rule of Law sectors working groups represented by 17 GoSS institutions. The issues that were raised under this pillar included: importance of security to development; professionalization of army and other security forces; legal systems and rule of law; capacity building and institutional strengthening.

This pillar was borne from the historic context of the new state of South Sudan. Having endured the ravages of a devastating 22 year war, the people of South Sudan know too well the importance of putting the issue of security and conflict resolution at the heart of the country's socio-economic development strategy. Without burying this bitter past, the prospect for development would be dim and this informs emphasis on this area. Indeed the presentation of this pillar plan elicited a number of comments with many participants noting that the security of the country is paramount for implementation of the plan, and that unless the country remains peaceful, there will not be any development.

**Importance of security to development-** many participants emphasized that because of the context of South Sudan, security is of paramount importance to any development endeavour and that unless mechanisms for maintaining security are engrained in the work of all actors, the plan will not succeed. It was noted that security is intricately linked with all the areas of the economy. Areas mentioned for example were infrastructure development which can only take place in a secure environment, noting that in the border areas of the country where militias are still active, it has sometimes been very difficult to construct infrastructure facilities like roads because of the banditry involved. Not only do the armed elements pose a

security problem to the workers but they also increased the risk premium of the infrastructure projects. There were other areas where security was mentioned as an important factor including in food security as it is related to production and transportation of the food produce to the communities that need it.

Because of the importance of security to the implementation of the plan and the overall functioning of the economy, there was a concern raised by many participants. Some of the Governors noted that the state of security in the country is still currently unstable, especially in the northern border areas. It was recommended that efforts should be put in place to solve the problem so that it does not derail implementation of the plan.

There was an overwhelming opinion that fighting of proxy wars through militia and inter-tribal rivalries would need to be resolved, so as not to derail implementation or allocation of resources that would have gone to other deserving areas for development. Other concerns were about the pace and the nature of the DDR which many people thought is not moving quick enough and that the presence of arms in the population may create insecurity that will complicate the implementation of the plan. There were also calls for the defence of Abyei with participants noting that insecurity in those areas is an attempt by enemies of South Sudan to destabilize the country and jeopardize the exploitation of the oil.

In spite of these fears there was confidence that the SPLA, being a strong peoples' army, will handle the situation and that this should not kill the determination and the zeal to develop the country. There were even calls to the effect that there may be need to ask the United Nations to deploy peace keepers in the flashpoints especially Abyei.

**Professionalization of the army and other security forces-** there was a feeling that after winning the war, it was important that the army and the security forces embark on professionalization in order to now play the new role as guarantors of peace. It was noted that a professional security force that respects the dignity of the citizens and are able to maintain discipline within their ranks are a major element in peace building and civil order both of which are important for socio-economic development.

There were calls therefore to undertake screening within the army and other security forces so as to create a lean but efficient and professional security force. This will not only save resources for other productive sectors of the economy but the army and other security forces may also be an engine of development themselves if they can engage in production.

There were calls to the effect that as it is with the army, all security forces should be centralized to avoid the danger of creating what was called "clan forces", recruited from and deployed in the regions of their birth. This was noted is not good for the professionalization of the security forces as forces of that nature will only have their allegiance to their communities and not the country and all its citizens. It was suggested that possibly only community police be decentralized because they normally deal with local issues.

The discipline of the security forces was also a concern to some of the participants with some noting that some members of the forces are not civil, with calls for the security forces to respect all citizens. Training of police was recommended as one way to change the mindset of the forces from that of a liberation force to now of maintaining peace, a transition that the Minister of Finance and Economic Planning noted though important and ongoing, may take some time. To professionalize the security forces, it was also further recommended that the forces use more transparent management practices and that there be regional balancing in the recruitment to the forces.

**Legal systems and rule of law-** were noted as important elements in creating security and resolving conflicts, with some participants noting that the lack of involvement by the judiciary in the process of coming up with the SSDP on the pretext of maintaining their independence was unfortunate. It was noted that unless every citizens adheres to the tenets of the rule of law and that there is equitable justice for all citizens; development will be difficult to realize.

It was therefore recommended that the security forces and the judiciary should be given the autonomy to solve legal and other civil conflict in a way that will ensure that all the citizens receive justice and that

everybody is under the law. There were calls therefore that no one should be denied justice because of their status in society.

There were calls for the strengthening of the investigative and other judicial systems which were noted as very weak and has resulted in a large backlog of cases that is denying justice to some in the population. This, it was noted is becoming as source of conflict and there were calls for speeding up of these cases not only to afford justice to the suspects but also to ensure they do not become another source of conflict. Related to that was the issue of the prisoners that will come from prisons in the north. There were questions about what will happen to them considering that most of them were arrested under Sharia Law for such minor cases as selling alcohol. Another concern in the legal and judicial system was the issue of the absolute laws. As the country gears up for its independence, it was noted that they will be a number of laws that will not be consistent with the independent country, and in conflict with the new constitution. It was suggested that all the laws be reviewed so that they conform to the new constitution.

Other concerns were also raised about the treatment of prisoners with some participants complaining about the practice of paying a fee when one goes to prison to see or visit a prisoner. Participants noted that this as a wrong practice that infringes on not only the rights of the relatives and friends of the prisoner but also the prisoner him/herself considering that such fees may deny the prisoners the right to a visitation when in some cases some of them are innocent. In general, in order to support the adherence to human rights by those in authority, especially the security forces, it was suggested that human rights offices be strengthened. There were also many calls for mobilization of the population to be more patriotic and to respect the supremacy of the laws of the country and for all institutions to respect the legal oversight of the legal department especially in contractual matters.

**Capacity building and institutional strengthening**-was indicated as a major issue if the institutions mandated to provide security and work on conflict resolution were to achieve their goals. It was raised that the goal of professionalizing the army and other security forces will not be met if the issue of infrastructure including for administration including offices and accommodation is not handled urgently. It was actually noted that the whole rule of law sector including the security forces, the judiciary, and the prisons need infrastructure and other facilities to enable them fulfill their mandate effectively.

There were also calls for the setting up of more training centres possibly one in each state to train the army and other security forces as a means to aid the professionalization of the forces. This it was suggested can be complimented with capacity building in the areas of ICT, research and other management information systems that will increase the capacity to deliver security and justice to the population.

Apart from physical infrastructure, it was suggested that there will be need for more financial and human resource capacity strengthening considering the levels available in these sectors now. The issue of compensation for the security forces in the form of remuneration was considered a very important element in building the capacity of the security forces. It was suggested that the pay for the security forces be rationalized and streamlined so that it can work as a motivating factor for the forces. At the institutional level, there was a suggestion for the creation of a war council of senior ministers not only to secure the needs of the security agencies but also to enable decision making on security matters to be as consultative and timely enough as to meet the security needs of the country.

The issue of recruitment and deployment were mentioned as areas where the security forces especially the army needs help. It was observed that recruitment into the army is becoming difficult because of the perception among the people that joining the army is risky yet it pays little. Mobilization and sensitization of the population about these matters is helping but there were calls for more efforts. On deployment, there were calls for speeding up of the construction of roads that connect the areas that are hit by insecurity like those in Upper Nile so that deployments of security forces are quicker and safer.

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#### 8.5.7 The Social and Human Development Pillar

This pillar consists of proposals that are under the Health, Education, Social Protection, and Culture, Youth and Sport sector working groups represented by 10 GoSS institutions. This pillar consists of all the sectors that deal with the delivery of social services to the people and therefore it is near the heart of the ordinary person in South Sudan. The performance of this sector will therefore determine whether the country achieves the MDGs or not and whether the lot of the people of South Sudan will be helped by the implementation of the plan. The presentation of this pillar therefore elicited a high number of comments signifying the importance it has for the people of South Sudan. The comments can be grouped in the following areas: level and quality standards in service delivery; social protection and inclusion; institutions and capacity; and cross-cutting issues including gender and youth.

**Level and quality standards in service delivery**—was observed as very important for delivery of quality services to the population. It was noted that certifying that the quality of services being offered to the population is appropriate is as important as the delivery itself. Cases were cited in education for example, where the quality of education offered by private institutions is raising concern that it might not be good enough. It was noted that there is no strong oversight exercised when private proprietors are starting institutions of learning, a situation that if not handled may lead to poor quality graduates that will not be suitable for the development needs of the country. The same was noted in the health sector where unqualified people are thought to be opening up health units that if not regulated may endanger the health of the people. It was therefore recommended that institutions charged with quality assurance in the services sectors like health and education should be strengthened and given the requisite autonomy so that they can do their regulation work better.

The capacity of the local governments in the areas of service delivery was also raised as a concern and it was noted that there is not much ownership of service delivery at state and country levels, partly due to capacity constraints. Related to this was the concern that coordination of service delivery between the different levels of government is not adequate something that could be hampering quality delivery.

Apart from the quality of the services, there were also some concerns especially that given the low levels of public services in South Sudan, the resources that are being proposed in the plan for the social sectors may be inadequate.

**Social protection and inclusion**—as prerequisites for pro-poor growth and transformation were noted as one of the most important areas that should occupy the new country. This, it was noted is rooted in the history of marginalization that the population has suffered over the years. It was stressed that since this country was borne from the fight over exclusion, the new country should ensure no South Sudanese is excluded from enjoying the fruits of development of their country. It was noted that the history of conflict and marginalization has created large sections of the population that have been left out from the dividends of peace. There is a feeling that the development path that the country takes should be as inclusive as possible, not only to heal the wounds of marginalization but also to prevent any future social tensions. Such sections of the population include the war veterans that are being retired, the many orphans and widows from the civil war, the children and the disabled and the chronically poor. The issue of inclusiveness was also noted as important for nation building with many participants emphasizing the need to celebrate every diverse aspect of the country including culture, language, religion so that no citizen feels left out.

Participants welcomed the idea of the social cash transfer especially for families with children under- five many of whom are actually orphans mainly from the civil war. In addition, the social cash transfers was thought to be linked to sound social and human capital investments that allow for the poor to engage in economic development opportunities. But there were some concerns about the practicability of the measure especially on how to determine the beneficiaries, the sustainability and the fear that it may create a moral hazard with women deciding to produce more children in order to benefit from the system.

**Institutions and capacity**—to deliver the services especially by the public sector was noted as one element that needs serious attention in as far as it has implications for the quality of the public services delivered to the population. There were concerns raised about the impact of language on the delivery of education

services for example, given that there are many children born in the north and who have been studying in Arabic for whom English is not a language of choice, making it difficult for education planners. There were therefore calls for the institution responsible for curriculum development to harmonise the issue of language. There was clarification however, from the ministry concerned that English is going to be the official language of the country but noting that Arabic will be taught just like any other subject. To enable a smooth transition, it was reported that all Arabic speaking pupils up to form four will be re-entered into the English system while the rest will be allowed to finish their studies in Arabic.

Seeking to attract the opinion of experts and other stakeholders, it was also reported that an international conference is being organized to take place probably in Washington to forge a way forward for the education system of South Sudan. The conference is expected to among other things, to attract investment in the sector and also to plan for the production of graduates that will be suitable for the labour market. The views from the conference are expected to inform the curriculum review process that will be needed in order to plan for the education system that is in tune with the needs of the South Sudan labour market and the country's development needs.

But even before this review, there was a general opinion in the conference that the country should concentrate on blue collar as opposed to white collar jobs in order to absorb the large number of the youthful population in the country. There were also calls for the strengthening of the legal framework dealing with education with the view to strengthening the coordination of the different providers of education in the country. The idea was that some institutions are offering education or skills that they are not well qualified for, with some suggesting for example that the role of training the health personnel should be given to the Ministry of Higher Education. Similarly, there were suggestions that recruitment of personnel in social sectors like education and health should be centralized and compensation standardized so that the staff take on a national character. There were concerns that the trend these issues are taking with states recruiting and deploying from their own is going to create a tribal service that is not good for service delivery and nation building.

There were also calls for the speeding up of universal free primary and possible secondary education to enable the country to correct the very low literacy numbers in the country. The issue of cost was also similarly raised about health, with some participants noting that given the low levels of health indicators in the country, it would be better for the government to offer free universal health care to improve the health status of the population.

There was also much concern on the state of infrastructure in the social sectors, with many participants noting the condition in which education institutions, health centres and other facilities are in. It was suggested that a major rehabilitation of these facilities takes place as a starting point for turning a corner on the improvements in the social indicators of the population. It was observed that because of the near absence of some of the facilities, there will be need to set them up from scratch, for example diagnostic, historic and psychiatric facilities.

It was noted that all this work will only be possible if corruption and waste is fought vigorously so that there is value for money. Cases of corruption including the presence of ghost teachers, health workers and even health units have negatively impacted on delivery of social services in the country. It was therefore observed that monitoring and evaluation mechanisms including public expenditure tracking systems need to be strengthened in order to increase efficiency and also gain the confidence of the population.

**Gender and youth concerns**-were noted as important for meeting the goals of quality service delivery. Considering that South Sudan is a very young society and that women fair much worse than men in many development indicators, it was noted that any development strategy that does not prioritize the concerns of women and the youth will not be successful. Therefore, there were calls for positive discrimination in favour of women and in particular girls in cases such as access to education. Such measures as offering more financial support to girls to enable them access to education and establishment of vocational training centres for women can be a good starting point. Short of these measures, it was noted, the prospects of

reaching the MDG goal of gender equality by 2015 will be even harder. It was reported that a new vocational centre built in Aweil is an example of how this initiative can be undertaken with success. To compliment investment in women initiatives, it was suggested that the country will need to ratify all the conventions that aim at women empowerment and to make deliberate efforts and ending customs that demean women, like wife battering and other gender based violence that often targets women.

Initiatives aimed at helping the youth were also raised including vocational training, sports training especially considering the comparative advantage that South Sudanese youth have in sports especially athletics. It was noted that unless the youth are mainstreamed into the socio-economic development of the country, they may in future be a source of conflict. Training and mobilization of youth was linked to other social-economic indicators like under-age marriage that are not only curtailing the potential of the country's youth but are also a danger to their health.

#### 8.5.8 The Aid Strategy for the SSDP

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As part of the SSDP, there is an aid strategy that will be included to highlight how donor finances will be integrated in the overall expenditure framework needed to deliver on the goals of the plan. The strategy was presented by the Under Secretary Planning, Ministry of Finance and Economic Planning, Mr. Aggrey Tisa Sabuni to highlight government ownership of the aid agenda. The issues raised on this item were the following:

**Disbursement and absorption capacity issues**-were some of the issues that were raised with some government officials noting that aid sometimes is volatile which complicates the planning process. There were calls for the aid to be aligned well with the government plans and for the reduction of the bureaucracy in the disbursement process. There was also the issue of conditions that are often attached to the aid which some thought were hampering the national ownership of the aid system.

In response, most of the donor representatives pledged to align their aid with the national priorities and to coordinate with other donors and also encourage national ownership, principles that are enshrined in the Paris Declaration on aid effectiveness. But most of the donors reiterated that for the aid to be effective, government systems have to be accountable and that there should be use of efficient public financial management systems that will ensure transparent disbursement and use of the aid.

To further increase the coordination among the donors, it was reported that a Joint Donor Strategy is being developed to harmonize the disparate interventions by the development partners. It was noted that this will go a long way in making the aid more predictable and coordinated and thus easier to align with the national planning frameworks. It was also noted that work that is already going on in the budget sector groups is an important element in this endeavour. But there were calls to the effect that the NGOs, who make up a big section of the external assistance in the country need to define their role in this process so that they can also align their activities with the government plans.

Many government officials and some development partner representatives called on the donor community to use the government structures more if national ownership is to increase. A clear commitment was made to support government structures in delivering and managing donor resources and also to avoid creating parallel structures to those of government. It was noted that the principle of mutual accountability as enshrined in the Paris Declaration should guide all donor interventions and that aid coordination should be the role of the state, and donors should be prepared to be monitored by the host government.

In spite of the call for budget support some donors reported that they are still uncomfortable with delivering aid through government structures unless sound systems are in place for transparency and accountability. The main reason cited was on government capacity to manage aid and that unless there is capacity building in government agencies, many donors will continue to deliver aid through their structures. There was visible goodwill from all sides to ensure that South Sudan is supported on its path of development. There were indeed pledges of more support from not only multilateral but also bilateral donors. For example there were



EU assurances that the multi donor projects under the MDTF which some government officials feared would end at independence, will continue well up to mid 2012.

As to emphasize the commitment of the international community to South Sudan, the World Bank representative informed the conference that a delegation was already in the country on a mission to prepare the new country to join the World Bank and the International Monetary Fund (IMF) as soon as possible after independence. There was indeed optimism that since South Sudan will gain independence as a middle income country (in percapita terms), as the EU representative reported, the increased support will quickly make it a powerful economy.

#### 8.5.9 The Southern Sudan Development Plan Medium Term Capacity Development Strategy

The strategy was presented as part of the overall framework of the SSDP 2011-2013 and it was agreed that it will encompass all the capacity development interventions that will be made by both government and development partners in the next three years. The MTCDS will be annexed to the SSDP 2011-2013. The decision to put capacity development at the centre of the SSDP was hailed as a wise move given the capacity constraints that South Sudan faces. But there were some concerns and comments made which may be grouped in following areas: type of capacity building; and mode of delivery; target population.

**On type of capacity building**-there were calls for the emphasis to be on developing the vocational skills of the population as opposed to the school or “paper” education so that the population can have the skills to even employ themselves. It was noted that the capacity building interventions should be in line with the indentified needs of the country and not dictated from outside. It was observed that capacity building efforts should be targeted at the youth in order to help them get absorbed in the job market and to forestall the tensions that might arise from a large army of unemployed youth in the country.

**On the mode of delivery**-there were some who suggested that capacity training should be for all the population in decentralized training centres akin to what is done in India. There were also concerns that there are not enough efforts to use skills that are already in the country for capacity building, preferring instead to use resources from abroad. To encourage South-South cooperation and because of cultural proximity, there was suggestion that in cases where the resource personnel cannot be found within the country, the country can use resources from the regional countries or the wider developing world to fill in the gap.

In that respect, there were calls for use of the wide array of skills that are available in the Diaspora who it was unfortunately reported that sometimes when they come back, they fail to find structures through which they can offer their support. But there were reported initiatives aimed at building a database of all the Diaspora skilled personnel that can then be harnessed to provide capacity building in the country. It was therefore noted that the UNDP supported TOKTEN program that brings in skilled South Sudanese from the Diaspora for short term to build capacity back home should be encouraged and strengthened.

But Mr. Joe Feeney emphasized that ultimately capacity building will have to follow a twin approach of using the Diaspora but also develop internal human resource capacity at the same time. This he noted, might involve an emphasis on learning by doing where indigenous South Sudanese are trained on the job, and that technical assistance be measured on how much it contributes to the development of local capacity.

Because of the important role played by capacity building, there was even a suggestion that a Capacity Building Working Group be formed to coordinate the issue of capacity building. This it was argued will solve the problem of duplication in capacity building interventions.

#### 8.5.10 Return, Reinsertion and Early Reintegration in South Sudan

Although the conference was about the SSDP, participants took some time to discuss the issue of the return and re-integration of South Sudanese that are coming back from the north. It was thought that this issue is likely to impact the implementation of the plan in especially where large numbers have inundated the

communities. The situation was of concern to many participants and it was observed that unless these people are integrated into the community and given sufficient assistance, they may be a source of social tension and even conflict. But the rationale for the focus on integration can be aptly caught in the statement by the Minister of Finance and Economic Planning made on this issue. The Minister quoted the Late Dr. John Garang as telling him that whether one lives in Yei, London or Khartoum, as long as she/he is South Sudanese, they should be treated with dignity. And this sums up the importance government and development partners, especially the United Nations puts on the issue of making sure that all the returnees are treated in a dignified way and are not left to fend for themselves as if they are second class citizens. The issues that arose from the deliberation on this topic can be grouped as follows: status of the problem; land and other assimilation problems; and financing and other logistics.

**On the Status of the problem of returnees**-the tone of the deliberations was set by Mr. Joe Feeney, the Southern Sudan Head of Office for the United Nations Development Programme and the United Nations representative at the conference. Mr. Feeney highlighted the significance of repatriating such a large number of people in a short time and the logistical and other requirements this entails. He however, reiterated the United Nations commitment to support the government of South Sudan both at the GoSS and local levels to ensure that all the returnees are re-integrated successfully into their communities. He informed the conference that the UNDP has already been working with government especially at state level to provide the necessities that the returnees need to reintegrate successfully. He particularly emphasized the importance of making sure that returnees have the settlement and dwelling from where to start their new life noting that the work the UNDP has been supporting in the state of surveying and demarcating land for the returnees is geared at supporting this process.

Other speakers including many Governors from states bordering the north indicated that the problem is very dynamic and might change quickly due to the unpredictable security situation in those areas.<sup>75</sup> There was a feeling that even without any war South Sudan is bound to receive many more returnees as Independence Day approaches.

