



EU Single Country Strategy (Response Strategy) for South Sudan 2011-2013

Aligned with and in support of South Sudan's 2011- 2013 Development Plan

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Executive Summary

1. The European Union (EU) Single Country Strategy for South Sudan is a common, coordinated EU and Member States (MS) response to the 2011 to 2013 South Sudan Development Plan. The strategy is the basis for €200 million of new European Union Institutions¹ commitments and future programming by Member States of the European Union (total over €830 million). The strategy is a first for EU donors. It reduces transaction costs, promotes best practices in partnership with South Sudan, like-minded donors, Non-State Actors and implementing partners. Commitments to gender, environment, human rights, transparency and anti-corruption are incorporated throughout the strategy and in future programming.
2. The strategy emphasises comprehensive, continued service delivery, peace, state and institutional capacity building through visible programming with demonstrable results. The EU and Member States (MS) jointly programme in sectors where there is added value and absorptive capacity. Joint programming aligns with the 2011-2013 South Sudan Development Plan (SSDP) and builds on existing coordination structures to enable ownership. It embodies the key partnership principles of the 2011 South Sudan Aid Strategy: Government ownership, alignment to SSDP sector definitions and GRSS line management (ministry) structures, greater use of Government systems and better coordination.
3. The core of the strategy is a coordinated transition from a humanitarian approach to a Government owned development based on the Council of the European Union conclusions on *Linking Relief, Rehabilitation and Development* (LRRD). LRRD embodies the principle of “do no harm” while transferring ownership and capacity to Government consistent with the broader economic, social and political context.
4. *Joint Programming Sectors*, aligned to the SSDP, contribute to institution building at the national, state and local levels while improving effectiveness through harmonisation and pooled funds. The Joint Programming Sectors are: Health, Education, Rural Development, Rule of Law and WASH. The EU also supports coordinated priority programming in civil aviation. Increasing national and state absorptive capacity and skills of teachers and health workers are key priorities. Improving management and maintenance of water and road infrastructure meaningfully contributes to quality of life. Agricultural based economic growth and extension services combats food insecurity and creates livelihood opportunities. This means a renewed commitment to public-private partnerships. Partnership with the Government, institution building and promoting best practices in aid management strengthen South Sudan’s autonomy and contribute to *good governance, protection of human rights and gender equality*. Training of legal professionals, building court houses and assisting legislative processes improve access to justice and security for all.
5. The strategy responds to the GRSS call for donors “to improve the effectiveness of development assistance and humanitarian aid to South Sudan in support of the implementation of the South Sudan Development Plan”. Programming will improve Government ownership, alignment with Government policies and capacity building towards a progressive use of national systems and budget support. The strategy meets GRSS calls for lead donor arrangements in line with the EU Code of Conduct and Division of Labour.
6. The strategy is a tool to inform new programming and a common approach to partnering with new donors (particularly EU MS) in South Sudan. The strategy also includes a monitoring component that improves predictability, results oriented management and mutual accountability. The strategy will be regularly updated².

¹ “EU Institutions” refers to European Commission services and includes the European Development Fund (EDF); “EU and MS” refers to the EU Institutions and Member States; “EU” refers to the European Union as a whole.

² The strategy will be updated when possible using the same modality used in mid-term reviews or in emergencies.

1. Common Principles: Linking Relief, Rehabilitation and Development and the EU Comprehensive Approach to Sudan and South Sudan

7. The European Union (EU) objective in South Sudan is to support stability and Government efforts to alleviate poverty. In line with the 2010 Dili Declaration on peace and state-building the EU is committed to the development of capable, accountable GRSS institutions that respond to the expectations and needs of the population. This is coupled with the principles of the EU approach to *Linking, Relief, Rehabilitation and Development* (LRRD)³.
8. The Single EU Country Strategy for South Sudan is the development response to the 2011 EU Foreign Affairs Council Conclusions to “follow a comprehensive EU approach...to Sudan and South Sudan”⁴. The Comprehensive Approach endorsed at this meeting covers all aspects of the EU's policy towards an independent South Sudan including political/diplomatic, security/rule of law, stabilization, development, human rights, humanitarian and trade. It also highlights the increasing role of EU development assistance in South Sudan and mandates the EU to take forward joint programming of development assistance in: justice/rule of law; education; health; water management; rural economic development in coordination with GRSS and in response to the SSDP.
9. Joint Programming means the EU and Member States (MS) will jointly programme new funds and/or promote a sector based approach where there is absorptive capacity and when a joint approach adds value. This is in alignment with the 2011-2013 South Sudan Development Plan (SSDP) and harmonised with other donors. Joint programming builds on the Lisbon Treaty commitments and facilitates entry of new MS⁵. It also enables ownership and reduces transaction costs as called for in the SSDP and Aid Strategy⁶. The EU and MS are assessing the feasibility of using GRSS called for pooled instruments (*Rapid Infrastructure Delivery* and *Local Services Support*) as a step towards greater use of Government systems and eventual budget support.
10. The strategy builds on *existing coordination mechanisms* and reinforces the role of the Department of Aid Coordination in the Ministry of Finance and Economic Planning (MoFEP) as the key Government interlocutor. The EU promotes the use of Government sector definitions to align programming and dialogue with ministry line management. EU Joint Programming Priority sectors respond to GRSS priorities⁷ of health, education, water, sanitation and health (WASH), urban development, rural economic development, security and rule of law. The EU supports the troika (USA, UK and Norway) and its on-going dialogue with GRSS on demobilisation, transparency, public sector reform, public financial management (including revenue collection and corruption) and military expenditure. The strategy takes advantage of EU and MS transferable skills in post-conflict development; some of the newer MS (especially the EU 12) also have valuable experience in transition contexts and in ensuring consistent service delivery⁸ in changing environments.

³ See communication from the Commission to the Council and the European Parliament of 23 April 2001 entitled “Linking Relief, Rehabilitation and Development - An assessment”

⁴ Paragraph 8, 3101st Foreign Affairs Council Meeting, Brussels: Council of the European Union.

⁵ Member states intend to increase technical assistance/open cooperation offices in South Sudan.

⁶ The revised aid strategy is part of the SSDP and was approved by the Council of Ministers in 2011.

⁷ Health, Education, Infrastructure and Agriculture are ranked as the top four priorities by states in 2011; Source: GRSS Presentation: *Linking SSDP Vision to Inter-Pillar Allocations*.

⁸ There is also considerable and documented need for technical skills such as in training educators and medical professionals and in making utilities operational.