**Land and assimilation issues**-were also noted as sources of concern with this problem especially acute in the urban areas where most of the returnees prefer to remain after arrival. This problem was especially noted in the states that are relatively more urbanized like Central Equatorial. That is why the UNDP supported initiative of surveying camps for with the view to parceling out for the returnees was hailed as an important intervention. The biggest problem hindering smooth re-integration raised by most Governors was the limited capacity of the schools to accommodate the large numbers of returnee children coupled with the language problem since most of these children speak only Arabic and are therefore finding it difficult to assimilate into schools that majorly teach in English.

Lack of water in the areas where the returnees are being settled is also proving to be a major problem and given the limited resources available to the states it is becoming difficult for them to provide the water for the returnees. The state of infrastructure in most of the areas where these returnees would have been settled is also a major problem as it becomes difficult to transport the people, ending up crowding the few accessible sites.

Another issue limiting easy assimilation was reported to be administration procedures with some communities arriving with their chiefs for whom these people give their allegiance. This makes it difficult for the authorities where these communities resettle to instill some order. It was also noted that in spite of all the problems both the returnees and the host communities including the governments are facing, the issue of the South Sudanese coming back home should be hailed. It was noted however, that the conditions in some of the camps where some of the returnees are living might be discouraging more South Sudanese from making the journey to their homeland.

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<sup>75</sup> Indeed their concerns seem to have been well founded because by the time of writing this report those border states were being inundated with refugees from the Abyei region that is being ravaged after being invaded by the Northern army

**Finances and other logistics**-for helping in the reintegration of the returnees were of concern to many especially the Governors. Mr. Joe Feeney the UNDP Head of Office noted that the exercise will require more than US\$ 66 million for the start but more will be needed as time goes on. The final figure it was suggested may go up to US\$ 300 Million and he called for more donors to support this process<sup>76</sup>. It was noted that most of these funds will be needed this year because this is when the majority of the returnees are expected to arrive. Yet for those who have already returned, it was reported that they are already becoming edgy, having had an impression that the help they were getting from NGOs especially food will be availed for three months which did not materialize, and is now causing anger. This was taken as a sign that unless enough resources are mobilized for the bigger numbers that are expected in the coming weeks and months, there may be tensions arising from lack of enough support.

#### 8.5.11 Summary and Conclusion

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The conference was called to give the public an opportunity to give their views and ideas on the SSDP 2011-2013 before it is finalized into a national document that will guide all development interventions in the country. It was meant especially to gather views from the stakeholders especially from the states on what they want to see in the plan. There were a large number of participants who actively and openly offered their opinions on the nature of the plan they want the country to have. This was part of the many efforts that the Ministry of Finance and Economic Planning have been undertaking to give the population especially partner implementing levels of government at state and county level, to own the plan and to ensure that their priorities are well reflected therein.

This broad and last consultative process was complimented by other consultative workshops that took place in some state capitals that were aimed at ensuring that local government views are reflected in the plan. Given the huge turn up from GoSS level, the respective states and counties, the development partners, and the general public, and the overwhelming participation exhibited, it can be stated that this conference was a success and that it enhanced the ownership of the SSDP 2011-2013 by those it is meant to serve.

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<sup>76</sup> This figure is sure to increase given the refugee situation created by the recent Abyei conflict

## 8.5.12 Appendices

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### 8.5.12.1 Programme for the Conference

**Chair:** H.E. David Deng Athorbei, Minister of Finance and Economic Planning

**Facilitator:** Greg Wilson, Cranfield University

#### **Day 1 – Thursday 19<sup>th</sup> May 2011** *(On-going tea service through the panel discussions)*

<b>Time</b>	<b>Session</b>
8:30 to 9:00	Registration
11:00 to 12:00	<b>Welcome:</b> H.E. Daniel Awek, Deputy Speaker South Sudan Legislative Assembly <b>Opening Remarks:</b> H.E. David Deng Athorbei, for H.E. President Salva Kiir
12:00 to 12:30	<b>South Sudan Development Plan Background &amp; Macroeconomic Overview:</b> Presentation: H.E. David Deng Athorbei, Minister Finance and Economic Planning
12:30 to 1:00 pm	<b>Where are We Going – South Sudan Development Plan Theme and Vision:</b> Presentation: H.E. Dr. Cirino Hiteng Ofuho, Minister Office of the President
1:00 to 1:30 pm	Discussion
1:30 to 2:30	Lunch
2:30 to 3:00	<b>Governance Pillar Presentation:</b> Presentation: H.E. Dr. Cirino Hiteng Ofuho, Minister Office of the President
3:00 to 4:00	<b>Governance Pillar Discussion &amp; Comments by Relevant Sectors</b> <ul style="list-style-type: none"> <li>- H.E. Pagan Amum, Minister Peace &amp; CPA</li> <li>- H.E. John Luk, Minister Legal Affairs</li> <li>- H.E. Michael Makuei, Minister Parliamentary Affairs</li> <li>- H.E. Awut Deng, Minister Labour &amp; Public Service</li> <li>- H.E. Paul Malong Awan, Governor Northern Bar el Ghazel</li> <li>- H.E. Nyandeng Malek Deliec, Governor Warrap</li> <li>- Dr. Agrey Ayuen, Dr John Garang University of Science and Technology</li> </ul>

4:00 to 4:30	<b>Governance Pillar comments from the floor</b>
4:30 to 5:00	<b>Tea Break</b>
5:00 to 5:30	<b>Economic Development Pillar Presentation:</b> Presentation: H.E. Anthony Lino Makana, Minister of Transport & Roads
5:30 to 6:30 pm	<b>Economic Development Pillar Discussion &amp; Comments by Relevant Sectors</b> <ul style="list-style-type: none"> <li>- H.E. Stephen Dhieu Minister of Commerce</li> <li>- H.E. Garang Diing, Minister Energy &amp; Mining</li> <li>- H.E. Oyay Deng, Minister Investment</li> <li>- H.E. Louis Lobong Lojore, Governor Eastern Equatoria</li> <li>- H.E. Joseph Bangasi Bakasoro, Governor Western Equatoria</li> <li>- Mr. Dier Tong, Bank of South Sudan</li> <li>- South Sudan Chamber of Commerce</li> </ul>
6:30 to 7:00	<b>Economic Development Pillar comments from the floor</b>
<b>End Day 1</b>	

**Day 2 – Friday 20<sup>th</sup> May 2011** (*On-going tea service through the panel discussions*)

<b>Time</b>	<b>Session</b>
8:00 to 8:15	Registration
8:15 to 8:30	Opening Remarks and Summary Day 1 <ul style="list-style-type: none"> <li>- H.E. David Deng Athorbei, Minister Finance and Economic Planning</li> </ul>
8:30 to 9:00	<b>Conflict Prevention &amp; Security Pillar Presentation:</b> Presentation: Lt. Gen. Piang, Deputy Chief of Staff, SPLA
9:00 to 10:00	<b>Conflict Prevention &amp; Security Pillar Discussion &amp; Comments by Relevant Sectors</b> <ul style="list-style-type: none"> <li>- H.E. John Makec, Chief Justice, JoSS</li> <li>- H.E. Pagan Amum, Minister Peace &amp; CPA</li> <li>- H.E. John Luk, Minister Legal Affairs</li> <li>- H.E. Simon Kun Pouch, Governor Upper Nile</li> <li>- H.E. Kuol Manyang Juuk, Governor Jongolei</li> <li>- H.E Dr. Pauline Riak, Chairperson Anti-Corruption Commission</li> </ul>

10:00 to 10:30	<b>Conflict Prevention &amp; Security Pillar comments from the floor</b>
10:30 to 10:45	<b>Tea Break</b>
10:45 to 11:30	<b>Social &amp; Human Development Pillar Presentation:</b> Presentation: Dr. Olivia, Undersecretary Ministry of Health
11:30 to 12:30	<b>Social &amp; Human Development Pillar Discussion &amp; Comments by Relevant Sectors</b> <ul style="list-style-type: none"> <li>- H.E. Dr. Michael Milli, Minister Education</li> <li>- H.E. Makuac Teng Youk, Minister Youth and Sport</li> <li>- H.E. Agnes Kwaje Losuba, Minister of Gender &amp; Social Welfare</li> <li>- H.E. Eng. Chol Tong Mayay, Governor Lakes State</li> <li>- H.E. Rizik Zakaria Hassan, Governor Western Bar el Ghazel</li> </ul>
12:30 to 1:00	<b>Social &amp; Human Development Pillar comments from the floor</b>
1:00 to 1:45	Lunch
1:45 to 2:30	<b>Return, Reinsertion and Early Reintegration</b> Presentation: <ul style="list-style-type: none"> <li>- H.E James Kok, Minister, Ministry of Humanitarian Affairs and Disaster Management</li> <li>- Role of the UN in supporting Return, Reinsertion and Reintegration</li> </ul>
2:30 to 3:30	<b>Presentation by State Governors on State Reintegration Plan</b>
3:30 to 3:45	<b>Tea Break</b>
3:45 to 4:15	<b>Aid Strategy &amp; Capacity Building Panel:</b> Presentations: <ul style="list-style-type: none"> <li>- H.E. Mary Jarvas Yak, Minister of HRD</li> <li>- Mr. Aggrey Tisa Sabuni, Undersecretary Economic Planning, MoFEP</li> </ul>
4:15 to 5:15	<b>Aid Strategy &amp; Capacity Building Discussion &amp; Comments by Relevant Sectors</b> <ul style="list-style-type: none"> <li>- H.E. Pagan Amum, Minister Peace &amp; CPA</li> <li>- H.E. Agnes Kwaje Losuba, Minister of Gender &amp; Social Welfare</li> <li>- H.E. Taban Deng Gai, Governor Unity</li> <li>- H.E. Clement Wani Konga, Governor Central Equatoria</li> <li>- John Oromo Itorong</li> <li>- USAID</li> <li>- European Commission</li> <li>- African Development Bank</li> <li>- United Nations</li> <li>- World Bank</li> </ul>
5:15 to 5:30	<b>Aid Strategy &amp; Capacity Building comments from the floor</b>

5:30 to 6:00	Concluding Session: David Deng, Minister, Ministry of Finance and Economic Planning
<b>End Day 2</b>	

### 8.5.12.2 List of participants

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zuitho Zabhwei	MDTF-WB/WSS	WB

## 8.6 Aid strategy

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This Aid Strategy sets out the Government of South Sudan's (GoSS) principles and framework for the management of development assistance. It is intended to replace the 2006 Aid Strategy and has been developed alongside the South Sudan Development Plan (SSDP). At the end of the six-year Comprehensive Peace Agreement Interim Period, such a review of the GoSS Aid Strategy's core principles also provides an opportunity to take into account key developments in aid management, particularly as the new Aid Strategy has a focus on improving the design and effectiveness of future aid operations. The revision takes into account key international agreements on the provision of development assistance to which developed and developing countries have signed up (such as the Accra Agenda for Action, Organisation for Economic Co-operation and Development (OECD) principles for engaging in fragile states and the International Dialogue on Peace Building and State Building).

### 8.6.1 Progress in implementing the 2006 Aid Strategy

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The first Aid Strategy<sup>77</sup> of GoSS was approved by the Council of Ministers in 2006, following a consultative process among key stakeholders. In 2007, it was formally endorsed by all development partners and submitted to the South Sudan Legislative Assembly.

The 2006 Aid Strategy was intended to 'co-ordinate development aid to South Sudan within a Government-led framework, so that the people of South Sudan benefit fully from the aid which is provided to them'. It set out key principles (Box 1) based on the 2005 Paris Declaration on Aid Effectiveness. In particular, it aimed to harmonise and align donors' aid delivery, so that development assistance would be provided in a manner that was cost-effective, accountable and aligned with South Sudan's priorities, systems and procedures. The Strategy noted that development assistance, when provided properly, 'can contribute positively to economic growth, especially in countries which have good policies and a strong institutional environment. It can also enhance service delivery, and act as a useful support to Government-led policy reform and capacity building.'

#### Box 1: 2006 Aid Strategy principles

1. *Alignment* of donor assistance with Government priorities
2. *Coordination* of aid delivery with Government programmes, to avoid duplication, concentration or neglect
3. *Predictability* of the volume and timing of aid flows
4. *Harmonisation* of donor activities and programmes
5. *Institutional development* using aid to enhance Government capacity
6. *Mutual accountability* between Government and donors

To implement these principles, the 2006 Aid Strategy set out procedural mechanisms designed to ensure that development assistance contributed positively to South Sudan. The key mechanisms were as follows:

- **Budget Sector Working Groups** (BSWGs) were established to function as the main body for Government-wide coordination and planning (including aid coordination). The groups consist of both Government spending agencies and development partners, and currently meet annually in June and July. They are responsible for producing annual Budget Sector Plans, which set Government priorities and expenditure allocations for the next three years, and also map donor support. BSWGs have grown considerably in terms of their capacity and effectiveness related to both strategic decision making and overall coordination since their inception in 2006.
- The **Inter-ministerial Appraisal Committee** (IMAC) was set up to carry out the role of appraising and approving all donor-funded projects within South Sudan. It remains a key achievement of the 2006 Aid Strategy, as it represents a structure for Government ownership over development financing. Its main objective is to ensure that donor projects are consistent with the GoSS Aid Strategy, are aligned with GoSS priorities and avoid unnecessary duplication, concentration or neglect. This

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<sup>77</sup> Ministry of Finance and Economic Planning. November 2007. Government of South Sudan Aid Strategy 2006-2011.

applies to all donor-funded projects, including those channelled through third parties such as the United Nations (UN) and non-governmental organisations (NGO).

- The **GoSS Donor Forum** was established as a mechanism for coordination and communication between GoSS and development partners. It has proved a useful mechanism for sharing information at the technical level but has failed to galvanise the political support required.

Significant progress has been made in terms of utilising these mechanisms to ensure that development assistance aligns with the six Aid Strategy principles. Moreover, flows of development assistance have moved slowly to become increasingly aligned with GoSS's development priorities and vision for South Sudan.<sup>78</sup> However, assistance remains fragmented and in many cases is still provided in a manner that contradicts the 2006 Aid Strategy's intent.

Most challenging is the continued lack of alignment with the Government's priorities. In 2009, 45% of development assistance was aligned with GoSS expenditure priorities;<sup>79</sup> in 2010 this figure had increased only to 51%. This lack of alignment and the continued provision of development assistance through mechanisms that fail to further strengthen Government systems pose a significant challenge to both the Government and its development partners.

Some progress has been made in attempting to harmonise development assistance, with five pooled funding mechanisms established since 2005. However, the overall percentage of funding going through pooled mechanisms dropped from 34% in 2009 to 24% in 2010 owing to the proliferation of bilateral projects over the period. Current data suggest that over 30 organisations are providing assistance on bilateral projects, many of which operate in a large number of sectors. Similarly, fragmentation within sectors remains high, with Health and Education taking up 91 and 65 projects respectively in 2010.

In attempting to redress this situation, the Government and development partners have increasingly focused on issues of mutual accountability and the restatement of Government policies and priorities in order ensure that development assistance is provided for the overall benefit of the people of South Sudan through a Government-led framework. Key policy statements have been as follows:

- GoSS and development partners' agreement in 2009 on the Juba Compact and restructuring of pooled funds according to their perceived strengths;
- GoSS statement on basic service provision priorities;
- Publication of three GoSS donor books;
- Use of BSWGs and the move towards articulating sector strategies both within the BSWGs and with regard to specific agencies (Health and Education);
- OECD principles on State Building and Peace Building, to which Government was a major contributor;
- The 2008 and 2011 Paris Declaration Survey and the 2011 Fragile States Principles Survey.

## 8.6.2 Objective

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The Aid Strategy covers all forms of international financing to the Government from development partners, both at central GoSS level and in the States.

The objective of the GoSS Aid Strategy is to **improve the effectiveness of development assistance and humanitarian aid to South Sudan in support of the implementation of the Government's priorities**, so that the people of South Sudan benefit fully from the aid provided to them.

International assistance, when managed properly, will impart significant benefits to South Sudan, but poor management leads to a culture of aid dependency. The Government intends to work with its development partners to ensure that development assistance strengthens Government systems, increases accountability

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<sup>78</sup> Ministry of Finance and Economic Planning. April 2008. Expenditure Priorities and Future Needs 2008-2011; **Vision 2040**.

<sup>79</sup> GoSS Donor Books 2009–2011.



and supports economic growth. This is best achieved by moving towards a situation where development assistance is aligned with the Government's policy priorities and works through its budget and financial management systems. The Government recognises that it is its own budget and resources that will have the most significant outcome on poverty reduction and growth within South Sudan. Its policy is for development assistance to be provided to South Sudan in line with its priorities and **focused on public infrastructure development, basic service delivery and institutional development** as part of a transition away from humanitarian assistance.

### 8.6.3 Partnership Principles

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The Aid Strategy is based on a set of principles intended to inform the partnership between the Government and its development partners. These Partnership Principles must inform both Government policy and development partners in their engagement with the Government and people of South Sudan. The Partnership Principles are as follows:

- 1. Government-owned and-led:** This is the overarching partnership principle. The Government must own all development aid, taking responsibility for externally funded programmes and their effective delivery. Full ownership by the Government of aid operations will ensure that assistance promotes, rather than undermines, institutional development. An open and transparent dialogue on the other six partnership principles is necessary if this is to be the case.
- 2. Alignment with Government policies:** Aid operations should be aligned with the Government's stated development priorities and policies. GoSS specifically requests that its development partners align their support with the aid funding priorities it has set out (for example in the SSDP) and with sector policy priorities set out in Budget Sector Plan (BSP). This will be managed through Sector Working Groups (SWGs), the IMAC and ultimately the High-level Partnership Forum (HPF).
- 3. Using Government systems and institutions:** Development assistance should be coordinated with the Government's planning and budgeting systems, as part of an open and transparent dialogue led by the Government with its development partners. Development assistance should adhere to Government financial management, procurement and reporting systems to the maximum extent possible. GoSS commits to making efforts to strengthen these systems over time. Aid should also be aligned to the Government institutions responsible for policy, infrastructure and service delivery, in support of the Government's policy of decentralisation. This promotes, rather than undermines, institutional development, building institutional capacity by fully engaging the Government.
- 4. Predictability:** Aid must be predictable in both the short and the long term. Development partners should disburse annual aid commitments in full and seek to ensure project aid is spent when Government systems are not used. Where aid uses Government systems, the Government will attempt to ensure the activities it funds in the budget are realised as planned. The realisation of short-term development aid commitments is not sufficient for transitioning from humanitarian provision to long-term development assistance. Funding commitments of development partners should be matched to the government planning process, starting with the SSDP and the Government's three-year Medium-term Expenditure Framework (MTEF), as established through the SWG process. This enables predictable development planning and financing.
- 5. Coordination and harmonisation of support:** The Government requests that its development partners coordinate and harmonise their delivery of development assistance through sectoral mechanisms to avoid concentration, duplication and neglect. Furthermore, development partners should ensure aid operations within and across sectors complement each other. This will reduce the management burden placed on individuals, Government agencies and officials.
- 6. Managing for results:** The Government recognises the need to measure progress and track project outcomes to ensure the people of South Sudan receive the services promised to them. This requires both the Government and its development partners to ensure that all projects have clearly stated outcomes and outputs, monitored through the Government's systems. It also requires that adequate attention be provided during the design and implementation of aid operations to ensure that

institutions and systems have the capacity to deliver such results. In doing so, the Government and its development partners can ensure that the people of South Sudan benefit from both the Government's resources and those of its partners.

7. **Mutual accountability:** The Government fully recognises the importance of providing accountability to development partners and, as such, is committed to establishing transparent, participatory planning mechanisms and strong fiduciary systems within Government. At the same time, it expects development partners to provide full and regular accountability to Government on the performance of their aid operations and on their adherence to the principles of the Government's Aid Strategy, as set out above.