11. Humanitarian donors will continue supporting operations responding to the needs of the most vulnerable population affected by emergencies, and according the principles of independence, neutrality and impartiality. Simultaneously, state building accompanies on-going service delivery⁹ at state and local levels. Given that state building will take time, in order to avoid disruption of service delivery on the ground, humanitarian and development actors will have to intervene simultaneously for an extended period of time. State institution building is supported through the full array of EU instruments that include political dialogue, trade and Economic Partnership Agreements (EPA), regional linkages, security, stabilization and access to specialized initiatives (e.g. on water).
12. The EU and MS have a long-standing partnership with South Sudan that predates the CPA signing in 2005. EU programming to South Sudan has been through bilateral, European Development Funds (EDF) allocations and through other EU financial instruments. The EU is considerably expanding its partnership with South Sudan which will be strengthened when it joins the EU-ACP Cotonou Agreement.

2. The EU and South Sudan's Development Plan

13. The 2011-2013 South Sudan Development Plan (SSDP) is an interim Poverty Reduction Strategy Paper. The SSDP is endorsed at ministerial level and is a precursor to a five year plan (2014-2018)¹⁰ in support of the GRSS' Vision 2040 strategy. Development partners (including the EU and several MS) participated in the formulation process, support GRSS' new aid strategy and see the SSDP as a sound foundation for programming. The SSDP identifies priorities for Government and donor spending over the next three years across four pillars focusing on stability and service delivery; governance, social and human development, economic growth (rural development) and conflict prevention and security. EU Joint Programming Sectors (next section) respond to specific priorities identified under these pillars and are aligned with the responsible ministries to facilitate partner country ownership.
14. The EU welcomes the strong analysis and strategic thinking in the SSDP. South Sudan's focus on a conflict sensitive and inclusive approach to development is essential to the transition from a humanitarian to a development approach and is strongly supported by the EU. The Government's commitment to protecting vulnerable populations and minorities is a common priority. The use of comprehensive programming in partnership with Non-State Actors and using a bottom up approach ensures effective and sustained service delivery while building national institutional capacity. The EU concurs with civil society calls for assurances¹¹ that the transition to a development approach protects existing infrastructure and ensures continued service delivery.
15. While there are challenges in prioritising components of a comprehensive strategy, developing alternative sources of revenue, strengthening planning, monitoring and absorptive capacities of the central Government and promoting greater regional and internal economic and social integration are essential to implementation of the SSDP. Sustained service delivery at community level builds on strong central planning, monitoring and financial management skills. A key enabling factor to implementing the SSDP is the pressing need to strengthen central Government's absorptive capacity and supporting regular monitoring, transfer of resources and capacity to state and local Governments. The SSDP has ambitious plans for financing delivery that depend on expanded core Government capacities particularly in financial management and procurement.

⁹ Humanitarian interventions are decided outside the joint strategy; participating donors may also programme activities outside the joint strategy.

¹⁰ Provided the Government's five-year plan for 2014-2018 builds on the SSDP, the EU Single Country Strategy Paper will simply be updated and no new strategy produced. The updated strategy will form the basis for programming of further development assistance from the European Commission during that period.

¹¹ *Getting it Right from the Start, Priorities for Action in the New Republic of South Sudan*, Oxfam: 38 Agency Study

16. GRSS currently derives 97.8% of revenue from oil projected to decline two thirds in nominal terms by 2030¹²; counting for inflation, effective purchasing power will erode further¹³. Progressively declining revenue is a disincentive to long-term planning and a threat to the long term viability of state institutions. Developing alternative revenue through productive sector growth is essential to central Government and sustained service delivery as well as to providing alternative livelihoods that will be instrumental in poverty alleviation. The EU strongly supports GRSS intentions of greater internal and regional economic integration such as in joining the East Africa Community (EAC) and the Inter-Governmental Authority on Development (IGAD). South Sudan's economic potential is closely correlated with unlocking its enormous agro and agri-business potential combined with improving internal and regional access to markets. This necessarily means growing and developing economic corridors and promoting an enabling environment for trade and private sector investment including through lowering the cost of transport in goods and services, decreasing non-tariff barriers to trade and expanding financial infrastructure.
17. Recent experience shows that stability is strengthened when democratic institutions and the protection of human rights are incorporated in national planning as enabling factors. The EU shares civil society and humanitarian actors' concerns that on-going attention needs to be focussed on inclusion of minorities, women and particularly the youth both in democratic processes and livelihood opportunities. An inclusive approach will contribute to South Sudan's stability and security. Furthermore, programming that mitigates potential shocks is essential to sustainable development; this includes natural resource management, environment sensitive planning and promoting sustainable agricultural production.
18. The EU recognises the added value of South Sudan's coordinated approach as embodied in the four pillars as detailed below.
19. **SSDP Pillar Governance:** The EU is committed to building South Sudan's institutional capacity and witnessed the signing of the 2005 Comprehensive Peace Agreement (CPA). State building builds on the peace agreement that culminated in a referendum on self-determination in January 2011 and declaration of independence on July 9th 2011. Independent South Sudan benefits from international support to establish itself as a secure, peaceful and prosperous country able to meet the needs and expectations of its people.
20. This means a focus on incorporating gender indicators into baselines, planning, budgeting and reporting as well as promoting a rights-based perspective. The SSDP also recognises the role of non-state actors and development partners in continued service delivery. Institution building is seen as vital to progressive use of national systems and eventual budget support. As such the EU supports Government commitments to strengthen the capacity of oversight institutions, accountable and transparent public administration through effective monitoring, evaluation and verification.

¹² GRSS projects oil revenue will drop a third by 2020 and two thirds by 2030.

¹³ Conservative estimate: 10% annual inflation.