#### 8.6.4 Mechanisms for aid coordination

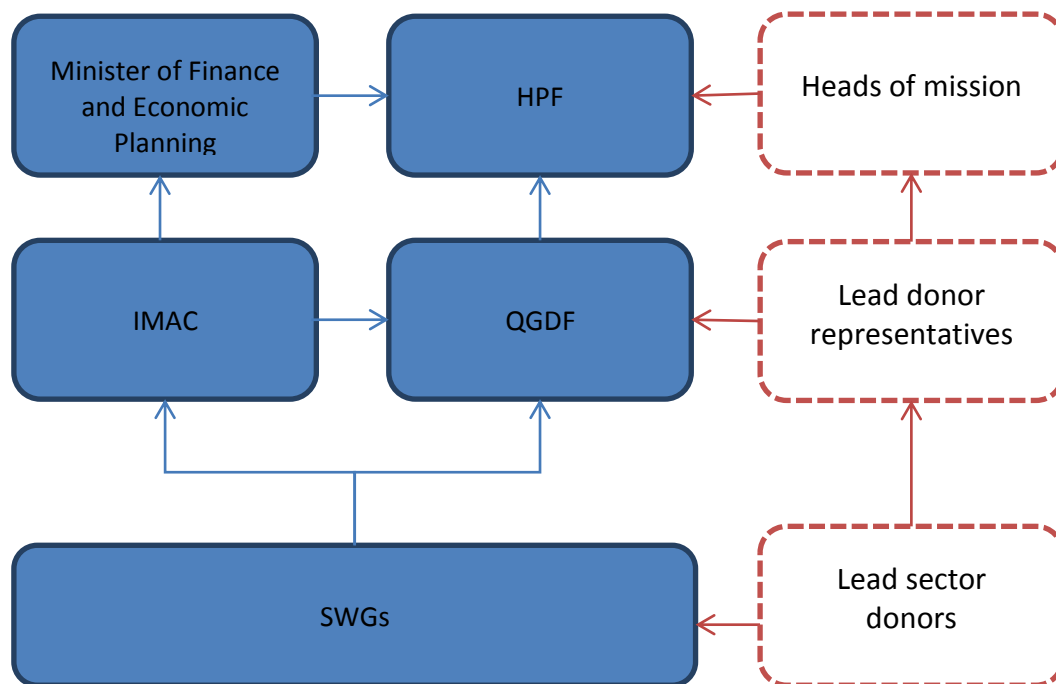
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The core principles of the Aid Strategy is that **development assistance be owned by the Government and fully aligned with the Government's development priorities**. To achieve this, it is important that development partners engage in the Government's planning process and that development assistance be reflected within the Government budget. Transparency is critical, so all development partners are aware of Government's priorities and of the processes they need to align and coordinate their aid within a Government-led framework. Participation is essential, so development partners can support the priorities that their aid is to be aligned with and work with Government to identify gaps in capacity and service delivery that require donor support.

As a part of the revision of the 2006 Aid Strategy, the Government has examined the functioning of the participatory mechanisms established to manage development assistance to South Sudan. These mechanisms represented a substantial step forward in managing development assistance and, with the exception of the High-Level Partnership Forum (HPF), have not been modified significantly. The mechanisms are:

1. The **High-Level Partnership Forum (HPF)** which is to provide an opportunity for senior members of GoSS and development partners to discuss key strategic policy issues of interest to both groups;
2. The **Quarterly Government–Donor Forum (QGDF)** which will be the central mechanism for coordination and information exchange between GoSS and development partners.
3. The Inter-Ministerial Appraisal Committee (IMAC) which is to play a more strategic role, reviewing and approving overall donor country strategies, sectoral aid financing strategies and major aid operations (over \$10 million);
4. **Sector Working Groups (SWGs)** which will be central to aid coordination, being enhanced through the introduction of a more strategic Sector-based Approach, with a 'lead donor' for each sector.

**Figure 1: Aid coordination structure**



Another important instrument is the **Aid Information Management System (AIMS)**, which is an important tool for both planning future development assistance and reporting on existing aid operations.

#### 8.6.4.1 High-level partnership forum

The **HPF** is a response to an acknowledged need for further high-level coordination and dialogue between the Government and development partners. This meeting will occur on an annual basis, and will focus on key policy issues of interest to both groups. It will be chaired by H.E. the Minister of Finance and Economic Planning and will consist of all key GoSS Ministers and State Governors.

The meeting will occur in the first six months of each financial year and review the previous year's budgetary performance, as well as development partners' ongoing activities and outcomes achieved within the period. It will also be an opportunity to review progress against the SSDP and to discuss GoSS and development partners' funding projections across sectors. Finally, the HPF will be a mechanism for monitoring progress by GoSS of its development partners in the implementation of this Strategy.

#### 8.6.4.2 Quarterly Government-donor forum

In addition to the HPF, the Ministry of Finance and Economic Planning (MoFEP) on behalf of the Government will convene three QGDFs with development partners. These forums will be the main mechanism for technical coordination of donor activities. They will discuss issues of mutual interest and key aspects of the planning and budgeting cycle. The meetings will be held at a technical level and involve the following representation:

- GoSS representation will consist of at a minimum the MoFEP and the Office of the President. The Ministry of Foreign Affairs, the Ministry of Labour and Public Service and the Ministry of Human Resource Development will also be invited to attend.
- Donor representation will be limited to the lead sector donors (see below), a lead multilateral donor and a lead bilateral donor. These lead representatives will be chosen from among the donors themselves.

The QGDFs will provide an opportunity for collaborative exchange of information between donors and GoSS on topics of interest (e.g. budget execution, international aid initiatives) and key challenges currently being faced in the technical implementation of the Aid Strategy.

#### 8.6.4.3 Sector Working Groups and the Sector-based Approach

The **SWG**s, formerly the Budget Sector Working Groups, are the main forum for sector-level planning and budgeting. They are made up of all spending agencies in a sector as well as development partners in that sector. To date, their main function has been limited to the annual preparation of **BSP**s, which set out the sector's objectives, targets and expenditure priorities for the coming three years. GoSS intends to strengthen and broaden their role so they are the main mechanisms for advancing the implementation of this Aid Strategy and, more broadly, GoSS policy priorities. They will henceforth be called **SWG**s to reflect this broader role.

This will be achieved through the introduction of a **Sector-based Approach** to policymaking, planning, implementation and monitoring and evaluation (M&E), which will involve the following:

- Elaboration of clear sector policies and plans aligned to the SSDP and setting out the roles and responsibilities of different actors, systems of service delivery and strategies for capacity development;
- Development and review of financing strategies for sector policies, including aid and the way aid will be delivered in the context of the SSDP;
- Development of M&E mechanisms to assess progress in implementing sector policies, plans and budgets.

SWG's will have a central role in coordinating the Sector-based Approach. This will involve both expanding the role of SWG's and deepening the planning process. In order to ensure effective coordination, GoSS commits to ensuring that the SWG's meet regularly, at least three times a year:

- A first meeting would review the previous year's performance;
- A second meeting, at the start of the planning process, would involve reviewing performance mid year and identifying priorities for the forthcoming plan period;
- In a third meeting, SWG's would approve the BSP in advance of the budget process.

Development partners' participation in the SWG's is intended to increase Government ownership of aid operations to ensure overall support is aligned with sectoral priorities as articulated by the sector in their BSP's. Development partners are requested to reflect ongoing and planned aid operations as part of their technical engagement at the sector level. SWG's will review this aid to ensure that it is coordinated, complementary and aligned with the Government's policies

For each SWG, the Government requests that development partners select a **lead agency** to coordinate the international community's inputs into the sector. These agencies will co-chair the sector and, in conjunction with the sector chairs, provide reports to the QGDF on sector progress. Reports on sector performance will be presented by GoSS at the HPF on a yearly basis for review. In dialogue on policy and performance issues, donors are requested to agree a common position and communicate this through the lead agency.

The **division of labour** between the Government and development partners within a sector is established in the roles and responsibilities outlined in the BSP's and reviewed on a yearly basis. Development partners are requested to agree a division of labour among themselves with regard to key sectors of support. This means individual donors should harmonise their activities within their portfolio, by limiting the number of small projects funded and by concentrating assistance to some, rather than all, sectors. Where donor headquarters are insistent on engagement in multiple sectors, these agencies should consider engaging in silent partnerships with other development partners, delegating their cooperation to them and working through the lead agency.

#### 8.6.4.4 The Inter-ministerial Appraisal Committee and the appraisal of development assistance

The MoFEP is the Government institution mandated to manage all Government budgetary and financial issues, including flows of donor aid. Prior to accepting development assistance, the Government believes it is extremely important to ensure this assistance is in line with its stated priorities and its Partnership Principles.

The **IMAC**, chaired by the MoFEP, has eight core members<sup>80</sup> and is responsible for approving all aid operations, prior to aid funding documents being signed. **Signatory authority for all donor development assistance rests solely with the Minister of Finance and Economic Planning.** In this regard, the Minister will sign all major donor country strategies and large donor projects, provided they have been endorsed by the IMAC. All spending agencies from within a sector are invited to meetings to discuss projects and strategies that are relevant to their sector. The IMAC will also review large aid operations that are not provided directly to the Government, such as in the case of humanitarian assistance.

However, the IMAC will play a more strategic role than it has previously done. In order to do so, it will not attempt to appraise all aid operations but only larger programmes – those with a value over \$20 million. It will focus on reviewing and approving overall donor country strategies and sector aid financing strategies. When appraising donor strategies and aid operations, the IMAC will seek to ascertain whether 1) proposals are consistent with stated GoSS policy priorities, as laid out in the SSDP and by SWGs; and 2) have complied with the management cycle and benchmarks for aid delivery in their design, and with associated operational guidelines elaborating these (see below).

#### 8.6.4.5 Aid Information Management System

The Government commits to maintaining the AIMS to record and track all development assistance in South Sudan. The AIMS will be an important tool for both planning future external assistance and reporting on existing aid operations.

Data on the AIMS database will be secure, but will be available publicly in order to support effective coordination among partners. Information from the AIMS will be included in various planning documents (such as BSPs, the MTEF and Budget Execution Reports), will be used to support various aid coordination mechanisms and will provide the basis for the annual publication of the Donor Book. Information will also be disseminated to the State Ministries concerned.

For the AIMS to work effectively requires development partners to provide timely information regarding all aid operations on a regular basis. Once fully operational, partners will be able to directly input the information into the system via the internet. The Government commits to providing guidance on the required reporting requirements and on how to use the AIMS.

#### 8.6.5 Benchmarks for aid delivery

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Drawing on the Partnership Principles, this section establishes six core benchmarks for aid delivery that the Government and development partners will work towards over the five year period of the Aid Strategy:

1. Aid is aligned with overall GoSS and sector policies and plans.
2. Aid is managed by Government institutions and uses Government systems.
3. Aid is aligned with the GoSS budget cycle and channelled through Government public financial management (PFM) systems.
4. Aid supports institutional capacity and systems.
5. Aid is oriented towards the achievement of outcomes.
6. Aid is provided coherently and fragmentation is avoided.

The Government recognises that these benchmarks cannot be achieved immediately: achieving them will require significant work by both the Government and development partners, and the process will be iterative. The Government must develop and strengthen its policies, systems and institutions with support from its development partners; development partners are requested to respond to this by making sure aid increasingly uses such policies, systems and institutions. GoSS and development partners will monitor progress towards the achievement of these benchmarks.

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<sup>80</sup> Core members are Finance, Regional Cooperation, Office of the President, Legal Affairs, Centre for Statistics, Environment, Gender and the Local Government Board.

### 8.6.5.1 Aid is aligned with overall GoSS and sector policies and plans

In order to strengthen ownership of development assistance, it is important that aid be aligned with GoSS policies and plans. This must happen at two levels:

- Overall, aid should be aligned with GoSS aid financing priorities, which are explicitly stated in the SSDP.
- At the sector level, aid should be aligned with sector policies and plans.

In the development of the SSDP, GoSS has established a clear set of policy priorities for the medium term. These are likely to evolve over time and should guide development partner decisions on where to allocate their overall funding. At the sector level, GoSS will need to work towards developing the necessary policies and plans to enable policy alignment to happen in a meaningful way. Policies at this level will need to set out clear institutional responsibilities within the sector, systems for service delivery and strategies for capacity development. This will take longer, and will require the support of development partners. The introduction of the Sector-based Approach in sectors where aid financing is a priority will be important in this regard.

Under a clearer policy framework, GoSS will ask development partners to align their support with these priorities. Aid Financing Strategies will be developed as an instrument to facilitate policy alignment, for the SSDP overall and for sectors that represent a priority for aid funding (Box 2).

#### **Box 2: Sector and SSDP Aid Financing Strategies and division of labour**

Following finalisation of the SSDP and this Aid Strategy, an Aid Financing Strategy in support of the SSDP will be developed. This will be updated following each iteration of the SSDP and will set out:

- The envisaged architecture of aid financing within sectors;
- The donors involved in each sector;
- Indicative funding levels across sectors over the SSDP period, and any remaining funding gaps in priority areas.

Furthermore, development partners, in their country strategies and in the design of their aid operations, should articulate how their plans are aligned with GoSS policies. The process of policy alignment will be managed through the SWGs, the IMAC and ultimately the HPF.

### 8.6.5.2 Aid is managed by Government institutions and uses Government systems

Currently, the vast majority of aid is managed by donors directly, or transferred to international or local NGOs which manage the funds and deliver services. NGOs have played a key role thus far and will continue to do so in the development of South Sudan. Nevertheless, a core objective of the SSDP and this Strategy is to build stronger GoSS institutions and service delivery systems. For this to happen, aid must increasingly be managed by Government institutions and use Government's chosen systems for delivery against policy priorities.

**A first dimension involves the Government being involved in the management of aid operations.** There are three stages to this:

- GoSS institutions chairing oversight/management committees of aid operations implemented by non-governmental institutions;
- GoSS institutions being responsible for managing aid operations, supported by a Project Management Unit (PMU) in the institution. While PMUs are an important interim step, it is important that development partners only introduce one per GoSS institution, which should be charged with managing all donor assistance on its behalf;
- GoSS institutions being fully responsible for managing aid funds using their own institutional structure. In this case, donors can provide technical assistance to GoSS institutions to support them to perform their functions in managing aid.

**The second dimension involves those aid operations increasingly using Government systems (and institutions) for delivery.** There are two stages to increasing the degree to which aid is managed by and uses Government systems and institutions:

- Government setting out and implementing plans to improve core governance, systems and implementation capacity at GoSS, sector and State levels. This will involve identification of the key constraints to service delivery and how these can be addressed;
- Alongside this, development partners setting out how they will support the implementation of these plans and increase their use of Government systems as they are strengthened.

A first step in this regard is for sectors to set out clearly the systems and institutions for service delivery in their policies and plans.

In this context, the Government has emphasised the importance of decentralisation and is seeking to strengthen State and County Governments in the provision of local services. Furthermore, it means that the role of NGOs and the private sector will change. Development partners are thus requested to support both decentralisation and the changing role of NGOs (Boxes 3 and 4).

### **Box 3: Supporting decentralised service delivery**

This is best achieved by establishing strong national policies and systems for decentralised service delivery at the centre, rather than directly supporting individual States.

- In the provision of financial aid, aid operations should use central Government transfer systems established for funding decentralised service delivery, and not create parallel funding mechanisms.
- Capacity development activities should support systemic strengthening across states in a consistent manner.

This should lead to development partners supporting sustainable central Government and State Government systems and institutions.

### **Box 4: The evolving role of NGOs and the private sector**

NGOs are likely to continue to play a very significant role over the lifetime of this Strategy. However, their role will change.

- Services delivered by NGOs or private sector organisations on behalf of the Government will increasingly be contracted by the Government and have their contracts managed by the Government. In many sectors, for example Health and Education, this may be an important interim step towards the use of GoSS systems for service delivery. In some sectors, there may be a permanent role for NGOs and/or private providers in service delivery.
- Direct donor funding for NGOs can continue in areas where GoSS does not have a mandate – for example activities such as advocacy, transparency, accountability and community mobilisation.

The precise role of NGOs needs to be worked out on a sector by sector basis.

#### **8.6.5.3 Aid is aligned with the GoSS budget cycle and channelled through Government PFM systems**

A core dimension of Government systems is PFM. It is important that aid funding be increasingly incorporated into the stages of the GoSS budget cycle, from planning and budgeting through to budget execution, accounting and auditing processes. Table 1 shows the key dimensions of the budget cycle, and how aid funding can use Government financial management systems.

Table 1: How external finance should use the GoSS planning and budget cycle

<b>Planning and budgeting</b>	
Budget sector planning	<ul style="list-style-type: none"> <li>• Three year projections for non-governmental and Government aid appear in BSPs. This information is captured in the AIMS.</li> </ul>
Annual budget	<ul style="list-style-type: none"> <li>• All aid funding provided to and managed by the Government forms part of the Government's annual resource estimate and budget allocations to Government spending agencies.</li> <li>• Aid funding is aligned with the Chart of Accounts.</li> </ul>
<b>Budget execution and accounting</b>	
Treasury	<ul style="list-style-type: none"> <li>• Financial aid is disbursed into a Treasury account in the Bank of South Sudan.</li> <li>• Financial aid is managed through Government systems for cash management and expenditure control.</li> </ul>
Procurement	<ul style="list-style-type: none"> <li>• Externally funded expenditures use Government procurement systems.</li> </ul>
Accounting	<ul style="list-style-type: none"> <li>• Externally financed expenditures are recorded and accounted for using the Government accounting system, in line with the annual budget and budget classification system.</li> </ul>
<b>Reporting and auditing</b>	
Reporting	<ul style="list-style-type: none"> <li>• Expenditures and outcomes for all non-governmental and Government aid are captured in the AIMS and the Donor Book.</li> <li>• Expenditures and outcomes for all Government aid appear in relevant budget performance reports, BSPs and budget documents.</li> </ul>
Auditing	<ul style="list-style-type: none"> <li>• Externally financed expenditure audited by the Audit Chamber.</li> </ul>

GoSS does not expect aid operations to use GoSS systems in full from the outset. However, there are simple steps development partners can take to use Government systems without any additional risk to their funding. Including aid in BSPs, the annual budget and reports is an example of this.

However, for development partners can use GoSS budget systems in other areas, such as Treasury, procurement, accounting and auditing, GoSS will make efforts to address key weaknesses in these areas. In order to enable this to happen, GoSS will work in partnership with donors:

- To continue to assess the strengths and weaknesses of its PFM systems regularly; and
- To identify and agree to implement actions to address key weaknesses in these systems.

A key first step will be for GoSS to put in place the legal framework, including the enactment of the Public Financial Management and Procurement Bill.

While budget support represents the most straightforward way of ensuring aid follows and uses the Government budget cycle, it is important to emphasise that project support has the potential to use all dimensions of the Government budgetary cycle as well. As part of the implementation of the Strategy, GoSS will develop guidelines on how project aid as well as budget support can use Government planning and budgeting systems.

#### 8.6.5.4 Aid supports institutional capacity and systems

Over the past five years, the Government has significantly increased its operational capacity. Development partners have increasingly focused on strengthening the institutional and human capacity of the Government at both GoSS and State levels. To continue to build on this, the Government requires development partners to consider how their operations will develop the capacity of the GoSS and State Governments. To date, the approach to capacity building, by both GoSS and the international community, has been neither coordinated sufficiently nor comprehensive enough. The SSDP sets out a more coherent strategy for capacity development.

It is important to emphasise that **the best way for aid to support institutional capacity is for aid to use Government policies, systems and institutions, as described in the previous three benchmarks.** However, in order to complement this, aid has an important role in supporting the strengthening of institutional



capacity and systems through training, studies and the provision of technical assistance. **Attracting South Sudanese capacity into the civil service** is also a key priority for GoSS, which development partners should support.

#### **Box 5: Attracting South Sudanese capacity**

- Young educated and skilled South Sudanese from the diaspora and within represent the best opportunity for building strong GoSS institutions.
- It is these people who will run GoSS in the future and the foundation of future capacity.
- Development partners are requested to support GoSS in the development of innovative ways of identifying and attracting South Sudanese to work in the civil service.

Specifically, aid should support institutional capacity and systems at two levels:

- **Addressing systematic weaknesses across Government institutions** in core governance functions and skills areas in a coordinated manner: This must be based on the leadership of the Ministry of Human Resource Development. Programmes should be delivered across Government and at scale. The implementation of piecemeal skills development programmes is not acceptable. The development of governance functions should be led by the Government Capacity Building Strategy and build on institutional needs assessments, to provide institution-specific strategies.
- **Addressing sector-specific service delivery and capacity issues through mechanisms at the sector level:** This involves identification of key constraints to service delivery at the sector level and specific capacity development needs. It then involves the identification of means to responding to these through capacity development and other activities. Through Sector-based Approaches, the effectiveness of capacity development activities in the sector should be reviewed regularly.

Activities at these two levels must reinforce each other but not overlap. This requires strengthened coordination of capacity development, to be led by the Ministry of Human Resource Development. This means crosscutting capacity development activities need to respond to sector-specific concerns, while activities at the sector level do not duplicate sector crosscutting activities.<sup>81</sup>

#### 8.6.5.5 Aid is oriented to the achievement of outcomes

The Government recognises the need for it to increase the transparency of its funding allocations and to hold its agencies to account for the activities they undertake. To support the Government in this process, a benchmark for development partners must be the provision of outcome-oriented support. At the highest level, this means financing that is aligned with GoSS political priorities and not tied to the policy objectives of development partners. Furthermore, when designing aid operations, activities should be aligned explicitly with the achievement of GoSS policy objectives. Adequate attention must also be provided during the design and implementation of aid operations to ensuring that institutions and systems have the capacity to deliver.