21. **SSDP Pillar Social and Human Development:** Service delivery in South Sudan is still dominated by a humanitarian/recovery approach through international organisations and non-state actors. The EU and GRSS agree this approach is unsustainable, expensive and an impediment to greater ownership. The EU supports the SSDP call to transfer ownership and capacity to state and local institutions. The approach is to bring service and infrastructure to the village level while supporting the block grants system to remunerate teachers, health workers, state and local civil servants. The EU and MS support continued service delivery for social and human development while focusing on a transition to a Government owned development approach. The EU welcomes the targets set by the SSDP to improve access to basic social services, including universal access to basic healthcare and HIV services, strengthening health human resources, and equitable and increased participation in the education system. Maternal mortality and under-five death rates are too high, chronic food insecurity and access to safe drinking water remain on-going challenges.
22. **SSDP Pillar Economic Development:** South Sudan's population¹⁴ is 8.26 million with 83% being rural and 51% below the age of 18. Adult literacy is only 27% (lower for women) and more than half are below the poverty line; economic productivity is low: 78% of the population lives an agrarian subsistence lifestyle and there are only 7,333 registered formal businesses in South Sudan. One in six of these businesses is in a productive sector (other than retail or catering) and only one in a hundred South Sudanese has a bank account. South Sudan needs to rapidly expand the productive sector
23. South Sudan is resource rich with vast and largely unutilised fertile land (of which only 4% is under cultivation), significant oil revenue¹⁵, and potentially untapped mineral deposits. However, the formal economy is still in a nascent state and poor infrastructure makes economically vital internal and external transport prohibitively expensive¹⁶. The World Bank 2011 study *Doing Business, Juba* ranks Juba 123rd of 183 in ease of starting a business. The cost of starting a business is high and the regulatory regime does not afford investors sufficient confidence. Regulatory reform is a cost-effective means of stimulating economic growth and should be accelerated.
24. South Sudan's dependence on natural resources both for nutrition and livelihoods is also likely to intensify with increasing numbers of returnees and persons being reintegrated back into rural communities. The EU is committed to supporting South Sudan's drive for greater agricultural development and concurs with the Government's approach to improve and expand vital rural feeder roads as well as access to valuable extension services and technical skills.
25. **SSDP Pillar Conflict Prevention and Security:** Section 3 of the EU strategy (below) details the importance of stability, conflict prevention and security as over-arching principles. The EU and MS incorporate stability, conflict prevention and security across all aspects of programming in coordination and support to the SSDP stability strategies. The SSDP pays specific attention to preventing the resurgence of internal and external conflicts, promoting and enhancing the rule of law through specific actions to provide access to justice, create a functioning criminal justice system, increasing security in communities and promoting human rights. The National DDR programme will also be addressed under this framework.

¹⁴ South Sudan National Centre for Statistics and Evaluation, 2010 Household Survey.

¹⁵ SSDP 2012 Budget Estimates put revenue at USD 2,500 per household head.

¹⁶ Clearing a container through Mombasa costs USD 10,000 and takes sixty days.

3. Peace and Stability, Good Governance, Human Rights and Gender Equality

26. After decades of civil war and following the 2005 signing of the Comprehensive Peace Agreement (CPA), South Sudan achieved independence in July 2011. The risk of future violence remains high; over half the population is below the age of 18 with limited economic opportunities, growing wealth disparities, proliferation of light arms and unresolved conflicts. Analysts cite the need to resolve internally contested national and local conflicts, manage returnees and inter-tribal tensions. Competition for resources, chronic food insecurity, susceptibility to environmental shocks and the presence of the Lord's Resistance Army create opportunities for spoilers and maintain the risk of conflict.
27. The unresolved status of Abyei and stability of the North/South border pose cross-border risks. Regional security is complicated by the lack of a comprehensive peace agreement for Darfur and the indictment of President Bashir by the International Criminal Court. South Sudan's governance and rule of law institutional capacities need to be strengthened to guarantee civilian security. The lack of a strong domestic civil society combined with non-uniform protection for human rights raises the risk of conflict. The likelihood of a protracted crisis will aggravate population displacement, epidemics, floods and food insecurity.
28. South Sudan needs to exercise a judicious balance between strengthening internal and external state stability and implementing participatory policies of decentralization to bring service delivery and representation closer to communities. GRSS is committed to institutions built on democratic values, rule of law and human rights. Good governance contributes to stability while supporting delivery. A democratic and accountable society that builds trust between all tiers of Government and the citizenry means fostering civil society and the private sector while addressing high levels of illiteracy, particularly amongst women. Accountability means citizens are informed, free to exercise their will (vote and voice) in national decision making, and hold leaders to account.
29. Protection of human rights and ensuring gender equality should be incorporated in all political processes and socio-economic development. This includes: women's political and economic rights, protection from gender based violence, promoting women's community voice and better access to education, health, clean water and sanitation. These principles are incorporated across the entire EU strategy with specific indicators being incorporated in sector annexes. Measuring access to information, transparency and accountability, respect for human rights and gender equality is in line with the 2010 EU Plan of Action on Gender Equality and Women's Empowerment and EU Human Rights Guidelines.
30. The EU supports capacity building to strengthen accountability, public administration, decentralization, parliamentary development, political participation as well as initiatives to strengthen women's political and economic empowerment. The EU, Sweden, Denmark and Germany will coordinate dialogue and activities in these cross-cutting priorities including with key South Sudanese ministries, other state institutions, multilateral agencies and NSAs.

4. EU Joint Programming Support for South Sudan's 2011-2013 Development Plan

31. The potential of continued violent conflict, fragility and under-resourced state institutions makes it essential for South Sudan's development partners to programme aid in support of a peaceful transition to stability aware of existing risks and pro-actively supporting peace and state-building.
32. Programming must be inclusive and strengthen democratic, responsible and accountable governance. Stability will depend on institutions that combat marginalisation and build citizen confidence in a healthy state-society relationship. Security and stability will be strengthened through continued services delivery, stimulating economic growth institution building and sustainable use of natural resources.
33. State and peace building are over-arching goals that require both greater national and state resources as well as community development. Sector programming promotes:
 - Systematic context and conflict analyses: since conflict risks and local power relations differ across South Sudan, conflict-sensitive planning and implementation is essential.
 - Capacity development at all levels for responsible and accountable governance.
 - Inclusive governance (e.g. including traditional leaders, NGOs) to combat marginalization.
 - Trust-building: While NGOs are important service providers, the authority of the state with regard to decision making and service delivery on the local level must be strengthened in order to foster the state-society-nexus (i.e. in making service providers accountable to Government).
 - Careful monitoring of the potential for programming to exacerbate or create local conflict.
 - A transition to a development approach that is sensitive to local power dynamics.
34. GRSS has called for sector based lead donor arrangements. Sector leads coordinate sector inputs and advocate for common Government and like-minded donor priorities. GRSS calls for ownership, dialogue and lower transaction costs are comprehensively incorporated. The EU and MS are expanding their capacity: an "EU compound" was recently established in Juba and MS presence is steadily growing. Ownership and alignment are promoted by using SSDP sector definitions, GRSS line management and promoting the use of Government chaired sector working groups.
35. *Joint Programming Sectors* are those in which joint programming builds on dialogue with national Government, improves effectiveness, better harmonisation and promotes pooled approaches. Sectors identified are those in which the EU and MS, in particular, demonstrate added value by meeting the EU commitments to Division of Labour in response to the GRSS Aid Strategy¹⁷. The Joint Programming Sectors are: Health, Education, Natural Resources (Food Security), Rule of Law and Infrastructure (WASH). *Coordinated Priorities* are programming areas in which an EU coordinated approach improves effectiveness and coordination with other donors. The sector annexes will be progressively updated to include more detailed indicators with a particular focus on overarching goals of gender equality, inclusion of minorities, human rights, transparency and governance as well as sustainable environmental management; specifically greater attention is intended on promoting peace and state building. The sector annexes should be read as "live" documents and will be revised throughout implementation. Where possible sector leads will identify the contribution EU support plays in meeting SSDP sector targets as well as highlighting potential funding gaps.

¹⁷ Support for these sectors strongly emphasises the principles of aid effectiveness from the Accra Agenda for Action and the Paris Declaration as well as the EU Code of Conduct.

4.1.1 Joint Programming Sector Rule of Law

36. To date in 2011, there have been over 400 incidents of inter-communal conflict and 300,000 people were displaced by conflict. The safety and dignity of girls and women is not universally ensured and there are too few women in the security services. In rule of law, EU Joint Programming will supported institutions with more and qualified personnel and judges, review and prioritisation of 134 customary and statutory laws, sending 15 bills to the legislature and making up to 194 county legal affairs offices operational. Access to justice is supported by reducing case backlogs and overlapping mandates, improving infrastructure, transportation and communication and training lawyers and judges on South Sudan's new English Common Law system. The Ministry of Justice (MoJ) and The Judiciary need more senior personnel and resources.

37. Key implementing partners include UNDP, International Development Law Organisation (IDLO) and the International Rescue Committee (IRC).

4.1.2 Joint Programming Sector Health

38. A woman in Southern Sudan is statistically more likely to die in child birth than to complete secondary school. Southern Sudan has one of the highest maternal mortality rates in the world at 2,054 per 100,000 live births¹⁸. This compares with an average for sub-Saharan Africa of 900 per 100,000 women (UN Statistics Division 2005). Access to basic health services is low with many services in need of reinforcement. Joint implementation is used by EU donors through the Basic Services Fund. Several MS also support this sector bilaterally through national and international NGOs. The EU and MS are major humanitarian donors through the Common Humanitarian fund; ECHO is also a major partner in providing health and nutrition. The US supports basic services and communicable disease control, Canada funds maternal neonatal and child health and Australia has new funding for maternal mortality.

39. EU joint programming will likely focus on reducing maternal and under five mortality rates through pooled mechanisms. The possibility of using the GRSS proposed *Local Services Support Instrument* will be considered. DFID is leading on the design of a dedicated pooled fund to improve basic primary health care services (including county hospitals) and capacity building of national, state and county health departments. The cross-cutting focus is to foster Government-owned and led delivery with the EU committed to improving preventative care capacities while responding on a humanitarian level to life threatening conditions and emergencies.

4.1.3 Joint Programming Sector Education

40. The Government success in increasing primary school enrolment by 300% is noted. South Sudan, however, still needs to significantly increase its capacity to reach the education MDGs and Education for All (EFA) goals and to reduce regional as well as gender disparities. In 2010, the net enrolment rate was 44.5% (37.1% for girls); primary school completion rate was 10.3% (6.2% for girls) and only 21% of 6 year old children were enrolled in school.¹⁹ On top of low enrolment rates, key challenges include low budgetary allocations from national level, low absorption rates, overlapping mandates and authority between national and state ministries, low institutional attention on quality aspects of education. EU support focuses on service delivery and in increasing absorption rates. The EU, USAID, DFID, UNICEF, and JICA are the largest donors in the education sector with funding also going through the Multi-Donor Trust Fund (MDTF) and Basic Services Fund (BSF). Italy and The Netherlands are important actors and UNICEF is developing the Education Sector Strategic Plan. Adjusting the aid architecture to ensure a better division of labour is a commonly agreed priority.

¹⁸ The 2006 South Sudan Household *Health Survey*

¹⁹ UNICEF Strategic Reflection Exercise Background Document May 2011

41. Key priorities include rehabilitating and reinforcing school level infrastructure, supply of core teaching and learning materials, improving the management and development of teachers and expanding alternative education (e.g. vocational training, informal education for children, young people and adults). Secondary and tertiary education needs to be significantly expanded. A coordinated EU approach to providing university level educators and establishing a specific South Sudan window under the Erasmus Mundus programme could meaningfully improve capacity.

4.1.4 Joint Programming Sector Infrastructure (WASH²⁰)

42. Only 34% of the population in South Sudan has access to improved sources of drinking water with the burden to collect water falling disproportionately on women and young girls²¹. South Sudan has substantial water resources, but supply is irregular and unevenly distributed. Erratic or poor rains, droughts and floods cause chronic vulnerability because 84% of the population resides in rural areas with subsistence agriculture and livestock being the dominant means of livelihood²². At the same time, urban centres are rapidly expanding due to IDPs, returnees and urban economic growth. 16% of the population is urbanized with Juba having doubled in size in five years. Basic infrastructures and urban planning need to be improved accordingly. Donors have focused on access to drinking water and improved sanitation.
43. Looking ahead, with the main multilateral funding coming to an end, there is a clear added value for the EU to invest and promote the use of a pooled fund in the WASH sector. This means building on current improvements in access to safe water and improved sanitation services while expanding the scope of water management for sustainable productive use. This would also reinforce planned EU and MS engagement in the field of agriculture and rural economic development as well as health. The EU approach (led by Germany) aims at increasing sustainable access to safe water and sanitation through human and institutional capacity development, infrastructure investment and water resource management. Sustainable management of wetlands and floodplains, reducing water related conflicts and vulnerability of rural households, reviewing and developing sustainable options for hydropower are priorities. Policy dialogue at national, regional and international levels is promoted; South Sudan is expected to access greater support from regional projects once joining the Nile Basin Initiative.
44. The EU contribution will be realized in phases for combining sector support with clear incentives for capacity building at site and for contributing to the envisaged coherent sector policy of GRSS. Fast track activities at site shall contribute to peace building and good neighbourhood in the municipalities.