Development partners are requested to **report regularly on the planned and actual activities and outcomes of aid operations** and not just on funding allocations and expenditures. This should be done via the AIMS and the BSP process.

Furthermore, if activities and outcomes are to be achieved as planned, **development partners must provide predictable funding** in line with their commitments set out in BSPs and the annual budget. Development partners should not cut aid within the financial year, as this will adversely affect service delivery, unless there are clear instances of gross mismanagement of funds. Instead, development partners should have the option to cut aid in subsequent financial years.

**Nevertheless, Government expects and accepts that donors will make aid conditional on GoSS performance** as well. This must be done in a way which strengthens the incentives for GoSS to perform. The

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<sup>81</sup> For example, donors should not respond to weaknesses in PFM systems in a sector by setting up a new accounting system within a sector Ministry, for example.

SSDP sets out targets, and these will be further refined through the development of sector plans and M&E frameworks, in the context of Sector-based Approaches. These indicators and targets form the apex of a performance monitoring framework for the Government and its development partners.

Our partners should not cut funding on the basis of failure to achieve outcome targets alone. In cases where targets are not achieved or performance is poor, the Government requests that development partners work with the sectors to identify the key issues underlying poor performance and to work towards improving performance in a constructive manner.

Therefore, **development partners should base their conditions on agreed actions to improve sector outcomes.** GoSS and development partners should collectively agree actions (over which GoSS agencies have control), which are designed to improve sector outcomes, as part of the BSP process. If GoSS fails to implement the agreed actions without good reason, development partners should be able to reduce their support. However, if such actions fail to have the desired outcomes, this should not result in cuts to donor support.

#### 8.6.5.6 Aid is provided coherently and fragmentation is avoided

When donors are designing their overall aid strategies for South Sudan and individual aid operations, they must ensure their aid does not contribute to undue fragmentation and also that it is complementary. Donors must take into account other aid operations and Government-funded activities in a sector and ensure there is not a plethora of small projects across sectors. Aid must not duplicate activities funded by other aid operations or the Government.

In order to reduce fragmentation, GoSS requests donors to adhere to the following principles:

- All donors, no matter the size of their portfolio, **can be engaged in up to three sectors.**
- **Those donors wishing to engage in more than three sectors should provide, on average, at least \$ 20 million per annum per sector in which they are engaged.** The exception is where donors provide funding to additional sectors via a pooled fund and delegate the management of that aid to another development partner.
- **Any aid operation supporting service delivery/infrastructure provision should be greater than \$10 million per annum. Any aid operation supporting capacity development should be greater than \$1 million per annum.** Donors wishing to provide less than that sum in support of service delivery must do so via a pooled/basket fund or budget support.<sup>82</sup>

Aid Financing Strategies, developed as part of the implementation of Sector-based Approaches, and information from the AIMS will be important tools in ensuring complementarity and monitoring the coherence of aid operations. The MoFEP and the IMAC will review compliance with these principles.

#### 8.6.6 Design of aid operations

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The preceding section set out key principles and benchmarks for aid delivery and the mechanisms by which aid will be coordinated. These must be at the centre of the designing of aid operations. This section sets out some core principles showing how aid operations should be designed.

##### 8.6.6.1 Working with GoSS institutions

All operations should be designed in partnership with the Government institutions that will be responsible for managing and implementing them, in close collaboration with the respective SWGs. Where the GoSS implementing agency is initially unclear, the development partner will work with the SWG, through *ad hoc* sector meetings as required to identify a lead Government agency.

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<sup>82</sup> In exceptional circumstances, the Government might waive this requirement – for example pilot projects supporting innovative approaches to service delivery/capacity development.

In circumstances where aid is multi-sectoral, the MoFEP will be the lead Government counterpart, unless agreed otherwise. The design process must include consultation with State Governments, as they are responsible for the actual delivery of services. The IMAC and the GoSS MoFEP remain responsible for approving all development assistance prior to implementation.

Furthermore, aid operations should explicitly put institutions and systems for the delivery of infrastructure and services at the heart of design. Development partners and the Government should therefore support the identification of the major constraints to improving infrastructure and service delivery within sectors, and factor the implementation of strategies to overcome these constraints into the design of aid operations and BSPs.

#### 8.6.6.2 Choice of aid instruments

Currently, all development assistance to GoSS is provided in the form of either standalone or pooled project support, which funds much of GoSS service delivery. Many of these projects are fragmented. International and local experience has demonstrated that conventional project funding of service delivery is not a durable way to build sustainable systems for service delivery.

Therefore, over the lifetime of this strategy, GoSS would like to see development partners start to provide aid in the form of two other instruments: local services support (LSS) and budget support. Table 2 sets out the preferred ways to use these instruments and project support.

Table 2: Preferred use of aid instruments:

<b>Instrument</b>	<b>What is it?</b>	<b>Preferred Use of Instrument</b>
<b>Standalone project support</b>	<ul style="list-style-type: none"> <li>Project support is funding which is kept separate from mainstream Government expenditures</li> <li>Any aid separately identifiable from expenditures in GoSS plans, budgets and reports is considered by GoSS as project support</li> <li>Project support can use GoSS planning, budgeting, procurement and financial management systems</li> </ul>	<ul style="list-style-type: none"> <li>The preferred use of project support in support of service delivery is for large-scale public infrastructure projects and humanitarian aid</li> <li>Project support is also an effective vehicle for the provision of time-bound technical assistance and capacity building, when the Government leads in the process</li> <li>Where project funding funds the operational costs of service delivery and/or small-scale infrastructure, this should be at the GoSS level</li> </ul>
<b>Pooled projects</b>	<ul style="list-style-type: none"> <li>Pooled funding is a form of project support but is jointly funded by multiple donors, providing a more coordinated implementation mechanism</li> </ul>	<ul style="list-style-type: none"> <li>As they are strengthened, projects should use Government procurement and financial management systems and processes</li> <li>Pooled project support is preferred to standalone projects</li> </ul>
<b>Local Services Support</b>	<ul style="list-style-type: none"> <li>LSS is disbursed directly to the Government Treasury and uses Government planning and budgeting systems</li> <li>LSS will be earmarked to specific conditional state and county transfers</li> <li>LSS funded expenditures will be separately identifiable in the expenditure budget</li> <li>LSS may be jointly funded by multiple donors, or by a single donor</li> </ul>	<ul style="list-style-type: none"> <li>The preferred use of LSS is for State- and County-level service delivery and community development through conditional transfers</li> <li>Specific and temporary safeguards may be put in place where there are significant weaknesses in GoSS systems, until such a time as those weaknesses are addressed</li> <li>The objectives of LSS should be linked to the achievement of sectoral outcomes set out in the SSDP and elaborated in BSPs. In doing so, it can strengthen sectoral systems for service delivery at both GoSS and State levels</li> </ul>
<b>Budget</b>	<ul style="list-style-type: none"> <li>Budget support is disbursed directly</li> </ul>	<ul style="list-style-type: none"> <li>Budget support is the preferred mechanism for</li> </ul>

<b>support</b>	<p>to the Treasury and uses Government planning and budgeting systems</p> <ul style="list-style-type: none"> <li>• General budget support is un-earmarked and allocated through the Government budget. Sector budget support may be earmarked to specific sectors or sectoral State transfers</li> <li>• Expenditures funded by budget support will not be separately identifiable in the budget</li> </ul>	<p>funding overall Government service delivery at GoSS and State level in support of Government expenditure priorities</p> <ul style="list-style-type: none"> <li>• Provision should be linked to overall achievement of GoSS priorities set out in its development plan and elaborated in BSPs</li> <li>• Budget support also can support improvements in systems for PFM, public service management and decentralised service delivery</li> </ul>
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An aid operation may include more than one instrument. For example, a pooled fund could include a combination of LSS<sup>83</sup> to support the costs of service delivery and project support to fund capacity development activities. Pooled funding of aid operations is preferred to standalone operations. GoSS prefers grant financing as opposed to loan financing. GoSS will also develop a debt strategy, which will set out principles for Government borrowing.

### Box 6: Rapid delivery of infrastructure

A key early priority will be the rapid development of public infrastructure in South Sudan – such as roads, schools, health centres and power. To date, external project support has been slow to deliver in this regard, with donor procurement procedures often not well-suited to delivering rapid progress. GoSS would like to work with development partners to develop an approach to project support that enables rapid delivery of infrastructure across South Sudan.

#### 8.6.6.3 Managing risks

Furthermore, the Government understands there are significant **risks** for development partners with regard to providing development assistance in South Sudan. The Government and development partners should jointly identify the major risks associated with the provision of support, especially in the case of LSS and budget support, and develop **Risk Management Strategies** in all instances. These will set out the key risks in using Government delivery and financial management systems and strategies for addressing them. Temporary safeguards will be agreed as a means of reducing risk, to be removed once Government systems are strengthened.

### 8.6.7 Implementing the Aid Strategy

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If this Aid Strategy is to be implemented successfully, the Government must be increasingly involved in the management of aid, and more aid should be channelled through Government systems. The reality of aid delivery is very different at the outset.

This section first sets out the framework for monitoring the implementation of the Aid Strategy. It then sets out the key actions the Government will take to strengthen its policies and delivery systems, thus creating the conditions for more effective aid. Finally, it sets out the required response from development partners, changing the way aid is delivered and ensuring it is increasingly managed by the Government and uses Government systems.

#### 8.6.7.1 Monitoring the implementation of the Aid Strategy

The framework for monitoring the Aid Strategy's implementation has three dimensions:

1. The framework for the M&E of the implementation of the SSDP and its successors and of plans at the sector level by GoSS and development partners will enable assessment of the achievement of

<sup>83</sup> These proposals for innovative financing mechanisms are set out in Annex 3

GoSS policy outcomes. It will also allow the Government to monitor the degree to which its policies, systems and institutions have been strengthened.

2. The framework for monitoring the results of aid operations themselves, through the AIMS, will enable GoSS and development partners to assess the degree to which external aid is contributing towards the achievement of GoSS policy outcomes and the strengthening of GoSS systems and institutions.
3. The third dimension relates to the monitoring of donor performance individually and collectively, in moving towards the benchmarks for aid delivery set out in this document. Indicators for monitoring these benchmarks are set out in Annex 1.

#### 8.6.7.2 Strengthening GoSS systems and creating the conditions for effective aid

GoSS has the primary responsibility for ensuring that this Aid Strategy is implemented successfully and that development assistance successfully supports the implementation of its policies and the development of South Sudan. It is the Government that can create an environment for more effective aid. In order to achieve this,

1. **GoSS will set out an overall Aid Financing Strategy** which will set out its priorities for funding, levels of funding required, preferred aid instruments and a suggested division of responsibilities. This will be updated periodically.
2. **GoSS will establish new and strengthen existing aid coordination mechanisms, and ensure strong leadership of those.** This includes establishment of the HPF and strengthening the roles of the QGDF, the IMAC and SWG.
3. **GoSS will set out clear guidelines for the design and management of aid operations and how these can use GoSS systems.** These will include guidelines for aid using GoSS budget systems and principles and frameworks for project aid and LSS.
4. **GoSS will develop an approach to capacity development.** This will include a framework for coordinating capacity development and guidelines for the design and management of technical assistance and training.
5. **GoSS will prepare and implement plans to improve core governance functions, including those which address the specific fiduciary and system risks which concern development partners.** This includes areas such as PFM, public service management and decentralisation. Regular assessments of progress in these areas will be made.
6. **GoSS will strengthen its policies, plans and delivery mechanisms at the sector level.** Initially, GoSS will focus on the sectors that are priorities for aid funding in the SSDP, establishing two Sector-based Approaches within the first year of implementation of the Aid Strategy. Progress will be monitored regularly through sector M&E systems.
7. **GoSS will agree with development partners clear milestones and temporary safeguards which will allow aid to use GoSS systems.** This will need to take place for core governance functions as well as at the sector level. Specifically, the MoFEP will develop a plan to address key fiduciary risks in aid using Government PFM systems in the first year of Aid Strategy implementation.

#### 8.6.7.3 Changing the way aid is delivered

In the spirit of mutual accountability, GoSS expects donors to respond to its efforts to create a conducive environment for aid. This will require that,

1. **Development partners support, use and respond to the aid coordination mechanisms and instruments** established by GoSS. Among themselves, donors will establish their own coordination structures to enable them to do this. This also means partners behaving in a transparent and accountable manner, using instruments such as the AIMS, Aid Financing Strategies and BSPs.
2. **Development partners increase the amount of aid managed by Government.** This means progressively increasing the degree to which Government is involved in the management of aid. It

follows that development partners should reduce the amount of aid funding that they manage directly or provide directly to NGOs.

3. **Development partners focus their capacity development activities on strengthening Government policies, systems and delivery systems** within the framework established by GoSS.
4. **Development partners provide aid, including project support, which increasingly uses Government systems.** Development partners will from the outset make efforts to use elements of the planning and budget cycle which do not add risk to their funding. As GoSS achieves agreed benchmarks in strengthening its systems or puts in place agreed safeguards, development partners will respond by using other elements of GoSS systems.
5. **Development partners begin to focus project support to Government on infrastructure provision and institutional development, and away from funding operational aspects of service delivery.** Furthermore, projects should be designed in such a way that they deliver this infrastructure rapidly.
6. **Development partners provide LSS** as a mechanism for funding decentralised delivery in State, County and ultimately community level.
7. **Development partners provide GoSS with budget support, starting at the sectoral level,** during the lifetime of this Strategy.
8. **Development partners reduce the fragmentation of aid** by focusing on fewer sectors, engaging in harmonised funding mechanisms and reducing the number of small aid operations.

#### 8.6.7.4 Conclusion

This Strategy has set out the principles, coordination mechanisms and benchmarks for aid in South Sudan, and guidelines for the design of aid modalities. Overall, it sets out a clear framework for the management of aid and a clear direction for changing the way aid is delivered.

Implementing the Strategy will require significant effort on the part of both GoSS and its development partners, but together they will be able to make significant strides towards the achievement of the benchmarks for aid delivery. This in turn will both support improvements in the effectiveness of aid and ensure that aid supports the achievement of GoSS policy priorities.

In this way, aid has significant potential to support the building of the Republic of South Sudan and the welfare of its people.

#### 8.6.8 Indicators for monitoring donor performance

<p><b>1. Aid is aligned with overall GoSS and sector policies and plans</b></p> <ul style="list-style-type: none"> <li>• % aid provided to SSDP priorities from total aid funding (to be defined)</li> <li>• No. and % of aid operations over \$20 million approved by the IMAC and signed by Minister of Finance and Economic Planning</li> <li>• No. Partner Aid Strategy approved by the IMAC (when over \$20 million per year) and signed by Minister of Finance and Economic Planning</li> </ul>
<p><b>2. Aid is managed by Government institutions and uses Government systems</b></p> <ul style="list-style-type: none"> <li>• % aid not directly managed by donors/NGOs (how will this be defined?)</li> <li>• % aid provided to and directly management by Government institutions</li> <li>• % aid provided as LSS or budget support</li> </ul>
<p><b>3. Aid is aligned with the GoSS budget cycle and is channelled through Government PFM systems</b></p> <p><i>Planning and budgeting</i></p> <ul style="list-style-type: none"> <li>• Donor provides three-year projections of aid in advance of the BSP process (yes/no)</li> <li>• Donor provides annual commitments in advance of the Annual Budget Process (yes/no)</li> <li>• % aid in BSPs compared to OECD report (is this correct?)</li> <li>• % aid incorporated in annual budget and Appropriation Act (this is a duplication with below)</li> </ul> <p><i>Budget execution and accounting</i></p> <ul style="list-style-type: none"> <li>• % aid disbursed to Treasury account in the Bank of Southern Sudan</li> </ul>

<ul style="list-style-type: none"> <li>• % managed through the Financial Management Information System</li> <li>• % aid using GoSS procurement systems (this might be going to far, even for then next 5 years?)</li> </ul> <p><i>Aid reporting</i></p> <ul style="list-style-type: none"> <li>• % aid audited by the Audit Chamber</li> <li>• % aid appearing in Budget Book</li> <li>• Number of quarters aid data complete reports provided on time in the AIMS</li> </ul>
<p><b>4. Aid supports institutional capacity and systems</b></p> <ul style="list-style-type: none"> <li>• % capacity development funding spent on Government institutions</li> <li>• % capacity development funding focused on attracting capacity</li> </ul>
<p><b>5. Aid is oriented to the achievement of outcomes</b></p> <ul style="list-style-type: none"> <li>• % projects reporting on planned and actual activities in the Donor Book</li> <li>• % of aid spent relative to planned in the Donor Book</li> <li>• Donor conditions are based on actions not performance indicators (yes/no)</li> </ul>
<p><b>6. Aid is provided coherently and fragmentation is avoided</b></p> <ul style="list-style-type: none"> <li>• Average amount of aid disbursed per annum per sector engaged</li> <li>• Average size of aid operation</li> <li>• % of aid provided through harmonised mechanisms (pooled mechanisms, delegated cooperation or silent partnerships)</li> </ul>

## 8.6.9 Aid and the budget cycle

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### 8.6.9.1 Planning and budgeting

The Government wishes to ensure that donor information on expenditure projections and outturns are incorporated in the annual budget and MTEF. This is important in terms of both accountability and alignment of donor aid within a Government-led framework.

In order to achieve these objectives, both GoSS and its development partners must work together to ensure that information is:

- Aligned with the Government's budget classifications, including programmes and activities, operating and capital;
- Provided for Government- and non-Government-aligned aid;
- Provided in a timely fashion; and
- Is accurate.

**Development partners are requested to provide the MoFEP with projections of funding for aid operations and activities, on a sectoral basis, including those contributions channelled through non-Government mechanisms, for the following three financial years.** This information will be provided to the MoFEP and each SWG during the planning process twice each year:

- Prior to the annual planning process – indicative allocations and activities for review by the sectors; and then
- At the start of the budget process, at which donors should provide firm commitments for the forthcoming financial year.

Development partners are requested to provide the MoFEP with indicative commitments at a programme level for every aid operation within their portfolio for the next three financial years. The project information must be clearly mapped to sectors and Line Ministries, to activities/programmes within Line Ministries and to geographic locations (at a minimum to the States involved). This information should be provided using the AIMS.

### 8.6.9.2 Budget execution, accounting and audit systems

To ensure that this takes place, to enhance transparency and to minimise the management burden placed on the Government, **donor funds channelled through or managed in conjunction with GoSS should be governed by the same fiduciary and financial management procedures that apply to Government expenditures financed by domestic revenues.** This refers to the Government's systems for opening and managing bank accounts, payments, procurement and accountability, as established by the MoFEP and the Auditor General.<sup>84</sup>

### 8.6.9.3 Reporting and auditing

**GoSS has established a system for aid reporting and evaluation, which is transparent and participatory and pays adequate attention to the evaluation of outcomes.** Too often, donor aid projects are measured in terms of the amount of money spent rather than the outcomes achieved, and new projects are formulated before the outcomes of existing projects have been evaluated properly. The existing AIMS reports not only on expenditure but also on project outcomes to ensure that development assistance can become more effective. This must be maintained in the new AIMS.

Just as they must appear in BSPs, partners must report on all aid operations, including those that do not use Government budget execution and accounting systems. Furthermore, at the closure of each operation, donors will be asked to submit an end-of-project report to the relevant SWG and the MoFEP. The MoFEP will each year request specific sectors to evaluate lessons learnt from project implementation and outcomes within the sector, and every year will produce a donor project evaluation report which summarises the lessons learned from each sector's report.

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<sup>84</sup> Guidelines will be prepared by the MoFEP as to how this can be achieved for different aid modalities.



## 8.7 Capacity-building Plan

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The Medium-Term Capacity Development Strategy (MTCDS) provides a strategic framework for organising capacity development efforts in support of the development objectives of the South Sudan Development Plan (2011-2013), as well as the peace-building and state-building objectives of the Government of South Sudan (GoSS) in the post-independence period. MTCDS for South Sudan is included as an annex to SSDP, and has been developed by the Capacity Development Sub-Group of the Cross-Cutting Issues Working Group, under the leadership of the Ministry of Human Resource Development (MoHRD).

### 8.7.1 Context

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In 2005, the Comprehensive Peace Agreement (CPA) granted semi-autonomous status to a government with few formal institutional structures, a human resource base impacted by generations of war, and weak capabilities to provide public security and services to its people. Over the CPA interim period, GoSS has undertaken one of the fastest developments of public sector institutions in the history of modern statehood. Many key physical and organisational structures of government are now in place at the national and state level and a growing number of educated South Sudanese are establishing a functioning public sector. However, institutional conditions are fragile, individual capabilities heterogeneous, delivery capacities remain extremely weak and there is acute need for a professional and accountable public service to create confidence in government.