4.1.5 Joint Programming Sector Natural Resources (Food Security)

45. South Sudan has a high prevalence of malnutrition and food insecurity despite the existence of abundant natural resources. 47% of the population is food deprived²³, only 4% of arable land is cultivated and there is current capacity to grow livestock and fish production five-fold²⁴ in the near term. With oil revenues projected to slide two thirds by 2030, agricultural development is vital to sustainability. The EU has a strong presence in the sector and with EU MS it is a major donor to WFP and the CHF. The EU has focused on increasing agricultural production by building the capacity of Ministries of Agriculture and Animal Resources both at national and state level. The US supports economic growth by developing export oriented commercial agriculture.

²⁰ WASH: Water, Sanitation and Hygiene.

²¹ South Sudan WASH Sector Strategic Framework, MWRI, 2011

²² A Poverty Profile for the Southern States of Sudan, World Bank, March 2011

²³ National Baseline Household Survey (2009)

²⁴ 2010/11 Annual Needs and Livelihood Analysis (ANLA, 2011)

46. The EU lead will develop a sector joint approach with the objectives of transitioning from food assistance to sustainable food security and to supporting SSDP objectives of increasing crop, livestock and fish commodities production. The EU will focus on supporting rural smallholders, including by developing small and medium rural businesses. GRSS has requested support for agricultural extension services. The EU already strongly supports GRSS and State authorities in playing a lead role in delivery of extension services in line with the GRSS Aid Strategy: "Aid should be increasingly managed by Government institutions". Areas with a high concentration of ex-combatants and returnees will be given priority. Without prejudice to other implementation mechanisms, water sector activities should be implemented through the rural window of the envisaged pooled fund in the WASH sector (see 4.1.4 above). WASH leads. Additionally, EU donors active in the sector will closely follow the development of the GRSS *Rapid Infrastructure Delivery Aid Instrument* in consideration of its suitability as a preferred mechanism.

4.2.1 Coordinated Priority Civil Aviation

47. Being a landlocked country with limited road, rail and water transport routes, South Sudan has a rapidly growing civil aviation sector that is vital to internal stability and economic development. Recent activities in the sector have included resurfacing airstrips, lighting and other essential infrastructure. France has recently invested in upgrading air traffic control equipment and supported provision of air traffic controllers²⁵ (including for the 9th July 2011 independence ceremony). Luxembourg provides capacity building to the Civil Aviation Authority including on safe transport of hazardous materials and security management systems. Support to air traffic control is a basis for institution building and development of a long-term strategic plan. This is also strongly linked to possible EU support to upgrading security at Juba International Airport. France will support:

- A comprehensive survey of current capacities and long-term needs in the sector,
- Better coordination between international air management bodies and South Sudan,
- Development of an efficient and autonomous South Sudan Civil Aviation Authority,
- A comprehensive training scheme for both ground personnel and airspace managers,
- Continuing upgrading and investment in equipment to meet international safety standards and ensure management of expected growth in air traffic.

4.3 South Sudan's Development Partnerships

48. The GRSS Aid Strategy is "to improve the effectiveness of development assistance and humanitarian aid to South Sudan in support of the implementation of the South Sudan Development Plan". EU commitments to aid effectiveness and division of labour are aligned with the partnership principles included in the Aid Strategy: the need for all development to be Government led and owned, alignment with Government policies, use of Government systems and institutions, being predictable, coordinated and ensuring complementary, promoting a results oriented approach and based on mutual accountability. GRSS calls for lead donor arrangements are supported by the EU Code of Conduct on Division of Labour. At the sector level the EU will support and/or strengthen GRSS capacity to lead coordination. In this regard the EU is firmly committed to supporting South Sudan's aid architecture and the appropriate relationships with other donors.

49. Budget Sector Working Groups are key technical coordination mechanisms and important vehicles for enhancing ownership, alignment and use of national systems. A new High Level Partnership Forum responds to the need for further high-level dialogue between GRSS and its Development Partners. When it comes to funding modalities, the aid strategy stresses calls for donors to use country systems and move to budget support within 5 years (by 2016).

²⁵ This was in coordination with ASECNA (Agency for Air Navigation Security for Africa).

50. The largest European donors include the UK, Netherlands²⁶ and the European Union (including ECHO²⁷) as well as Norway. Norway is a strategic partner because of its expertise in the oil sector and role in the Troika. USAID is the largest bilateral donor providing 40% of all assistance to South Sudan. Japan and Canada are large bilateral donors to South Sudan and are both reinforcing their offices in Juba. It is important to note that GRSS also frequently cites its partnership with donors such as the People's Republic of China, Egypt, Ethiopia, India, Kenya, Libya, South Africa, Saudi Arabia and Ethiopia. The UN has a large presence in South Sudan with most Funds (e.g. the UN Population Fund) and Agencies present as well as the UN Mission in South Sudan (UNMISS). South Sudan is also a large beneficiary of the Global Fund to Fight AIDS, Tuberculosis and Malaria.
51. World Bank activities were previously limited to management of the Multi Donor Trust Fund²⁸ and providing analytic and advisory services. With South Sudan expected to become a full member, the World Bank programming is expected to grow. The African Development Bank is in discussions about possible credit. The EIB has expressed interest in lending for revenue-generating infrastructure and projects with a regional component (e.g., trans-border power transmission). The EIB will only be able to lend to South Sudan when it becomes signatory to the Cotonou Agreement's second Financial Protocol (10th EDF).
52. Implementation of this strategy enables the EU to better coordinate and to support regular dialogue with GRSS on, among other issues, accountability, pro-poor budgeting, aid modalities and country systems that meet international public financial management standards. Better coordination of EU donors significantly reduces transaction costs while making the EU a first mover in responding to GRSS calls for greater ownership and alignment.
53. The EU-wide development partner coordination is a first step towards aid effectiveness particularly since EU and MS have played a strong role in funding multi-donor facilities such as the BSF, CHF and MDTF. The EU sector coordinators also coordinate EU and MS engagement with other development partners at sector level. An efficient aid architecture that comprises all development partners as well as the UN Mission in South Sudan is essential. The EU will support on-going Government and donor efforts to strengthen the existing aid architecture.

5. Monitoring and Evaluation

54. Following submission to the GRSS, Inter-Ministerial Appraisal Committee (IMAC), this strategy will be monitored and evaluated on four levels:
- Annually at the overall strategy level intended as a tool for dialogue with MoFEP and as a contribution to GRSS monitoring of the SSDP (with a particular focus on mutual commitments and actions necessary to enable better use of Government systems). This monitoring is aligned to the review functions of the Quarterly Government Donor and High Level Forums.
 - On an on-going basis at regular EU Heads of Cooperation meetings in Juba.
 - At the sector level in monitoring sector wide performance; this specifically promotes the use of joint monitoring in the context of sector wide programming and timely provision of data to GRSS in populating its Aid Information Management System. This is aligned to and in support of GRSS calls for strong sector working groups.
 - At project level, the sector leads will promote joint monitoring. On the EU's side this will involve a strong emphasis on the Results Oriented Monitoring (ROM) focus on *effectiveness*.