With the achievement of full independent statehood on 9 July 2011, South Sudan is at a critical juncture in its history. While the long period of armed conflict is now over, the country is still confronted with immense challenges. These are restarting economic growth, improving the social welfare of its population, reconstructing shattered infrastructure, resolving residual political conflicts and extending public security and the rule of law.

The stakes are high, and there is a considerable risk of state failure or renewed armed conflict if GoSS is not able to effectively address these challenges and place the country on the path to sustainable peace and development. The Government also acknowledges that it must successfully manage a complex state-building process to create the institutions necessary for effective governance and viable independent statehood.

Since 2010, GoSS has launched two initiatives intended to address these challenges:

- The GoSS Priority Core Governance Functions Action Plan, published in November 2010, articulates the 18 priority functions of government capacity that it must establish or strengthen by South Sudan's independence in order to ensure the viability of the institutional framework of the State. The core functions fall into five areas: i) Executive leadership; ii) Rule of law and law enforcement; iii) Public administration; iv) Fiduciary management; and v) Natural resource management. The Government has made remarkable progress since November, but many of the rapid capacity needs within the core governance functions will require continued support beyond July 2011.
- The South Sudan Development Plan (SSDP), covering the period 2011-2013, will provide a framework for achieving critical development outcomes related to security and rule of law, economic development, governance, and social and human development. As such, it is the vehicle by which progress initiated since 2005 will continue over the medium term, while at the same time creating the foundations for long-term and institutional development.

### 8.7.2 Objective and scope of MTCDS

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Urgently establishing and expanding essential government institutions and services is critical to ensuring stability in the post-independence period and creating the foundations for effective governance and development. Key priorities in this regard include:

- **Extending public security and the rule of law** throughout the country by transforming, professionalising and expanding key security and justice institutions;
- **Enabling economic growth and investment** by establishing essential legal and regulatory frameworks and expanding vital transport, communications and energy infrastructure;
- **Improving social welfare** by expanding the population's access to basic education, health, water and sanitation services, coordinated, regulated and provided by local institutions;
- **Building a public administration** that efficiently provides public goods and services to the population through the development and management of a qualified and professional public service, and establishing mechanisms to attract qualified South Sudanese, including from the diaspora;
- **Establishing an accountable and transparent system of governance** at national and local levels to effectively articulate national priorities and manage national resources in an equitable and effective manner.

Both GoSS and its international partners recognise that addressing the current 'capacity gaps' in these and other areas in South Sudan over the next several years will require concerted efforts by national and international actors to:

1. **Ensure a strategic and holistic approach to capacity development**, primarily by developing an overarching national vision based on priorities identified in existing national frameworks. These include SSDP, which articulates sectoral capacity development requirements; and the GoSS Core Governance Functions Action Plan, which identifies priority functions essential for the viability of the state-building process.
2. **Maximise the impact and sustainability of national and international efforts**, through more rigorous and context-tailored approaches to designing capacity development interventions, effective coordination of planning and implementation efforts and closer alignment of international assistance with national priorities and needs.

The present document provides a strategy that responds to the need for a strengthened focus on capacity development to support GoSS as it works towards closing the 'capacity gap' in South Sudan. It also builds on the experience of other countries emerging from armed conflict, where national capacity development strategies have been successful in engendering more coherent and focused efforts.

### *Objective*

The objective of the MCDS is to ensure that GoSS can effectively address critical institutional capacity needs for implementing SSDP, including through alignment of support from its international partners, and thus meet the essential requirements for viable statehood following independence.

MTCDS builds directly on the sectoral capacity development needs and priorities articulated in SSDP. It is intended as a framework to ensure implementation of capacity development priorities in a strategic and coherent manner, while at the same time catalysing meaningful and effective national and international commitment and engagement. As both an implementation plan and coordination framework, it:

1. **Defines an operational focus for capacity development efforts**, including delineation of the legal, organisational and human attributes of institutional capacity, and the contextual factors in South Sudan that will inform efforts;
2. **Provides a strategic overview of capacity development priorities as they emerge from the sectoral plans of SSDP** to serve as the focus of national and international capacity development efforts during the 2011-2013 period;

3. **Identifies additional cross-governmental capacity development priorities** that are not adequately addressed in SSDP, but which must also be prioritised during the 2011-2013 period due to their critical importance in enabling and sustaining government efforts at all levels;
4. **Outlines a framework for coordinating the implementation of capacity development efforts and the provision of international support** by articulating key principles, common standards and coordination modalities to facilitate coherence and harmonisation of national and international efforts.
5. **Defines a roadmap for the formulation of a long-term national capacity development strategy** in order to bridge medium- and long-term efforts.

### *Scope*

Given the relatively short timeframe of SSDP, MTCDS is selective and limited in its scope in order to achieve its intended impact. Consequently, the scope of MTCDS is delimited in accordance with the following parameters:

- **Timeframe.** MTCDS covers the three years during which SSDP will be implemented (2011-2013). As such it is a medium-term strategy;
- **Focus on SSDP priorities.** MTCDS does not provide a comprehensive catalogue of capacity development needs. It identifies a number of critical interventions, derived from SSDP, as well as the core functions prioritisation exercise, that must be fully implemented or initiated by 2013;
- **Focus on the South Sudanese State.** MTCDS focuses on the capacity development requirements of the South Sudanese State and its government. The scope is extended to capacity development requirements of non-state actors (including civil society and the private sector) at this stage only as part of a set of recommendations for a subsequent long-term national capacity development strategy (see chapter six).
- **Levels of government.** MTCDS addresses capacity development priorities across GoSS, state and county levels, in order to ensure a balanced approach between strengthening central institutions and enabling delivery of services at local level;
- **Political considerations.** Some aspects of institutional capacity development still require further elaboration in policy and legal terms (such as decentralisation). These are not addressed in MTCDS.

### 8.7.3 Implementation arrangements

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At the outset of the SSDP implementation period, a South Sudan Capacity Development Group will be established in accordance with the principles and modalities outlined in MTCDS in order to implement the strategy. This new body will combine existing bodies such as the Capacity Enhancement Working Group, Skills for South Sudan and the SSDP Capacity Development Sub-Group, to ensure a common approach and focus amongst all actors involved in capacity development. Key priorities in this regard, which will be further detailed in a comprehensive implementation plan, include:

- Developing terms of reference and formally establishing the South Sudan Capacity Development Group as the primary strategic and decision-making body responsible for oversight on capacity development issues under the leadership of MoHRD and with participation from additional key ministries involved in capacity development (including Labour and Public Service; Financial and Economic Planning).
- Establishing a core technical secretariat, reporting to the South Sudan Capacity Development Group, that will be responsible for working-level coordination in capacity development with the sectoral ministries, state governments and international partners, and providing technical assistance to ensure alignment with the strategic focus of MTCDS;
- Facilitating and coordinating the development of pillar and sector capacity development strategies informed by, and aligned with, MTCDS;

- Coordinating, through the Technical Secretariat, the development of a detailed action plan and budget for the priority cross-governmental interventions identified as complements to SSDP in MTCDS;
- Formulating recommendations on critical funding gaps for capacity development, for which additional national and international resources will be necessary;
- Overseeing the development and adoption of comprehensive guidance on minimum standards for the development of capacity development support programmes funded by the international community; and
- Developing an M&E system for capacity development, including regular reviews of capacity development efforts and in-depth evaluations as necessary, to inform future strategy development and priority-setting.

The above activities will form the basis for a detailed implementation work plan for MTCDS to be developed immediately prior to the start of the SSDP implementation period.

#### 8.7.3.1 A strategic roadmap: implementing medium-term capacity development priorities

Following independence in July 2011, South Sudan will address building a viable state system and accelerating economic growth and social well-being, while simultaneously managing a broad array of political, security, economic and social transitions and challenges. A clear and strategic approach to capacity development is necessary to enable the Government to effectively manage these processes and meet its objectives.

The strategic approach guiding the implementation of capacity development efforts during the 2011-2013 period will consist of the following components:

- A **clear operational framework for capacity development** that concretely defines the core attributes of institutions, against which priorities for the 2011-2013 period are defined, and the important contextual, political and other factors that must inform efforts in this context;
- An **overview of the sectoral capacity needs** critical to the achievement of SSDP pillar and sector outcomes, and the strategic considerations that will guide the development, implementation and sequencing of priority capacity development interventions within this framework;
- An **overview of the cross-governmental capacities** that are critical for enabling the effective discharge of institutional mandates and functions across all government ministries, as well as at state and county levels, and which provide the basis for additional interventions to complement the capacity development activities already identified in SSDP;
- The **key strategic principles and considerations** that will inform and guide the efforts of national actors, as well as their international partners, in prioritising, developing and implementing capacity development interventions;
- The **risks, challenges and constraints** identified across SSDP sectors that need to be addressed to ensure achievement of national goals during the 2011-2013 period.

#### 8.7.4 An operational framework for capacity development in South Sudan

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In general terms, the term ‘capacity’ is defined as ‘the ability of people, organisations and society as a whole to manage their affairs successfully’, while the term ‘capacity development’ refers to the building of these abilities through human, institutional, policy and systems development.

Three fundamental organisational attributes of state institutions emerge as common themes in the sector strategies and plans of SSDP. These fundamental attributes constitute the operational framework for situating and guiding the implementation of capacity development activities defined in the plan.

These are:

- **Policy and legal frameworks**, which include the laws, policies and regulations establishing and defining the mandate of state institutions, including the core functions and technical services they are responsible for providing;
- **Institutional structures**, which include the organisational systems, processes and resources (financial and physical), which are required for the implementation of institutional mandates, functions and the delivery of services; and
- **Human resources**, which encompass the technical and functional skills and capacities required to deliver institutional mandates, and human resource management systems for recruitment, training, evaluation and other related functions that contribute to organisational performance.

In addition, a number of important contextual considerations must inform the development of specific capacity development efforts and activities. These include:

- **The post-conflict environment and requirements for consolidating peace.** Efforts to address the political, social and economic legacies of the conflict period, residual tensions, as well as the historical legacies of South Sudan's colonial past, cannot be separated from the dynamics of institutional development. These must be sensitive and contribute to the building of sustainable peace. Capacity development in South Sudan cannot therefore be considered a purely 'technical' exercise, but as part of a broader strategy to strengthen national unity and consolidate peace throughout the country;
- **The national state-building project as a framework for developing institutional capacities.** In 2010, the Government articulated its state-building objectives, including a) achieving CPA milestones; b) providing security and rule of law; c) developing core government functions and service delivery; and d) facilitating economic development. These have provided a clear framework for prioritising and sequencing those capacity development efforts that are critical in ensuring a transition to viable statehood following independence in July 2011; and
- **Managing South Sudan's complex transformation.** A key priority in the post-independence period will be the management of the complex transitions entailed in post-conflict recovery, attaining independent statehood and engendering peaceful political and social change. Successfully managing these critical transitions requires establishment of key institutional capabilities through medium-term capacity development efforts.

#### 8.7.5 Identifying and addressing capacity development priorities at sectoral level

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SSDP sector plans contain a detailed overview of capacity development activities necessary to deliver on stated sector objectives, as well as the overarching development outcomes for each pillar. This section provides a strategic overview of critical capacity development needs across SSDP sectors to facilitate the prioritisation and targeting of resources during the SSDP implementation period. It:

- Delineates the principal **areas of focus for institutional development** identified across SSDP sectoral plans, and the strategic considerations that must guide implementation;
- Summarises the **capacity needs** identified at pillar level that must be addressed to achieve SSDP development outcomes; and
- Provides an overview of **key capacity development priorities** at sector level.

##### a. Common areas of focus for institutional development across sectors

The SSDP pillar and sector plans cover a broad range of capacity development activities that can be grouped into the broad cross-cutting areas of focus, as defined in section one, above (legal/policy frameworks, institutional structures, and human resources). This section provides an overview of the key priorities identified in each of these areas, and a number of strategic considerations that will be used to inform the further development of capacity development plans and programmes at pillar and sector levels.

#### 8.7.5.1 Focus on creating enabling environments: policy and legal frameworks

Throughout most of the SSDP pillar and sector plans, the development of key legislation, policies, guidelines and standard operating procedures are identified as urgent priorities in order to enable institutional development, and inform specific capacity development interventions. Two important considerations must inform the development of specific programmes and actions in this regard:

- **Capacity for developing laws, policies and regulatory frameworks.** Almost all SSDP sector plans have identified the need to develop foundational laws and policies to define the mandate and functions of individual institutions, or to provide a basis for restructuring specific ministries such as Defence and Foreign Affairs. Enactment of key pieces of legislation, such as the Public Financial Management (PFM) Act, the Procurement Act, the Public Service Act and the Audit Act, will be essential to ensure the appropriate grounding of further institutional and human development. In some sectors, the need for legislative and policy frameworks has also been identified in order to regulate the activities of a given sector, such as agriculture and land tenure, and energy. In all cases, capacities are required at the level of individual institutions for the formulation, review and internal approval of specific legislation and policies. Some agencies have already established policy units, but require targeted training for individuals staffing these units. This includes for instance building the capacity of staff on strategic planning and M&E, among other things, in the recently established Macroeconomic Unit in the Ministry of Finance and Economic Planning.
- **Inter-governmental capacities for managing legislative process.** A second consideration emerging from SSDP is the mechanism for legislative review and approval by the South Sudan Legislative Assembly (SSLA). Delays to date in the adoption of critical laws have led to a significant backlog and slowed down the pace of institutional reform. In this regard, the SSDP governance pillar plan has identified the need for strengthening mechanisms for improving the review and approval process. This also points to the need for strengthened capacities within the Office of the President (OoP) and the Ministry of Cabinet Affairs (MoCA) to coordinate the process of legislative development with individual ministries, ensure complementarity between institutional mandates,<sup>85</sup> and prevent duplicative or overlapping functions between institutions.

#### 8.7.5.2 Focus on implementation: institutional structures and mechanisms

A second category of priority capacity development activities within SSDP relates to the ability of institutions to implement their mandates, functions and services. SSDP pillar and sector plans identify a range of institutional structures and mechanisms that need to be further strengthened or developed in order to translate strategies and policies into provision of public functions and service delivery. These capacity requirements span a broad spectrum of activities. These include: 1) management and oversight capacities needed to coordinate the implementation of policy; 2) monitoring and enforcement of regulations in areas of activity such as road construction or the mining sector; 3) maintenance of essential national facilities (such as electrical plants or water reservoirs); 4) provision of technical support services; 5) programme cycle management support for planning and coordination with partners outside government; and 6) infrastructure and equipment needed to enable delivery of functions, particularly at the local level.

In this context, two important considerations must inform how these priorities will be addressed within the framework of SSDP implementation:

- **Establishment of institutional mechanisms.** A key consideration is the identification and establishment of mandate implementation mechanisms and systems within specific institutions. Although SSDP sectoral plans identify a range of mechanisms and corresponding functions necessary for achievement of development outcomes, specific plans need to be developed early in the implementation phase. These must assess existing institutional capacities and 'starting points' in this area; identify how such

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<sup>85</sup>The enabling rights at work law highlighted in the governance pillar, for instance, is important in helping shape the new state's labour administration systems, in which private and public sector employers respect labour standards, rights and laws.

mechanisms will be developed and integrated as part of the overall institutional capacity development strategy, as well as who will manage and oversee these processes; provide detailed budgets, and establish a clear time-frame for achieving results. Such processes should be given priority by senior management, and resourced appropriately.

- **Extending systems to state, county and ‘payam’ levels.** A second consideration is the rollout of institutional systems and mechanisms across the sectors and down to state and local government level. Rolling out existing systems such as sectoral information management systems necessitates significant strengthening of managerial, operational and technical capacities of government at state levels. A key consideration is the establishment of arrangements that provide clear structures of communication, planning, coordination and resource allocation on capacity development issues between GoSS and state level. In many cases, building implementation capacity at the local level requires additional infrastructure and staff. For line ministries with service delivery functions (e.g. health, education, agriculture), a key need at the state level includes the development of systems for information-gathering, coordination, management and oversight of non-governmental service providers. In all cases, the necessary resources must be identified and clear plans of action developed to guide management.

#### 8.7.5.3 Focus on performance: human resource development

Skills development is a major priority across all SSDP pillar and sector plans. This includes both the development of sector-specific specialised skills and expertise (for instance training of health and agricultural extension workers), as well as core functional skills, such as basic public financial management. A key consideration related to the implementation of activities in this area concerns the need to strengthen alternative approaches to training programmes, including scaling up of in-country training capacities, both through rehabilitation and construction of training and educational facilities, as well as on-the-job training (including coaching and mentoring). The human resource gaps identified in the sectors also include areas where highly skilled workers such as engineers or technical experts are required and where a different approach to skills development, such as linkages with regional institutions of higher learning, may be required.

A second consideration relates to the importance of striking an appropriate balance between deploying appropriate skill sets and expertise in the immediate term to ensure delivery of critical services within the SSDP framework on the one hand, with ensuring appropriate longer-term investments in improving public administration and conducting training and recruitment of additional qualified personnel on the other. With respect to the first, matching qualified personnel with critical functions will be essential, including through short-term technical assistance and ‘surge’ approaches provided by international partners. With respect to the second, development of clear human resource development strategies at the level of individual institutions will be key. These should be complemented by prioritising the strengthening of public service administration (as outlined in the governance pillar), and identifying modalities for developing the public service ‘labour pool’, including appropriate mechanisms, programmes and conditions to attract members of the South Sudanese diaspora.

#### *Overview of pillar needs for capacity development*

The following section provides an overview of the key capacity development needs identified in the SSDP pillar and sectoral plans, and builds on the key themes and issues identified in the previous section.

**Economic development pillar:** In order to achieve the outcome of diversified and sustainable economic growth, three key capacity development priorities have been identified across the relevant sectors (natural resources, infrastructure, and economic functions):

- Enabling and ‘shaping’ productivity and growth in key economic sectors necessitates the **establishment of comprehensive legal and regulatory frameworks** (e.g. for regulating activity in the petroleum sector, or laws on land tenure). Also needed are institutional mechanisms within government institutions to ensure that regulations and standards are monitored and enforced;

- The Government has a leadership role in promoting economic growth across sectors. This requires the **strengthening of capacities for conducting research, undertaking planning, and facilitating coordination** between a wide range of stakeholders; and
- The Government also provides essential goods and services in some sectors (for instance provision of key public utilities such as water and electricity), while stimulating productivity in others. This requires **development of institutional and operational capacities** to maintain infrastructure (facilities); provide oversight and supervision of contracted works (construction of roads and railways, for instance), while also providing technical assistance (extension services) in sectors such as agriculture.

**Governance pillar:** In order to achieve a transparent and accountable state capable of efficiently delivering public services, three areas for capacity development have been identified. These are to ensure achievement of outcomes in the sectors of public administration and accountability:

- The formal definition of institutional mandates and functions following independence (e.g. the Presidency and Ministry of Foreign Affairs (MoFA)) requires the **rapid adoption of new laws and policies**, while regulatory and procedural frameworks essential to implementing institutional mandates (e.g. budget execution and anti-corruption measures) need to be established;
- The increased effectiveness of government as whole depends on the timely approval of key legislation, an efficient public administration and robust inter-ministerial coordination of government affairs. Strengthening and expanding **inter-governmental capacities, structures and mechanisms for coordination, communication and administration** within SSLA, public administration, the Presidency and Ministry of Cabinet Affairs (MoCA) are key priorities in this regard; and
- Improving accountability and transparency throughout government calls for the establishment of appropriate oversight institutions, as well as the **development of robust capacities for overseeing, monitoring, evaluating and verifying the use of public resources** across all ministries and all levels of government.

**Social and human development pillar:** In order to achieve the outcome of building human capabilities through progressive acceleration of access to basic social services, five areas for capacity development are identified across health, education, social protection, and culture, youth and sports:

- **Strengthening institutional and organisational frameworks** to enable the enactment of sector acts for health and education, the development of institutional and legal frameworks for social protection and youth volunteer services, and the establishment of quality assurance agencies and training managers in all three sectors;
- **Strengthening research and planning mechanisms** to enable development of sectoral plans and financing strategies, promote local associations and services, ensure rationalised geographic coverage of social services, and quality control standards;
- **Establishing mechanisms to enable oversight and regulation** of quality basic services by ministries and commissions;
- Improving the qualifications of social service providers through **formal and in-service training and task shifting**, exposure to other country experiences and coaching; and
- **Building capacity in communities** to empower households to manage their livelihoods, claim their rights and ultimately realize their full potential.