²⁶ The Netherlands and some other MS are in the process of formulating multi-year funding plans.

²⁷ ECHO coordinates with development actors but has a strictly, needs based, humanitarian mandate

²⁸ MDTF end in June 2012.

55. Annual monitoring will be led by the EU in partnership with MoFEP's aid coordination section. The EU will support monitoring in line with the independence of the GRSS monitoring mechanism. A strong focus will be on the effectiveness of transferring ownership and ensuring dialogue. The strategy will be annually revisited on the basis of the monitoring recommendations. Annual monitoring will be coordinated with sector leads to include monitoring of sector strategies. The EU is committed to strengthening existing monitoring frameworks to better measure conflict risk and peace building and to disaggregate data by locality, ethnicity and gender. Additionally, the EU will initiate dialogue with the Republic of South Sudan National Bureau of Statistics to enable donor financed monitoring to better complement and be incorporated in national reporting.

56. In line with the 2011 GRSS Aid Strategy, the EU and MS will agree targets and indicators for measuring progress on mutual aid effectiveness commitments as detailed below:

Mutual Accountability: Aid Effectiveness Commitments (from the GRSS Aid Strategy)	
Key GRSS Commitments	Key Donor Commitments
<ol style="list-style-type: none"> 1. GRSS will establish new and strengthen existing aid coordination mechanisms, and ensure strong leadership of these. 2. GRSS will set out clear guidelines for the design and management of aid operations, showing how they can use GRSS systems. 3. GRSS will develop an approach to capacity development. 4. GRSS will prepare and implement plans to improve core governance functions, including those which address the specific fiduciary and system risks that concern development partners. 5. GRSS will strengthen its policies, plans and delivery mechanisms at the sector level. 6. GRSS will agree (with development partners) clear milestones and temporary safeguards which will allow aid to use GRSS systems. 	<ol style="list-style-type: none"> 1. Development partners support, use and respond to aid coordination mechanisms and instruments. 2. Development partners increase the amount of aid managed by Government. 3. Development partners focus their capacity development activities on strengthening Government policies, systems and delivery systems. 4. Development partners provide aid, including project support that increasingly uses Government 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. 6. Development partners provide local service support for decentralised level service delivery. 7. Development partners provide GRSS with budget support, starting at the sector level. 8. Development partners reduce the fragmentation of aid.

57. Strengthening public financial management and a coordinated progressive move to greater use of government systems is a common government and donor challenge. In 2012, the EU and MS will establish a working group with GRSS to jointly develop common benchmarks and public financial management indicators for monitoring progress towards budget support. Agreed benchmarks and a clear action plan will be the basis for a progressive transition to the greater use of Government systems and budget support.

5.1. Focal and Sector Targets 2011:2013²⁹

Goal	Target Date	2012 Feb. AE Review	2012 Nov-Dec. Monitoring	2013 Nov-Dec. Evaluation
Strategy Aid Effectiveness Review of EU Single Country Strategy for South Sudan. Conduct political analysis for incorporation into single country strategy.	02/2012			
Establish core group to develop action plan and monitoring framework for progressive use of Government systems (including sector specific commitments to improving PFM). Core group to elaborate targets and indicators for progress against GRSS-Donor mutual aid effectiveness commitments (above table).	02/2012			
Monitor EU and MS provision of aid information to MoFEP's AIMS. Initiate dialogue with the Republic of South Sudan National Bureau of Statistics to absorb donor financed monitoring into national reports.	12/2012 02/2012			
Establish and monitor baseline for measuring overarching goals of conflict and peace building, gender equality, inclusion of minorities, human rights, transparency and governance, sustainable environmental management peace and state building at sector level.	02/2012			
Sector Leads Sector leads to communicate lead donors to GRSS and to develop donor sector maps to assist DoL and in preparation for the 2012 AE Review. Sector maps will include roles, names and contact details of responsible GRSS decision makers. Sector leads to incorporate in the sector annexes specific activities and indicators to monitor the transition from relief, rehabilitation to development (LRRD) and in particular ensuring there is no gap in service delivery and a sustainable transfer and maintenance of existing assets.	01-03/2012			
3.2.1.1 Rule of Law Confirmation of Interlocutors by MoFEP. Initial Assessment of Effectiveness of Working Group. AE Assessment of Sector Action Plan. Donor sector mapping with Government interlocutors identified.	Done Early 2012			
Review and Prioritisation of 134 customary and statutory laws by 2013. 15 bills processed by GRSS legislature by 2013. Between 86 and 194 functioning county level officers by 2013.	12/2013			

²⁹ The matrix will be progressively improved to better reflect EU actions towards meeting GRSS aid effectiveness priorities in the Aid Strategy and measurable indicators for implementation at the sector level.

3.2.1.2 Health Confirmation of Interlocutors by MoFEP. Initial Assessment of Effectiveness of Working Group. AE Assessment of Sector Action Plan. Donor sector mapping with Government interlocutors identified.	Done Early 2012			
National fund absorption increases to 55% from 75% and State absorption to 60% from 24% between 2010 and 2013. % of Population having access to skilled healthcare increase from 15% to 40% by 2013. 70% of children are receiving DPT inoculations up from 14% by 2013.	12/2013			
3.2.1.3 Education Confirmation of Interlocutors by MoFEP. Initial Assessment of Effectiveness of Working Group. AE Assessment of Sector Action Plan. Donor sector mapping with Government interlocutors identified.	Done Early 2012			
General Enrolment Rate at 92% by 2013. Dropout Rate 15% by 2013. Teacher Student Ratio 50:1 by 2013. Student: Textbook 1:1 by 2013.	12/2013			
3.2.1.4 Infrastructure (WASH) Confirmation of Interlocutors by MoFEP. Initial Assessment of Effectiveness of Working Group. AE Assessment of Sector Action Plan. Donor sector mapping with Government interlocutors identified.	Done Early 2012			
The EU contribution will be realized in phases combining sector support with clear incentives for capacity building at site and for contributing to the envisaged coherent sector policy of GRSS. Fast track activities at site shall contribute to peace building and good neighbourhood in the municipalities.	09/2012 12/2012			
Rural access to safe drinking water increased 9% by 2013. Urban access to safe drinking water increased 11% by 2013. Rural access to sanitation increased to 5.2% by 2013. Urban access to sanitation increased to 5.7% by 2013. Increase the volume of fresh water harvested and stored to 7 million m ³ by 2013.	12/2013			
3.2.1.5 Natural Resources (Food Security) Confirmation of Interlocutors by MoFEP. Initial Assessment of Effectiveness of Working Group. AE Assessment of Sector Action Plan. Donor sector mapping with Government interlocutors identified.	Done Early 2012			
Annual cereal production exceeds 1 million Mt by 2013. Incremental increase in local production of meat and dairy. EU rehabilitates 1,000 kilometres feeder roads by 2013. Coordination Structure for Food Security functional by 2013.	12/2013			

5.2. Key Implementation Risks

Risk	Likelihood	Impact	Cost of Measuring	Monitoring Priority*
GRSS Absorptive Capacity Remains Low	High	Very High	Very Low	High
Government Capacity to Lead Remains Low	High	High	Low	High
Internal Conflict	High	High	Very Low	High
Donor Capacity in Juba Remains Low	Medium	High	Low	Medium
Development Implementation Mechanisms (e.g. pooled funds) Slow to Disburse	High	High	Medium	Medium
PFM systems unable to stem systemic leakage	Medium	High	High	Medium
Catastrophic External/Border Conflict	Medium	Very High	Very Low	Medium
Donor Financial Commitments do not actualise	Low	Low	Very Low	Low

*Total score is determined by multiplying likelihood with impact by the *inverse* of the cost of measuring the risk. This means if impact and likelihood are low but cost of measurement is also low, because it is inexpensive to monitor the risk is ranked is higher in the scale.

EU and MS Indicative Financial Allocations Annex (Euro Millions)

The table below represents estimates only. It includes specific entries for MS who make bilateral contributions. All MS also contribute to the figure for the EU either through EDF or EU budget contributions. It does not include contributions through the UN (assessed or voluntary) or the World Bank. The table will be progressively updated as commitments are formally made. Finland may commit funds in the near future. The European Commission commitment of Euro 345 million includes 200 million in new funding as a formal commitment.

Humanitarian assistance is programmed on a needs basis and only includes 2011 allocations; figures for 2012 and/or 2013 will depend on additional needs.

<i>Lead</i>	Rule of Law* EU	Health UK SK	Education UK	Infra. WASH DE NL	Rural Food Sec EU NL	Other Sectors	Not Yet Programmed	Humanitarian Assistance	TOTAL
BE						1.00			1.00
DE	0.50			13.00		2.50		9.17	25.17
DK			2.60			11.40	72.20	13.40	99.60
ES		1.5	1.6		6.13			5.1	14.33
FI				24.00					24.00
FR			0.35	6.00		0.48	0.73	1.50	9.06
IT						3.00			3.00
MT						0.15			0.15
NL	17.00			6.00	8.00		10.00		41.00
SE	10.00	15.0				15.00	20.00	25.00	85.00
SK		2.4							2.4
UK	19.00	30.00	62.00		44.00			26.00	181.00
EU**	45.00	61.50	41.50		122.00	15.00		60.00	345.00
EU +MS	91.50	110.40	108.05	49.00	180.13	48.53	102.93	140.17	830.71

***Note:** Funding allocated to rule of law includes support to the security sector. In future revisions, funding to rule of law and security will be presented separately.

****Note:** Water sector activities for sustainable productive use funded by the EU under the rural/food security sector could be implemented through the envisaged WASH Pool Fund.

Acronyms Annex

ACP	Africa, Caribbean and Pacific
AE	Aid Effectiveness
AIMS	Aid Information Management System
AU	African Union
BSF	Basic Services Fund
CAADP	Comprehensive African Agriculture Development Plan
CDC	Curriculum Development Centre
CHF	Common Humanitarian Fund
CPA	Comprehensive Peace Agreement
DDR	Disarmament, Demobilisation and Reintegration
DfID	(UK) Department for International Development
DoL	Division of Labour
DOTS	Directly Observer Treatment Short Course (for Tuberculosis)
DPT	Diphtheria, Pertussis and Tetanus (vaccines)
EAC	East Africa Community
ECHO	European Community Humanitarian Office
EDF	European Development Fund
EFA	Education For All
EIB	European Investment Bank
EPA	Economic Partnership Agreement
ERDF	Education Rehabilitation and Development Forum
ESSP	Education Sector Strategy Plan
EU(D)	European Union (Delegation)
FSC	Food Security Council
GER	Gross Enrolment Rate
GIZ	German International Cooperation
GRSS	Government of The Republic of South Sudan
GNU	Government of National Unity of Sudan
HSDP	Health Sector Development Plan
IDLO	International Development Law Organization
IDP	Internally Displaced Person
IGAD	Inter-Governmental Authority on Development
IMAC	Inter-Ministerial Appraisal Committee
JDO	Joint Donor Office
JICA	Japan International Cooperation Agency
JoSS	Judiciary of South Sudan
LRRD	Linking, Relief, Rehabilitation and Development
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDTF(-SS)	Multi-Donor Trust Fund (-South Sudan)
MoE	Ministry of Environment
MoFEP	Ministry of Finance and Economic Planning
MoGEI	Ministry of General Education and Instruction
MoH	Ministry of Health
MHPP	Ministry of Housing and Physical Planning

MoJ	Ministry of Justice
MPI	Ministry of Physical Infrastructures
(EU) MS	(European Union) Member States
MWRI	Ministry of Water Resources and Irrigation
NBI	Nile Basin Initiative
NEPAD	New Partnership for African Development
NGO	Non-Government Organization
NSA	Non-State Actor
NTTI	National Teachers Training Institute
PRSP	Poverty Reduction Strategy Paper
RoL	Rule of Law
ROM	Results Oriented Monitoring
SPLA	Sudan People's Liberation Army
SSNBS	South Sudan National Bureau of Statistics
SSPS	South Sudan Police Service
SSDP	South Sudan Development Plan
SSHS	South Sudan Household Survey
SSUWC	South Sudan Urban Water Corporation
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMI(S)S	United Nations Mission in (South) Sudan
UNPOL	United Nations Police
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene
WFP	World Food Program
WSSC	Water Sector Steering Committee

Sector Annexes

Education

The education sector in South Sudan receives significant support from the donor community both in terms of support to institution building and in the form of service delivery through non-State Actors. Concurrent with donor and Government investment, a proportion of sector resources come from private philanthropy and tends to be programmed through NGOs. The UK, EU, USAID and JICA are the major donors in the education sector concentrating on schools construction, teacher development, girls' education, textbooks printing and distribution, and institutional capacity building. A cross-cutting common priority is technical assistance to the Ministry of General Education and Instruction (MoGEI) and to State Ministries of Education.