**Conflict prevention and security pillar:** In order to prevent the resurgence of conflict, provide equitable access, and maintain law and order, the four areas for capacity development are identified across the security and rule of law sectors:

- The transformation and restructuring of security and rule of law institutions are critical for delivery of integrated, professional and accountable public security and justice services. The **development of appropriate legal and policy frameworks** is essential to enable and structure this process;



- The reform and professionalisation of the security services requires development and implementation of **comprehensive strategies for ‘rightsizing’ and restructuring forces**, as well as operational policies and procedures for effective and accountable provision of security services to the population;
- Improved public security and access to justice in South Sudan depends on the professionalism, discipline and conduct of security and judiciary personnel. **Implementation of comprehensive training programmatic** essential in this regard; and
- The progressive expansion and mobility of security and rule of law agencies throughout the country is vital to the stability and development of the country as a whole. This necessitates the **rehabilitation and construction of necessary infrastructure** throughout the country.

#### *Overview of sectoral capacity development priorities*

The overview of sectoral capacity development priorities below has been developed in close cooperation with each of the SSDP sectors. It identifies five priority activities in each sector deemed essential by the sector working groups for building those sectoral capacities that will enable the sectors to deliver on its development objectives. The capacity development activities contained in the table are also included in the full individual sector matrices. They are drawn together and highlighted here to provide an overview of sector-specific priorities for capacity development, and to serve as a guide to prioritised implementation of the sector plans.

SECTOR	CRITICAL ACTIONS
ECONOMIC FUNCTIONS	
NATURAL RESOURCES	<ul style="list-style-type: none"> <li>▪ Research agricultural needs, develop plans and technical guidelines, undertake sectoral coordination and respond to food and agricultural threats and emergencies.</li> <li>▪ Enact laws and policies on land tenure.</li> <li>▪ Gradually increase and sustain production and market supply of meat, milk and fish.</li> <li>▪ Increase in number of square kilometres under improved protected area management and increase in number of tourists visiting protected areas by opening national parks to tourists.</li> <li>▪ Increase the number of rural farmers’ cooperatives established and/or improve their capacity.</li> <li>▪ Protect natural resources from significant adverse environmental impacts.</li> </ul>
INFRASTRUCTURE	<ul style="list-style-type: none"> <li>▪ Establish relevant institutions, infrastructure, policy, legal and regulatory frameworks at central and state levels</li> <li>▪ Establish mechanisms for assessments, feasibility studies and research for investments, technology transfer and scaling up of programmes</li> <li>▪ Identify required human resources and capacity gaps and provide needed trainings, equipment and facilities at central and state levels.</li> <li>▪ Establish mechanisms for public-private-partnerships (PPPs)</li> <li>▪ Establish and operationalise systems for researching, mapping, managing, monitoring and maintaining facilities, developments and information</li> </ul>
ECONOMIC FUNCTIONS	<ul style="list-style-type: none"> <li>▪ Develop enabling and effective trade/industry laws &amp; policy framework.</li> <li>▪ Set up and resource systems for enforcing mining and petroleum laws and regulations.</li> <li>▪ Set up mechanisms for management, design and monitoring provision of electricity; build and resource infrastructure for generation and distribution of electricity in critical areas.</li> <li>▪ Increase access to public media and improve the broadcasting quality of the Radio and the TV. in the Whole South Sudan.</li> <li>▪ Improve communications.</li> </ul>

GOVERNANCE	
ACCOUNTABILITY	<ul style="list-style-type: none"> <li>▪ Pass and implement key legislation (PFM Act, Public Procurement Act, Tax Act, Audit Act, and Central Banking Act)</li> <li>▪ Formulate macroeconomic policy, establish macroeconomic data base, forecast and project revenue and set quarterly cash limits; and develop capacities of the staff and provide equipment</li> <li>▪ Develop regulations to ensure sound public financial system in place for budget execution and reporting.</li> <li>▪ Provide advice and guidance to government institutions in GOSS and the 10 States on how to develop corruption prevention action plans.</li> <li>▪ Train staff in survey design and analysis to reduce dependency on external consultants in geospatial, economic, social, demographic, and census statistics.</li> </ul>
PUBLIC ADMINISTRATION	<ul style="list-style-type: none"> <li>▪ Formulate and resource mechanisms for managing security, travel, protocol and meeting of the President and Vice-President.</li> <li>▪ Develop and communicate annual statement of national priorities to South Sudan Institutions and the public.</li> <li>▪ Train GoSS U/S, Ministers, and Executive Directors in procedures on rules for Cabinet Submission.</li> <li>▪ Public service management and administrative reform.</li> <li>▪ Establish improved procedures for management of grievances</li> <li>▪ Restructure, establish and resource Ministry of Foreign Affairs and International Cooperation</li> <li>▪ Enact and implement Public Service Act, Pensions Act, Labour Act</li> <li>▪ Establish and strengthen Local Government Councils for effective service delivery.</li> </ul>
SOCIAL AND HUMAN DEVELOPMENT	
HEALTH	<ul style="list-style-type: none"> <li>▪ Increase access to basic health services and health promotion.</li> <li>▪ Strengthen human resources in the health sector.</li> <li>▪ Expand the pharmaceutical and medical equipment supply chains.</li> <li>▪ Strengthen the health system management.</li> <li>▪ Strengthen the provision of HIV/AIDS services.</li> </ul>
EDUCATION	<ul style="list-style-type: none"> <li>▪ Establish mechanisms to assess state and county level needs for teaching staff.</li> <li>▪ Establish needs to inform planning for additional AES sites and establish needs for teaching staff.</li> <li>▪ Identify human resource needs at central and state levels.</li> <li>▪ Establish mechanisms for the MoE to plan for and oversee construction of primary schools.</li> <li>▪ Strengthen EMIS.</li> </ul>
SOCIAL PROTECTION	<ul style="list-style-type: none"> <li>▪ Introduce a child benefit cash transfer.</li> <li>▪ Develop a social protection system.</li> <li>▪ Provide family and community-based social services and livelihood opportunities for at-risk groups.</li> <li>▪ Provide social welfare services for special needs groups</li> <li>▪ Develop a national early warning system.</li> </ul>
CULTURE, YOUTH AND SPORT	<ul style="list-style-type: none"> <li>• Develop and implement a National TVET Action Plan including strengthening the TVET component of the EMIS system</li> <li>▪ Execute a training needs assessment and establish pre-service and in-service training for TVET instructors and managers at the three MoE Teacher Training Institutes of Rumbek, Maridi and Malakal</li> <li>▪ Develop and implement a National YVS policy, procedures, M&amp;E and performance appraisal system</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Establish and equip a YVS national training unit and team at the Amadi Rural Development Training Institute managed by the Ministry of Cooperatives and Rural Development</li> <li>▪ Establish and equip 3 regional YVS master training units and outreach teams in Wau, Malakal and Amadi</li> <li>▪ Develop and adapt foundational training materials for the YVS</li> </ul>
SECURITY	<ul style="list-style-type: none"> <li>▪ Draft and publish legal and policy framework for for National Security Architecture, National Security Council and a National Security Strategy.</li> <li>▪ Create a Ministry of Defense and provide staff and infrastructural needs.</li> <li>▪ Draft plan and strategy to transform SPLA into a modern, professional military force; establish staffing needs, create positions and ToRs.</li> <li>▪ Design and budget for a new DDR programme and a transformation strategy.</li> <li>▪ Design an early warning policy framework, civic education programmes and projects for peace building and conflict mitigation.</li> <li>▪ Plan and prioritise, coordinate, accredit, monitor and quality assure mechanisms for clearance, stockpile destruction, victim assistance, mine risk education, and advocacy (including curriculum and reporting methods to free the country from the impact of landmines and explosive remnant of war.</li> </ul>
RULE OF LAW	<ul style="list-style-type: none"> <li>▪ Provide a legal framework for South Sudan and ensure equitable and speedy justice for all.</li> <li>▪ Coordinate internal security and law enforcement efforts—internal strengthening of Mol.</li> <li>▪ Enhance protection of human rights.</li> <li>▪ Review/map existing legislation and prioritize legislative gaps; strengthen LRC infrastructural and human capacities.</li> <li>▪ Combat proliferation of small arms and community insecurity.</li> <li>▪ Build institutional capacities for Customs Service and the Directorates of Immigration, Passport, Nationality and Identification.</li> </ul>

#### 8.7.6 Cross-Government Capacity Development Priorities

While the SSDP outlines sector-specific capacity development priorities, a number of “generic” cross-Government human and institutional capacity needs were identified as essential to delivering on key development and State-building objectives during the 2011-2013 period. Given their transversal nature, these have not been adequately addressed or budgeted for at the level of the specific SSDP pillar and sectoral plans.

The following priority cross-Government interventions are derived from an analysis of gaps in the SSDP, as well as priorities from the Core Governance Functions Action Plan of 2010, expected to be carried over following independence. As such, these interventions should be viewed as a complement to the specific sector-level capacity development priorities outlined in the previous section.

For the purposes of this Strategy, ‘cross-government capacities’ are those inter-governmental policies, institutional mechanisms and human capacities required both horizontally across government agencies, as well as vertically through all levels of government. An example of a cross-government capacity is an operational standardized payroll system used by all agencies within the public service, and at all levels of Government.

The successful implementation of these cross-government interventions requires robust and coordinated engagement from the GoSS, as well as the effective alignment of international assistance. For several of these interventions, temporary ‘gap-filling’ international technical and advisory assistance will be required while national capacities are progressively strengthened and established.

The core capacity development interventions proposed for the 2011-2013 period within this context are clustered into three main thematic areas identified in Section 1, namely: a) improving policy and strategy formulation; b) strengthening institutional core functions; and c) strengthening human capacities for delivery of essential services (additional details provided in the table below):

### *Improving Policy and Strategy Formulation*

Strong policy and strategy formulation capacities are essential for the definition of institutional mandates, the effective implementation of institutional functions and services, and the translation of policies into realistic annual plans. Stronger strategic planning capabilities will also be essential for the next five-year GoSS Development Plan (2013-2018).

While the SSDP outlines a range of key legal and policy frameworks that need to be established, the SSDP sector plans do not identify the needs for capacities required to develop, review and implement policies and mandated functions.

The key cross-government capacity development priorities in the area of policy and strategy development are to:

- **Strengthen capacity to formulate policies, strategies and legal frameworks.** This includes a focus on improving the ability of institutions to conduct strategic analysis, develop draft laws, policies and strategies, and coordinate review and approval processes. This is intended to help ensure oversight over the implementation of policies and strategies, while addressing evolving conditions and priorities; and to ensure that clear legal and regulatory frameworks exist for Government functions at all levels.

**Strengthen institutional capacities to implement policies and strategies.** To ensure policy and legal frameworks are implemented, it is necessary to strengthen the ability of Government agencies to translate policies and strategies into organizational work plans, to develop and manage core implementation and operational systems and functions on this basis, and to monitor and enforce compliance with core policies and regulations within both public and private sectors.

### *Strengthening Institutional Capacities for Implementation of Core Functions*

To execute their mandates, institutions require robust systems and capabilities for managing resources and delivering essential public functions and services. The establishment and strengthening of these core functional capacities across Government agencies at all levels is necessary to convert government policy into sustainable programmes that deliver services to citizens.

While a number of institutional mechanisms and systems are proposed in the SSDP sector plans to implement mandates, the core financial, operational and logistics capacities required for delivery of functions and services, particularly at local levels, are not consistently addressed across all SSDP pillar and sector plans.

The key cross-government capacity development priorities in this area are:

- **Consolidate and Strengthen Delivery Mechanisms:** To execute their mandates and functions, institutions require robust planning, budgeting, financial management, logistics and procurement capabilities. The establishment and strengthening of these core functional capacities across all Government ministries and at state level is necessary to convert Government policy into sustainable programmes that deliver services to citizens. The key capacity development priorities identified within this framework consist of: a) strengthening management of budgeting and finance, procurement and logistics and project management for implementation of core functions and services; and b) improving the execution of core functions and services at state and local levels, alongside the progressive decentralization of service delivery to state-level institutions.
- **Strengthen National Management of Development Assistance:** At present, international development assistance to South Sudan is provided outside national systems. This is normal in a post-conflict context,

particularly where many national systems do not exist or are not robust (e.g. lack of a procurement law) to meet the financial accountability needs of donor-country legislative assemblies. This however means that development assistance is managed through parallel structures, is not on-budget and involves external planning and coordination mechanisms. This poses an inherent risk of undermining national systems that development assistance aims to strengthen. In South Sudan it is likely that such arrangements will persist in the near future; key priorities in the 2011-2013 period include the urgent strengthening of key public financial management systems, and Government capabilities in planning, coordination and oversight. This is intended to ensure conformity of non-government executed programmes with national priorities and the progressive strengthening of national execution modalities in the areas of planning, programme management, fiduciary controls, monitoring and oversight. The long term vision of the government is a progressive shift towards a full country-system approach to financing and managing development assistance.

### *Strengthening Human Capacities for Provision of Essential Services*

Robust public administration systems and the deployment of qualified personnel are critical in complementing and sustaining institutional capacity development efforts in such areas as policy development and organizational restructuring. As such they are the responsibility of individual agencies, as well as policy / oversight agencies such as MoLPS and MoHRD. In sectors that deliver essential basic services, such as in Health or Education, the deployment of highly trained and qualified human resources is fundamental in the implementation of their mandates.

While the SSDP sector plans address specialized training requirements, as well as priorities for strengthening the administration of the public service, they do not address how the public workforce will be increased to accommodate expansion of service delivery (particularly at local level), and how core skills will be developed across the public service as a whole.

The key cross-government capacity development priorities in the area of strengthening human capacities are:

- **Expand Government Delivery of Essential Services:** A broad and swift expansion of Government functions and provision of services at local levels (State, County and Payam) is critical for restoring order, improving social well-being, and promoting economic recovery. During the 2011-2013 period, this entails the significant scaling up and deployment of qualified civil servants and further development of administrative and delivery systems. A key priority is the launch of a national campaign to attract and recruit South Sudanese Diaspora, as well as other qualified candidates, which will be organized along-side the deployment of technical experts and advisors under regional cooperation agreements with the AU and IGAD.
- **Strengthen Executive Leadership and Management:** At present, many institutional reform and restructuring efforts are hindered by lack of adequate skilled senior management and technical staff in ministries and state level governments. Many ministries, for instance, lack a dedicated cadre of mid-level technical and managerial staff critical to operationalize reforms. Key priorities during the 2011-2013 period are to provide intensive leadership training to senior managers (Undersecretaries and Directors General), and to recruit and train a cadre of mid-level personnel responsible for managing implementation of institutional policies, who will be deployed across ministries and state Governments and responsible for supporting the development and implementation of key institutional capacities, including policy frameworks and institutional systems.
- **Improve Public Service performance through Core Skills Development:** Although considerable progress has been made since 2005 in developing organizational frameworks and mechanisms, the overall effectiveness of State institutions has been undermined by the lack of public service personnel with the requisite skills to manage and deliver core functions and services. Pending the longer-term reform of public administration (which will require adoption of the Public Service Act), a key priority during the 2011-2013 period is to increase development of urgently needed core skills in the short term by increasing

the scope and size of training programmes across ministries and state Governments. Simultaneously, emphasis will also be placed on improving the design and quality of training programmes, as well as the management and standardization of practice. Core skills proposed as a focus of training programmes in the 2011-2013 period include literacy and numeracy, computer skills, work culture and ethics, and skills in essential technical and organizational functions. Finally, an emphasis will also be placed on developing national training facilities (including through collaboration with regional institutions, such as the African Union), and promoting education and training initiatives such as alternative education services and skills development programmes among youth, as a future labor pool for the public service.

The table below provides a more detailed overview of each of these priority interventions, including a description of the key outputs expected.

Priority Areas	Key Outputs	Critical Interventions
<b>LEGAL AND POLICY FRAMEWORKS</b>  Strengthen Policy and Strategy Formulation and Implementation	Capacities for the development, review and approval of policies, laws and strategies established and resourced	Establish and resource Research, Policy and Planning Units within relevant institutions  Establish procedures and guidelines on the drafting of national policies, laws and strategies  Establish procedures for formal review of draft policies, laws and strategies (internal and external)
	Institutional mandates and functions implemented on the basis of clear legal, policy and strategic frameworks	Establish mechanisms for policy and strategy implementation, including translation into work plans  Develop oversight and enforcement mechanisms, linked to organizational management systems  Develop monitoring and evaluation system to measure institutional performance and effectiveness
<b>INSTITUTIONAL STRUCTURES</b>  Strengthen Institutional Capacities for Implementation of Core Functions	Institutional mechanisms for managing and delivering core functions consolidated and expanded at GoSS, state and county levels	Consolidate and expand Public financial management systems across Government
		Rollout procurement and contracting systems at national, state and county levels
		Establish systems for effective revenue collection and management
		Improve management of inter-governmental transfers
	National and state capacities to manage development assistance strengthened	Develop a National Programme Manual for programme design, management and evaluation  Develop national programme execution modalities (financial, legal, managerial and operations arrangements)  Strengthen mechanisms for tracking, coordinating,

		and monitoring international assistance programmes
		Develop strategy for progressively transferring management of programme resources to national budget systems
	Systems for the delivery of core functions and services at state level strengthened	Establish systems for state Government oversight and coordination of existing non-state service providers
		Develop a strategy for progressive transfer of responsibilities for social service delivery to local governments
		Develop state level integrated planning and budgeting capacities
		Provide temporary infrastructure and equipment for essential public offices
		Improve the system for inter-governmental transfers and revenue sharing
HUMAN RESOURCES Strengthen Critical Human Capacities for Delivery of Essential Services	Executive leadership and management strengthened	Deliver comprehensive leadership training for Senior Executive Staff (US and DG levels) in the areas of policy-making, strategy implementation and performance management
		Identify, recruit, train and deploy mid-level technical and managerial staff (under DG level) in key institutions
	Human capacities to provide core Government functions and services expanded at state and county Levels	Conduct assessment of the public service at state, county and payam levels to map distribution of current staff and skill sets against required critical functions
		Temporarily deploy technical experts and advisors from the region to provide in-line and advisory functions, through partnership and collaboration with regional organisations (e.g. IGAD, AU)
		Launch a national policy, process, and recruitment mechanism to encourage qualified South Sudanese, including the Diaspora, to the public service
	Core skills strengthened throughout public service	Improve quality of training: develop TNAs, training strategies, national standards; link training outputs to performance management, monitoring and oversight

		Expand quantity of training: develop national plan for scaling up core skills training programmes (work culture, literacy, core institutional functions, critical technical areas)
		Rehabilitate and develop dedicated and financially sustainable national training facilities, while promoting development of alternative education initiatives, as well as professional councils and youth development programmes.

### 8.7.7 Core Principles for Implementation

The implementation of the overall goal for capacity development, as well as the specific objectives outlined above, should be informed by a number of strategic considerations. These include:

#### Strategy and Policy Considerations

- **Capacity development as a national process.** Capacity building is a national development priority under the responsibility of the Government of South Sudan. It will ensure that efforts are guided by ongoing dialogue with a broad range of South Sudanese stakeholders, and that international assistance is aligned with national priorities and policies.
- **Responsibilities for capacity development.** Individual government agencies, which must use their resources effectively to achieve measureable results, are responsible for building their institutional capacities. In addition, specific agencies (MoHRD, MoLPS, MoFEP) are responsible for system-wide standard-setting and systems design.
- **Building on South Sudanese capacities.** National and international efforts should aim to build on existing South Sudanese expertise and experience and seek to attract qualified individuals at senior and managerial levels, including from the diaspora.
- **Strengthening capacities at all levels.** A focus on institutional needs at the centre (i.e. national level) should be balanced with an appraisal of needs at local levels of Government, including state and county levels.
- **Balancing peace and development priorities.** In South Sudan, a ‘technocratic’ approach to capacity development must be tempered by the imperatives of peace consolidation and national reconciliation. Balancing these priorities (e.g. delays in necessary reforms to provide immediate stability) will require continuing dialogue with a broad range of national stakeholders on fundamental issues of governance. It also highlights the need to ensure that political decisions are informed by the technical requirements of viable organizational change.
- **Balancing need for rapid delivery with long-term impact.** In the immediate post-independence period, the ability of the State to rapidly unite the country and deliver concrete benefits to its population in the areas of security, rule of law and social services is critical. In the short-term, this entails balancing requirements for rapidly scaling up local service delivery with the need to invest in broader institutional reform and structuring. Such balancing includes developing transitional administrative and service delivery capacities at *State* and *County* levels, through which a progressive transformation of service delivery arrangements could begin.

#### Planning Considerations

- **Results-based approach.** Interventions should be designed on the basis of an understanding of minimum requirements needed to achieve outcomes over the medium to long-term, and include rigorous indicators and benchmarks explicitly linked to the achievement of the goals of the SSDP. Interventions



should also explore how responsibility for financial support gradually transitions to the Government to ensure sustainability.

- **Sequencing and phasing of capacity development activities.** Capacity development strategies should be realistic and based on a carefully thought out approach, based on a prioritization of needs and analysis of the precise sequencing of actions needed to ensure the most effective and sustainable outcome possible.
- **Ensuring viability of individual interventions.** The design of individual interventions should not be developed in isolation, but take into account linkages with other systems. Ensuring a holistic ‘systems’ approach in the design of individual interventions is key to preventing a proliferation of unsustainable ‘partial solutions’;
- **Flexibility and adaptation.** Capacity development should be understood as a dynamic and evolving process, and not be constrained to rigid plans. Capacity development programmes should reflect this reality by building in provision for regular monitoring and adjustments to implementation strategies.

#### 8.7.8 Risks, Challenges and Constraints

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South Sudan faces a challenging governance agenda in the first years of statehood. Successful implementation of the MTCDS will depend on how a set of political, economic and structural risks, challenges and constraints are managed. Effectively addressing them will ensure that the government capacities and institutions needed to deliver on the promise of the SSDP are developed as quickly as possible. If the risks faced by the MTCDS are not successfully managed, South Sudan will reach few of its national development goals by the end of the SSDP period.

A number of such risks and challenges were identified during the development of the SSDP, including:

- **Delays in adopting legal frameworks.** Legislation affecting many functions of government, such as a Procurement Act and an updated Local Government Act, requires coordinated and competent legislative drafting processes and swift passage by the South Sudan Legislative Assembly (SSLA). During the CPA period, much key legislation never proceeded past a draft stage. This, in combination with new laws required for an independent state (e.g. Citizenship Act) has resulted in a current backlog of priority legislation both in the Ministry of Legal Affairs and Constitutional Development (MoLACD) and in the SSLA. Both MoLACD and SSLA face capacity challenges in addressing this matter. The executive will play an indispensable role to make the necessary decisions on priority legislation and to campaign for passage. Individual ministers also have important roles in mobilizing the political will to pass core legislation.
- **The challenge of restructuring.** Restructuring is needed in many ministries for improved effectiveness and service delivery. These efforts impact hiring practices, staffing levels, budget allocations and other politically sensitive issues, given the high employment level by the public service and potential implications on stability. Ministers and State officials will need to act strategically and lead with the assurances of commitment by the highest levels of government to the SSDP.
- **Resource uncertainties.** Resource availability will depend on the ongoing debt and oil negotiations with the North given South Sudan is 98% dependent on oil revenues. In addition, oil revenue availability varies with the global market price. Although it is expected that a positive outcome in the negotiations could substantially increase Government revenues for the 2011-2013 period, the capacity to manage and account for funds will remain critical.
- **Need for structural coherence.** The success of the MTCDS will depend on coherent action by different levels of government, from the GoSS level to the State, County and Payam levels. Unfortunately, no decentralisation policy for capacity development exists and government revenue has not reached the state and county levels in a sustained, efficient manner during the CPA period. Links between levels of

government must be further developed in law and implemented in practice through a redistribution of human and material resources away from the centre and toward institutions in the states. Clear definitions of roles and responsibilities at each level of governance will be critical to maximize impact of Government programmes.

#### 8.7.9 A Coordination Framework on Capacity Development: Enabling Coherence, Unity of Effort and Effective Partnership

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Almost all Government ministries and state governments are involved in capacity development efforts, and a number of donors are also providing assistance in this regard. This context has in the past led to a piecemeal approach, where efforts have been fragmented, driven by highly localized priorities and interests, and based on varying standards. The Core Functions framework provided a much needed element of focus for national and international actors in implementing immediate priorities for capacity development. This focus must be carried into the medium-term with the development and implementation of a common strategic approach to capacity development, buttressed by a framework to facilitate coherent and coordinated action between national and international partners over the SSDP period. Such a framework should specify the 'rules of the game' with respect to principles, standards and approaches guiding the translation of priorities into specific programmes, and also establish mechanisms for ensuring substantive coordination on planning, funding and implementation.

The following section provides a framework for ensuring the coherence and alignment of national efforts and international support on capacity development during the 2011-2013 period, and the establishment of strong partnerships based on mutual commitment and accountability.

This framework is divided into two components:

- **Core Principles and Commitments (sections 1 and 2).** The principles, guidelines and modalities that will be followed by both national and international actors to ensure the coherence and alignment of support for institutional capacity development within the SSDP framework. These principles are derived from the experience of other fragile states, as well as from emerging practice in South Sudan.
- **Coordination, Financing and Monitoring (sections 3, 4 and 5).** The arrangements necessary to ensure unity of action, mutual accountability and a common platform for identifying and addressing common priorities, both within the Government, and between the Government and its international partners. The principles and mechanisms articulated in this section complement the GoSS Aid Strategy and the overall SSDP coordination architecture.

#### 8.7.10 Core Principles and Commitments

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The implementation of capacity development efforts by the Government and its international partners will be guided by a number of core principles that will be critical in shaping international assistance programmes, and ensuring that they are realistic, focused and take into account the requirements of the South Sudanese context:

- **National vision and ownership.** The capacity development priorities and approach outlined in the present document will constitute the basis of Government efforts during the course of 2011-2013, including the development of strategic plans and programmes. The Government of South Sudan commits to dedicating the requisite resources and capacities to ensure effective national coordination of capacity development efforts, while the international community commits to aligning its assistance to national priorities.
- **Mutual accountability.** The partnership between national and international stakeholders on institutional capacity development is based on the principle of shared accountability. Shared accountability is founded on adherence to common objectives, transparency in the allocation and management of resources, a commitment to reporting on performance and impact, a collective responsibility for results, and a clear delineation of individual roles and responsibilities based on comparative advantages.

- **A partnership at all levels.** Maximising the alignment and harmonization of international efforts within a nationally-led framework for capacity development will require a joint approach to assessment, design, implementation and monitoring of individual interventions and programmes. This is particularly relevant in the context of South Sudan given the strong leadership demonstrated by the Government, and the need to maximise alignment between national and international efforts given the urgency of meeting critical needs, and the lack of a margin for error.
- **Light international foot-print.** Provision of international assistance should seek to minimize potential impact of multilateral organizations on the labour market, and avoid creating a ‘brain drain’ in national institutions, given the current lack of a large pool of qualified and skilled South Sudanese.
- **Managing and not avoiding risks.** In many countries, risks associated with capacity development assistance in post-conflict contexts have led to chronic under-funding or preference for ‘safe’, but not necessarily critical, programmes. Given the scale of needs and challenges in South Sudan, both the Government and its international partners commit to jointly evaluating risks and developing common strategies to manage possible challenges, constraints and threats.
- **Promotion of South-South solutions.** To the extent possible, South-South solutions will be promoted in the design of assistance programmes, linking to existing sources of expertise and regional arrangements in Africa, as well as the South Sudanese Diaspora itself. Both the GoSS and international community commit to finding innovative ways to ensure effective and sustainable solutions to the human capacity gap in this regard.
- **Building capacity to build capacity.** International efforts will aim to support GoSS in ‘building capacity to build capacity’ (including capacities for change management, coordination, and oversight of capacity development efforts within GoSS), and progressively move away from capacity supplementation. This will be linked to specific interventions aimed at building national capacity development systems (e.g. training institutes, professional associations, etc.). Capacity development will also be ‘mainstreamed’ throughout international development assistance programmes, alongside other programmatic objectives. Strengthening South Sudanese capacities in this area is critical to maximize resources available for national processes, and prevent the emergence of large, resource-heavy and parallel international support mechanisms.
- **Strengthening country systems.** Similarly, reliance on temporary capacity provided through international technical and advisory assistance should be progressively reduced through the development and strengthening of national financial, implementation and delivery capacities and resources. All capacity development assistance programmes should include a strategy for a progressive phase-out of direct international implementation of assistance, tied to concrete indicators and benchmarks.

#### 8.7.10.1 Design of Capacity Development Interventions

The design of capacity development interventions supported by the international community will be based on the following principles:

- **Accounting for context.** Assessments of institutional capacity requirements should take into account the realities of the South Sudanese context, including existing formal and informal capacities. There is often a tendency to both under and over-estimate the institutional and human resource capacities currently in place resulting in assistance that is not sustainable or contextually adapted.
- **Demand-driven identification of priorities.** Interventions will be demand-driven and developed in response to needs identified by the Government of South Sudan, through the SSDP. This should be matched by a political commitment to address these needs, which at times may be sensitive. In addition, there is a need to recognise that some priorities may need to wait to be implemented to ensure the necessary political support and leadership is in place.

- **Keep it simple.** Careful attention should be given to the current absorptive capacity of national institutions to utilise and apply complex capacity development programmes that represent ‘international best practice’. Based on the successful experience of South Sudan in developing budgetary and payroll systems, attention should be paid to defining ‘tailor-made’ programmes that deliver what is needed and manageable from the perspective of the recipient institution in its current stage of organizational development.
- **Minimum standards.** Interventions should be designed based on adapted principles of international best practice, as well as principles emerging from the lessons learned of past experience in Southern Sudan. To this end, national and international partners commit to following a common set of ‘minimum standards’ for different types of capacity development assistance. These minimum standards will be developed during the implementation of the MTCDS.
- **Moving beyond PIUs.** The management of international programmes using Project Implementation Units will be progressively replaced by alternative arrangements that maximize joint national and international oversight over implementation, as an intermediate stepping-stone to full use of national programme management systems. International partners commit to developing and implementing appropriate modalities in this regard within the framework of the MTCDS.

#### 8.7.10.2 Ensuring a Coordinated Approach

The following arrangements will be established to ensure the coherent and effective coordination of national and international efforts in support of capacity development priorities.

- **National coordination.** Overall coordination within GoSS will occur through an inter-governmental body established for this purpose. This will include key ministries in the area of capacity development (MoHRD, MoLPS, MoFEP), and be responsible for developing strategy and policy, overseeing implementation of capacity development standards and policies by Government agencies, monitoring progress in institutional capacity development; coordinating inter-ministerial efforts and interfacing with the international community.
- **Strengthening sector and agency coordination.** Sector reform and organizational development plans should be based on national capacity development policies and principles and monitored by an inter-governmental policy body (see above). At the sectoral level, the Budget Sector Working Groups will be strengthened to facilitate strategic planning on capacity development requirements, while individual agencies and local government bodies will be expected to develop their own strategic plans against national policies and standards.
- **Coordination of international assistance.** To ensure alignment of international assistance with national goals and standards, a coordinating body (a ‘South Sudan Capacity Development Group’) will be established under the leadership of MoHRD, and comprising key GoSS agencies and international partners. This will include a technical secretariat on capacity development to support coordination and provide technical advice, as well as a mechanism to provide recommendations on financial, technical and other resources required to address capacity development priorities defined in the SSDP and MTCDS. These coordination arrangements will be integrated as part of the broader GoSS Aid Strategy and coordination architecture of the SSDP.
- **A programmatic and technical forum on system-wide capacity development.** A working group on system-wide capacity development, comprised of both national and international partners and reporting to the ‘South Sudan Capacity Development Group’, should be established to complement and support sectoral coordination on this issue. Key functions could include: supporting results-based international capacity development support strategies; mapping baselines and developing output indicators for international assistance; monitoring performance, improving the design and effectiveness of assistance mechanisms (including development of lessons learned and best practices); ensuring a broad systems

approach linked to national strategies and policies; coordinating regular monitoring and evaluation of international support to national efforts; and supporting the work of the BSWGs.

### 8.7.10.3 Funding

Key principles related to funding for both GoSS and international partners include:

- **Targeted and flexible allocation of financial resources.** Capacity development priorities will evolve over time. For this reason, SSDP fund allocation and management mechanisms will contain provision for addressing capacity development priorities with sufficient flexibility, while also enabling responses in 'real-time'. Dedicated pooled and 'fast-track' funding arrangements for capacity development (including basket funds or dedicated funding windows) will also be established as part of the overall SSDP aid coordination and funding architecture.<sup>86</sup>
- **Strengthening and use of country systems.** GoSS and international partners will work together to prioritise the development of financial management systems within national ministries and other implementing agencies as part of a broader strategy to promote the progressive use of national systems over those of international and non-governmental organisations.
- **Government funding for capacity development.** As national institutions for capacity development (for instance, national training institutes) are established and national fiduciary, revenue management and delivery mechanisms are strengthened, the Government of South Sudan will consider how it can increase its financial and technical contributions to capacity development programmes. This will help consolidate national ownership over capacity development and provide the basis for the gradual phasing out of external assistance.

### 8.7.10.4 Monitoring and evaluation

Key principles related to monitoring and evaluation for both GoSS and international partners include:

- **Need for dedicated M&E framework.** Establishing a monitoring and evaluation framework under national leadership and management is critical to ensure that progress is being made in achieving capacity development goal sat both national, sectoral and agency-specific levels. Performance indicators will be based on realistic expectations of achievable outputs and measure the overall impact of national and international efforts.
- **Maximising performance and impact.** Capacity development is an evolving field of global practice, including in South Sudan where national and international efforts are still in their nascency. This underscores the need for real-time monitoring, review and evaluation to ensure that lessons-learned directly contribute to future development of policy and programmes in this area.

The monitoring and evaluation system on capacity development will comprise of the following components, which will be further developed by the Government with the support of its partners during the implementation of the MTCDS:

- **Development of a monitoring and evaluation framework** that provides an overview of performance measurement indicators linked to SSDP activities and outputs; and a methodology for systematically collecting and analyzing information on progress, including establishment of baselines;
- **Development of a management review mechanism** that periodically generates 'scorecard'-type progress reports, as well as more in-depth evaluations, at agency, sectoral and national levels based, and organizes reviews by senior management within GoSS and its international partners;

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<sup>86</sup>A Capacity Building Trust Fund (CBTF), administered by the Joint Donor Office in South Sudan, currently exists and supports a range of capacity development programmes. Alignment of existing arrangements within the MTCDS framework should be privileged where possible over the establishment of new mechanisms.

- **Development of a programme review mechanism** that analyzes progress and evaluation results and generates specific recommendations with respect to the refinement and further development of national, sectoral and agency specific strategies and programmes on capacity development.

#### 8.7.11 Towards a Long-Term National Capacity Development Strategy

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A key priority during the implementation of the MTCDS will be the development of a long-term (5-10 year) national strategy on capacity development. The development of this strategy will be coordinated by the 'Capacity Development Group' on the basis of the following parameters:

- A comprehensive cross-sectoral assessment of capacity development requirements will be undertaken, to identify baselines and additional requirements, which would also integrate an evaluation of medium-term capacity development efforts within the SSDP framework;
- Based on the results of the capacity development assessment, long term needs will be prioritized at national, sectoral and agency-specific levels, along-side corresponding strategies and budgetary frameworks;
- Development of a comprehensive capacity development strategy will be undertaken, involving a broad range of national stakeholders at central level (GoSS, private sector, civil societies, faith based organizations) as well as at State and County levels;
- A review of lessons learned of capacity development efforts to date in South Sudan will be undertaken to inform the development of the long-term capacity development strategy, which will also incorporate a review of best practices from other countries around the world;
- Comprehensive national standards and guidelines will be developed, building on the work undertaken in the context of the MTCDS, on specific tools and strategies for capacity development, including training, recruitment systems, and performance management.
- Development of a comprehensive funding strategy and framework
- Development of cross-cutting strategy for progressive phasing out of international technical assistance and a project-based approach, and development of sustainable capacities for supporting continued cross-sectoral capacity development efforts
- Development of a comprehensive monitoring and evaluation framework for measuring progress and assessing impact of capacity development efforts over the medium to long-term.

## 8.8 Millennium Development Goal Indicators

Targets	Indicator	Indicator No.	Southern Sudan Current Status	Target	Ranking <sup>+</sup>
<b>Goal 1: Eradicate extreme poverty and hunger</b>					
Reduce by half the proportion of people living below the poverty line	Proportion of population living below the poverty line	1a	51% (NBHS, 2009)	46% (2013)	78/100 <sup>b/</sup>
	Poverty Gap Ratio	2	24 (NBHS, 2009)		63/73
	Share of poorest quintile in national consumption	3	4% (NBHS, 2009)		126/151
Reduce by half the proportion of people who suffer from hunger	Prevalence of underweight children under 5 years of age	4	33% (SHHS,2006)		110/122
	Proportion of the population below minimum level of dietary consumption	5	47% (NBHS, 2009)		172/176
<b>Goal 2: Achieve Universal Primary Education</b>					
Ensure that all boys and girls complete a full course of primary schooling	Net enrolment rate in primary education	6	44% (EMIS, 2010)	63% (2013)	182/185
	Primary completion rate	7b	10% (EMIS, 2010)		186/188
	Literacy Rate of 15-24 year olds	8	40% (NBHS, 2009)		149/152
<b>Goal 3: Promote Gender Equity and Empower Women</b>					
Eliminate gender disparity in primary and secondary education at all levels	Ratio of girls to boys in primary, secondary and tertiary education	9	.59, .41, .21 <sup>c/</sup> (EMIS,2010)		193/194, 190/194
Empower Women	Ratio of literate females to males among 15-24 year olds	10	0.51 (NBHS,2009)		151/152
	Proportion of seats held by women in national parliament	12	34% (SSLA,2010)		17/190
<b>Goal 4: Reduce Child Mortality</b>					
Reduce by two thirds the mortality rate among children under five	Under 5 mortality rate	13	135 (SHHS,2006)		175/193
	Infant mortality rate	14	102 (SHHS,2006)		185/193
	Measles Immunisation coverage (Children aged 12-23 months receiving measles vaccination before their 1 <sup>st</sup> birthday)	15	28% (SHHS,2006)		186/188
<b>Goal 5: Improve Maternal Health</b>					
Reduce by three quarters the maternal mortality ratio	Maternal mortality ratio	16	2,054 (SHHS,2006)		173/173
	Proportion of births attended by skilled health personnel	17	10% (SHHS, 2006)		191/193
<b>Goal 6: Combat HIV and AIDS, malaria and other diseases</b>					
	Knowledge about HIV prevention (correctly)	19b	10% (SHHS,2006)		

	identifying two ways of avoiding HIV infection). Percentage of women aged 15-49				
	Contraceptive Prevalence rate	19c	4% (SHHS,2006)		172/173
	Ratio of school attendance of orphans to non orphans aged 10-14 years	20	1.1 (NBHS,2009)		2/64
Halt and begin to reverse the incidence of malaria and other diseases	Prevalence and death rates associated with Malaria	21	MIS?		
	Antimalarial Treatment (under fives)	22	47% (SHHS,2006)		16/62
<b>Goal 7: Ensure Environmental Sustainability</b>					
Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	Proportion of population using solid fuels	29	99% (NBHS,2009)		
Reduce by half the proportion of people without sustainable access to safe drinking water and sanitation	Proportion of population with sustainable access to an improved water source, urban and rural	30	55% (67%, 53%) (NBHS,2009)		176/191
	Proportion of population with access to improved sanitation, urban and rural	31	20% (53%, 13%) (NBHS,2009)		174/188
<b>Goal 8: Develop a global partnership for development</b>					
No data available					

<sup>a/</sup> Based on most recent data, which is for different years for different countries.

<sup>b/</sup> Proportion of population living below a national poverty line is not directly comparable. This ranking is indicative only.

<sup>c/</sup> Selected Institutions. Pg 93 EMIS (2010)

Data Source: World Bank, World Development Indicators 2010



## 8.9 Oil Model

Government oil revenues during the SSDP period depend upon three factors: the volume of oil produced and sold, the price received for that oil, and the share of those revenues accruing to the producers/refiners/transporters, the GoNU and the GoSS respectively.

### 8.9.1 Oil production and revenue forecasts

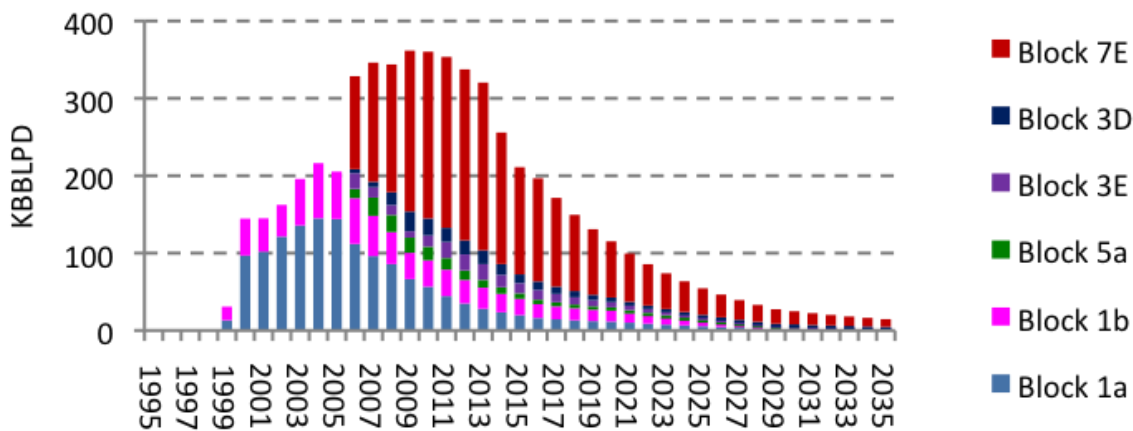
The Hydrocarbon Economic Analysis Tool (HEAT) has been developed to forecast oil revenues, using detailed information about oil contracts for all producing licenses in Sudan. HEAT is populated with historical data, including annual production data provided by GoNU and the oil companies, average annual oil prices, and transport costs. It models the unique profit sharing agreements (PSAs) set out in the contracts for each block. A PSA determines the distribution of oil production between the contractor and the government.

The model can be used to provide annual cash flows of both government and the contractors, the value of total known petroleum resources, forecasts of future government revenue from oil and expected annual cash flow. The model also allows for analysis of how different scenarios, such as plummeting oil price, or new production licences, would affect future revenues. MoFEP has used this model to generate annual oil revenue projections for the SSDP.

#### 8.9.1.1 Oil Production

The HEAT model is populated with annual production estimates for each field. These figures are provided by the oil companies to the Ministry of Petroleum, Khartoum and represent prudent production profiles. The production profiles are presented in chart 1 below.

Chart 1



As can be noted from chart 1 the oil production increased significantly in 2006 when blocks 5a, 3 and 7 came on board. The oil production peaked in 2009 at 362 000 barrels/day and is expected to remain at a relatively high level until 2013. From 2014 and onward the oil production will decline gradually until the production at existing fields is expected to cease in 2035. The oil production is expected to decline by more than 40% over the period 2011-2016 and the daily production in 2016 is expected to be 197 000 barrels. If the recovery rate increases or new discoveries take place production may exceed the production forecast presented in chart 1.

While blocks 1a and 1b provided the oil revenues during the early stage of oil exploration in South Sudan, production from these blocks peaked in 2004 and has thereafter declined substantially. The estimated production in 2011 from these fields is only 22% of the total oil production in South Sudan, while 74% of the production derives from blocks 3 and 7 and 4% from block 5a.

#### 8.9.1.2 Oil prices

The oil price has been extremely unstable in recent years with the first half of 2008 seeing a steep rise from around \$90 per barrel in January to over \$130 in July. The second half of the year brought with it an abrupt crash in the oil price, plunging as low as \$40 per barrel by the end of the year. Throughout 2009 the price gradually recovered and by December of that year it had stabilised at around \$75 per barrel. Despite a slight spike in April 2010, the price was less volatile through 2010, remaining around \$75 per barrel. Recently, events in the Middle East and North Africa and elsewhere, as well as recovery of the global economy, have caused the oil price to climb above \$100 per barrel.

South Sudan produces two types of oil: Nile blend and Dar blend. Both blends are sold at a discount compared to the benchmark Brent price. Nile blend is a good quality crude, readily saleable on international markets. It is sold at a slight discount compared to the benchmark Brent price due to the need for the oil to be heated during handling. Dar blend, on the other hand, is heavy and acidic. Until recently, there was a very limited capacity for refining this type of oil outside of the United States and Europe; as a result the oil was sold at a very large discount compared to Brent. This discount has fallen considerably as refining capacity has grown.

To project oil revenues, the price estimates provided by the United States' Energy Information Administration (EIA) Annual Energy Outlook 2011<sup>87</sup> are applied. Chart 2 shows the three scenarios provided by the EIA; a Low Price, Reference and High oil price. The reference case is used in the oil revenue projections in the SSDP.

In nominal terms the reference price scenario gradually increases from 85, 88 and 93 USD/barrel for 2011, 2012 and 2013 respectively to 131 USD/barrel in 2020 and 199 USD/barrel in 2035. This is equal to a long-term real oil price of 125 USD/barrel in 2035.

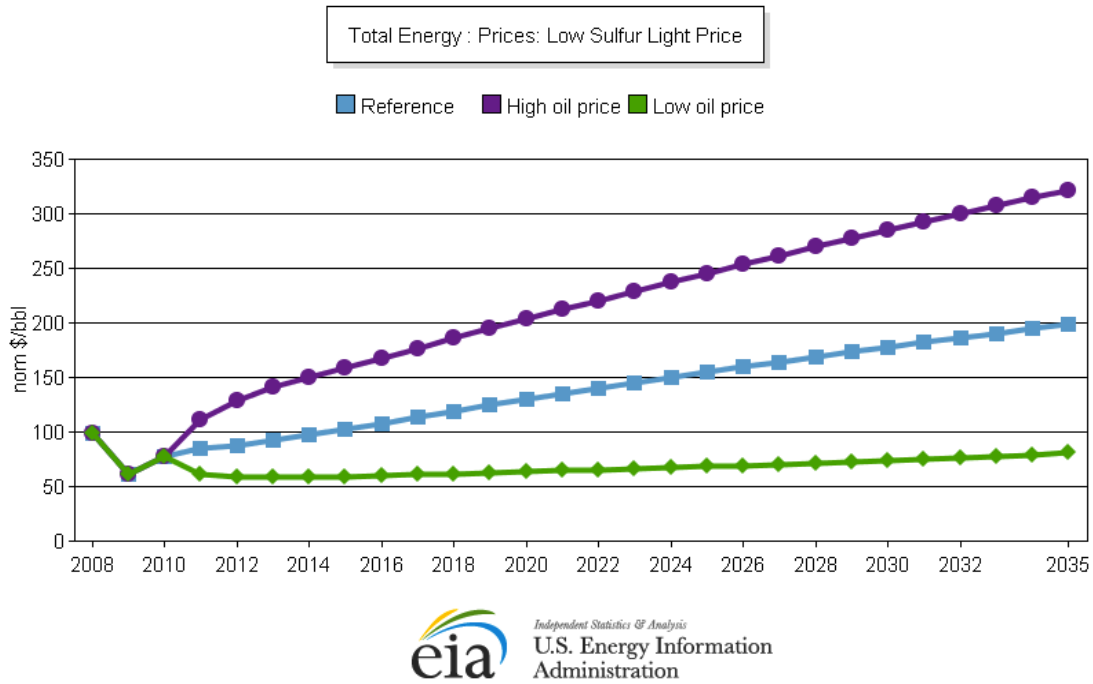
As the reference case price projection for 2011 and 2012 deviate from recent increase in the short-term oil price projections, an upward adjustment for 2011 and 2012 have been applied. It is assumed that EIA's Low Sulphur Crude Price equals the Brent blend benchmark price going forward.

To estimate the future discount at which Southern oil will be sold, the historical monthly discount rate was considered. The average monthly discount on Nile blend over 2009-2010 was \$1.90 per barrel and for Dar blend, this amounted to \$10.04 per barrel. It was assumed that these levels would remain broadly flat over the coming three year period.

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<sup>87</sup> Available at <http://www.eia.gov/forecasts/aeo/>

Chart 2



The short-term oil price projections used in the SSDP are shown in table 1 below.

Table 1

	2011	2012	2013
Brent Price (\$/barrel)	105.0	102.0	92.5
Nile blend discount (\$/barrel)	-2.0	-2.0	-2.0
Dar blend discount (\$/barrel)	-10.0	-10.0	-10.0

Even if additional oil fields are discovered or new technologies allow greater recovery from existing fields (neither of which is likely during the 2011-2013 period) there is no guarantee that world prices will not fall so low as to make extraction financially unfeasible.

### 8.9.1.3 Transport Cost Assumptions

The government is responsible for transporting oil to the point of collection, currently Port Sudan. The lack of clarity regarding the arrangements for oil sales post-2011 makes it difficult to predict future transport costs. It has therefore been assumed that the current arrangement of a flat rate tariff per barrel will be maintained. This tariff is assumed to be \$4.31.

### 8.9.1.4 Revenue Sharing

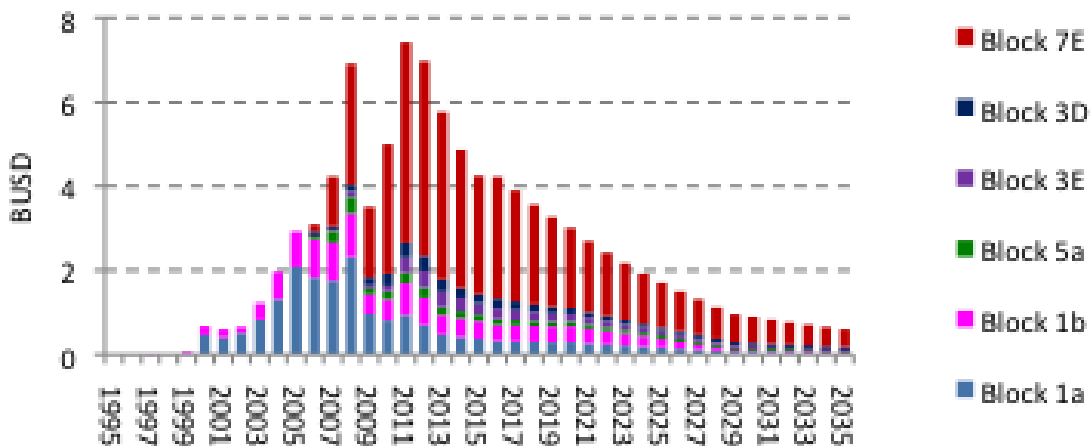
The post-independence revenue sharing agreement between the GoNU and GoSS has not been decided at the time of drafting of the SSDP. For purposes of analysis, a range of values has been used for the MTBF. At one extreme, the status quo ante is a 50:50 sharing between North and South. At the other extreme, a 100% share of the South’s production might accrue to the South. The outcome of the negotiations is likely to lie between these two extreme values.

### 8.9.1.5 South Sudan's Oil Revenues

Following the spike in the oil price in 2008, the oil revenues that derived from the blocks located in South Sudan hit an "all time high" level. Expected oil revenues from these fields in 2011 are estimated at USD 7.4 bn assuming the Brent blend price averages 105 USD per barrel. The oil revenues are expected to gradually decline, both due to a decline in the expected production and price of oil. In 5 years (2016) the oil revenues are expected to be more than 40% lower than in 2011. The estimated revenues are highly sensitive to the assumptions.

The historical and future expected oil revenues deriving from blocks located in South Sudan are shown in chart 3.

Chart 3



It is important to note that this chart shows the total government revenues deriving from blocks 1a, 1b, 5a and 3 and 7 prior to any wealth share between the GoNU and GoSS.

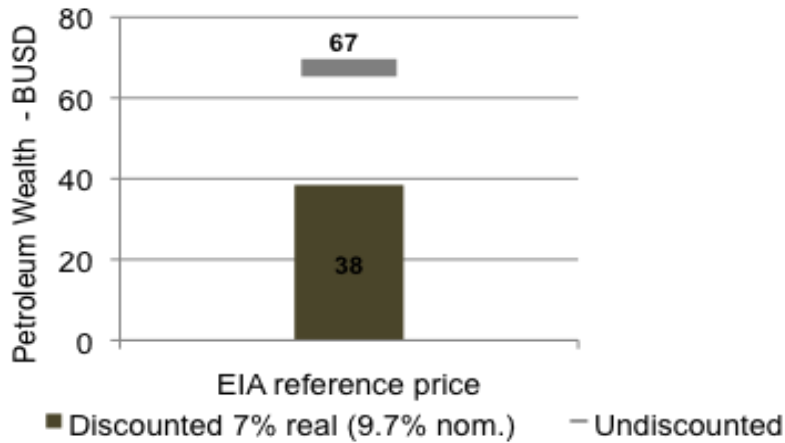
### 8.9.2 Oil Wealth and Petroleum Income

South Sudan's oil wealth is equal to the Net Present Value of future oil revenues and shows an estimate of the total oil wealth, still under the ground, based on future expected oil prices and volumes to be extracted. Finally, the wealth is measured in today's prices so that future revenue streams can be measured together with today's oil revenues. The HEAT model and assumptions regarding prices and production outlined above are applied.

The oil sector is associated with considerable risks both in terms of future production and prices. Hence, a risk premium of 4% has been added to the real risk-free discount rate of 3% giving a discount rate of 7% in real terms. The discount rate has been used to calculate the Net Present Value of future oil revenues that equals South Sudan's oil wealth in 2011 value. Inflation is assumed to average 2.5% over time.

Adding all future oil revenues over the lifetime of the projects gives total oil revenues (undiscounted) of USD 67 billion. The net present value of the future oil revenues applying the assumptions above gives South Sudan's oil wealth at 38 billion USD.

Chart 4

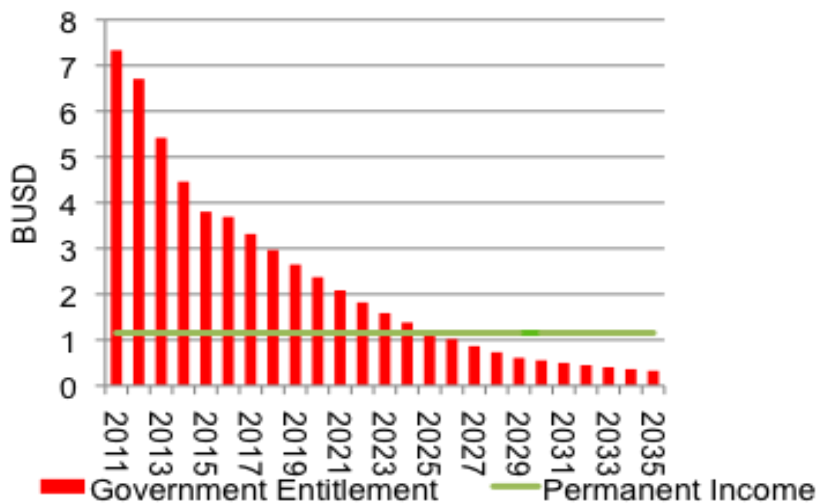


Sustaining the oil wealth, i.e. spending the real rate of return of this wealth, makes it possible to draw down the same amount every single year in the future until eternity. This is called the Permanent Income and indicates the level of consumption that can take place without reducing the real value of the wealth. In this way, even future generations can benefit from the exhaustible oil resources.

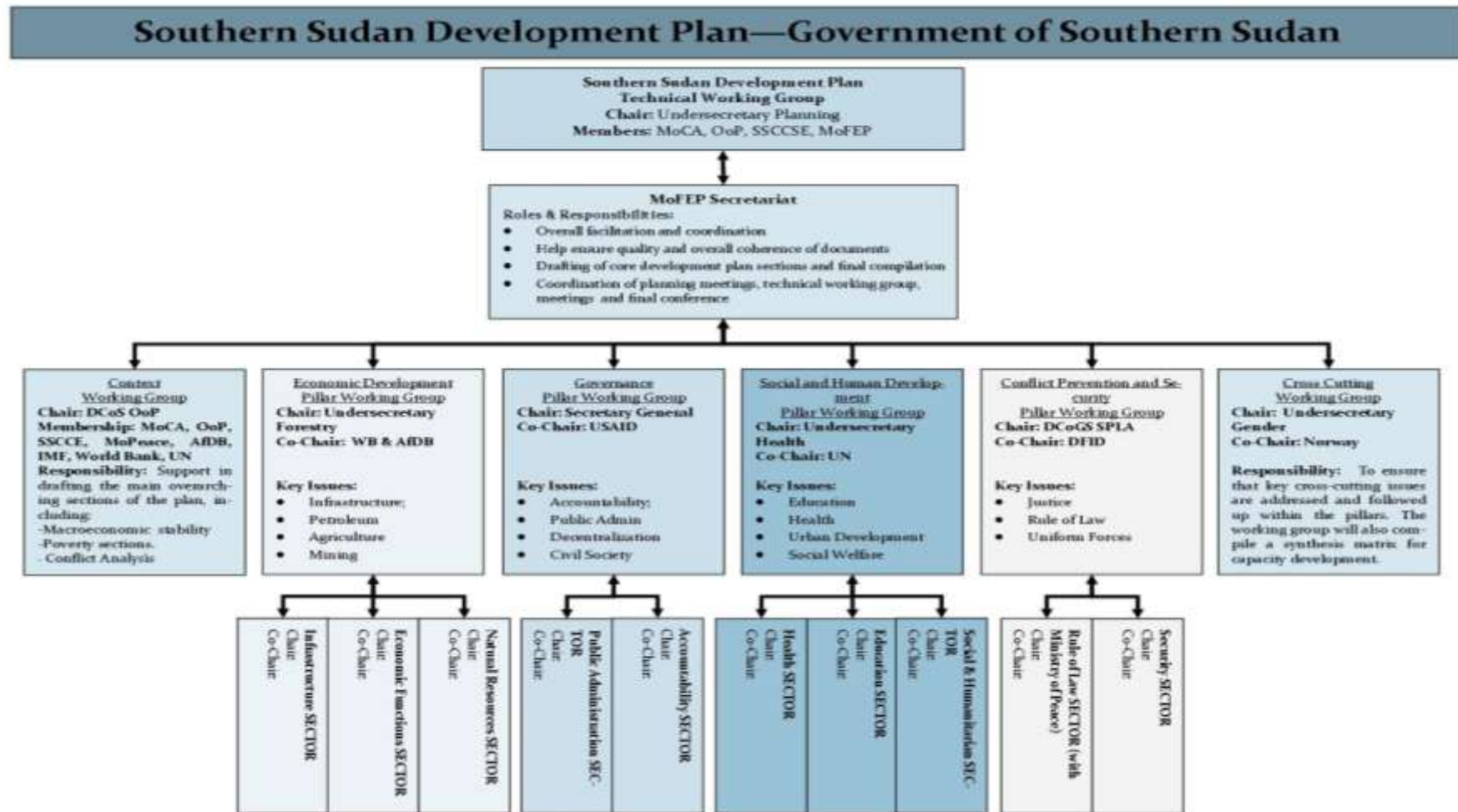
Assuming the real rate of return on invested oil wealth is 3%, the permanent income is equal to USD 1.2 billion USD (38 billion USD x 3%). Spending more than this level will reduce the oil wealth, but does reduce the overall wealth of South Sudan if excess spending is allocated to consumption. Drawing down the oil wealth while building up other kind of wealth, such as for example physical assets (e.g. infrastructure) or human capital (education, health) may be justified as long as the social and economic return of those investments are higher than the return on financial assets.

The future estimated oil revenues are shown in chart 5 together with the Permanent Income level.

Chart 5



8.10 South Sudan Development Plan Organisational Chart



8.11 SSDP Government Working Group Structure

Pillar	Sector	GoSS Spending Agencies
Governance	Public Administration	Office of the President
		Ministry of Cabinet Affairs
		Ministry of Labour & Public Service
		Ministry of Human Resource Development
		Ministry of Parliamentary Affairs
		Ministry of Regional Cooperation
		Southern Sudan Civil Service Commission
		Local Government Board
		Employee Justice Chamber
		Public Grievances Chamber
	Accountability	Southern Sudan Legislative Assembly
		Anti-Corruption Commission
		Audit Chamber
		Centre for Census, Statistics & Evaluation
		Ministry of Finance & Economic Planning

Pillar	Sector	GoSS Spending Agencies
Economic Development		Fiscal & Financial Allocation & Monitoring Commission
		Reconstruction & Development Fund
	Natural Resources	Ministry of Agriculture & Forestry
		Ministry of Animal Resources & Fisheries
		Ministry of Cooperatives & Rural Development
		Ministry of Wildlife Conservation & Tourism
		Ministry of Environment
		Southern Sudan Land Commission
	Infrastructure	Ministry of Housing & Physical Planning
		Ministry of Transport & Roads
		Southern Sudan Urban Water Corporation
		Ministry of Water Resources & Irrigation
	Economic Functions	Ministry of Commerce & Industry
		Ministry of Energy & Mining
		Southern Sudan Electricity Corporation



Pillar	Sector	GoSS Spending Agencies
		Ministry of Information & Broadcasting
		Ministry of Investment
		Ministry of Telecommunication & Postal Services.
Human & Social Development	Health	Ministry of Health
		Southern Sudan HIV/AIDS Commission
	Education	Ministry of Education
		Ministry of Higher Education, Research, Science & Technology
	Social & Humanitarian	Ministry of Gender, Child & Social Welfare
		Ministry of Culture & Heritage
		Ministry of Youth, Sport & Recreation
		War Disabled, Widows & Orphans Commission
		SSRRC
		Ministry of Humanitarian Affairs & Disaster Management
Conflict Prevention & Security	Rule of Law	Judiciary of Southern Sudan
		Ministry of Legal Affairs & Constitutional Development

Pillar	Sector	GoSS Spending Agencies
		Law Review Commission
		Ministry of Internal Affairs
		Internal Affairs Headquarters
		Police Service
		Prisons Service
		Fire Brigade
		Bureau of Community Security & Small Arms Control
		Southern Sudan Human Rights Commission
	Security	Southern Sudan DDR Commission
		Southern Sudan Demining Authority
		SPLA & Veterans Affairs
		Ministry of Peace Building & CPA Implementation

## 8.12 Bibliography and references

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