The key interlocutor at the national level is the Ministry of General Education; at the state level are the State Ministries of Education and national education institutions like the National Teacher Training Institute and (NTTI) the Curriculum Development Centre (CDC). Matters related to schools are managed by the State Ministries of Education. Capacity at the MoGEI is still limited to basic sector activities like hiring, firing and transferring of staff. Future institution building at a strategic management level is likely to focus on procurement, integration and coordination of services of various directorates within the Ministry and with other bodies. Another area targeted for support is in evidence based policy making.

Government and donors, however, have cited concerns that the considerable investments in skills transfer have been fragmented. Donor coordination could be significantly strengthened to enable greater MoGEI ownership. A process for developing a sector strategy is underway albeit marked by poor coordination and delays. In the meantime the recent approval of key policy documents such as the South Sudan Development Plan (SSDP), the Five Priorities of the Education Sector; and the Brief of the Education Rehabilitation and Development Forum (ERDF) are strong foundations for a coordinated policy approach to the sector.

The key medium-term priority is to contribute to policy coherence and transfer of skills and ownership so as to enable GRSS to lead sector coordination and planning. Enabling GRSS to play a lead role is a precondition to long term planning and sustainable delivery.

Improving Government Ownership

The Government-donor coordination structure in the education sector is chaired on the donor side by USAID and is regarded as a strong coordination mechanism. However, there are perceptions that the aid delivery is still fragmented. Although the Ministry of General Education leads on a number of project steering committees and some working groups, sector decisions are too often made without Government participation. The Ministry of General Education has communicated its desire to improve ownership and is currently supporting the UNICEF led development of the *Education Sector Strategy Plan* (ESSP).

The UK is the largest donor in the education sector, has an education advisor based in Juba and is the lead donor for EU Joint Programming in the sector. The EU joint response in the education sector focuses on improving donor coordination and reducing fragmentation. In this regard, the EU lead (UK) is in agreement with the other donors that a major priority is strengthening Government capacity to lead the education sector group and to decrease the proportion of coordination meetings that happen without Government participation.

The UK, in consultation with other donors in the sector, will appraise the Education Sector Strategy Plan in the form of a Next Steps document to be circulated by January 2012. The document will focus on how the strategy enables better ownership, to what extent specific studies can contribute more detailed indicators and what the implications are for the current aid architecture. These conclusions will form the basis for the design of a new sector approach for the education sector to absorb funds post 2012.

Particular goals to be pursued in the period to 2013 are working with the MoGEI to establish a Government owned secretariat and to lead in the education sector. A secretariat is important to ownership because it ensures appropriate officials are consulted and that commitments are monitored and implemented. A key goal is ensuring better communication between donors, project managers and Government officials at the technical level.

Improving Access to Education

Primary school enrolment has increased 300% in recent years but is still low in South Sudan; secondary school enrolment is below 10%. The EU and MS also recognise the need to better support vocational training in marketable skills to create employment generation. Education should specifically reduce inequity both at enrolment, retention and completion as well as in term of teacher recruitment and deployment.

EU donors will concentrate future funding on supporting South Sudan Development Plan (SSDP) targets of raising the general enrolment rate to 92%, reducing the drop-out rate to 15%, ensuring a pupil to textbook ratio of 1:1 and keeping the teacher to student ratio to 1:50 or lower. While the targets are widely supported, some stakeholders hold that there is a significant risk they may not be met in the short to medium term. The EU donors will focus on transitioning from a costly, largely humanitarian to a more development oriented approach to supporting education in South Sudan. This is expected to result in considerable cost efficiency that will ensure a better return on investment. This transition is also expected to better elaborate a workable approach to ensuring, management, operations and maintenance of completed infrastructure. In parallel to this, the EU will open a dialogue with the MoGEI on how best donors can assist in raising the ministry's absorption rate.

The ESSP should also include a commonly agreed capacity building plan. EU and MS are committed to ensuring that future activities will concentrate on implementation of this capacity building plan. The ESSP should have a monitoring mechanism that the EU sector response will use to measure progress. This annex will be updated annually to incorporate the results of this monitoring. The key tenant of this sector approach is lining up behind the Government education sector strategy when it is completed. The EU supports stronger Government ownership of the sector working group and a closer review of the GRSS Local Service Support Initiative.

Next Steps

Activity	Date	Actor
Circulate Education Sector Strategy Plan (ESSP)	Early 2012	UNICEF
Appraise the ESSP and other Sector Policy documents and identify areas for EU/MS investment and the development of a comprehensive, aid architecture for the education sector.	March 2012	UK (EU lead)
Circulate Next Steps paper (including specific proposals on how to transition to a development approach and how to strengthen Government secretariat)	April 2012	UK (EU lead)
Revise this education annex to include findings of next steps paper		
Take steps to make the sector approach in programming and capacity building operational including developing a sector map.	May 2012	UK (EU lead)

Health

South Sudan has some of most pressing global health challenges partly due to the long history of conflict and high poverty rates. The health care system is improving but still weak, with severe shortages of health workers and functional facilities. Returnees to South Sudan are placing added burden on health facilities particularly those in border regions. Since October 2010 there have been an estimated 350,000 returnees.

South Sudan has the **highest maternal mortality rate in the world** with an estimated 2,054 women dying for every 100,000 births. Less than 15% of deliveries are attended by a skilled worker. The Caesarean section rate of only 0.5% is an indication of low access to comprehensive emergency obstetric and neonatal care (CEmONC).

Communicable diseases are common in South Sudan and there are regular outbreaks of measles, Kala-azar, meningitis, cholera, cutaneous anthrax and malaria. Malaria which is endemic across almost all of South Sudan, accounts for almost a quarter (24.7%) of all diagnoses reported by health facilities. TB is one of the main causes of morbidity in South Sudan with an annual incidence of 140 cases per 100,000. DOTS coverage is 48%.

HIV prevalence in adults varies across the country but overall is estimated to be around 3% in adults. The epidemic is worst in Western Equatoria and the southern part of the country where rates in adults are as high as 10% compared with <1% in more rural central areas. A major challenge in delivering HIV care is improving knowledge, reducing stigma and mainstreaming services within the general health sector thus maximising coverage and access. Neglected Tropical Diseases such as leishmaniasis, trypanosomiasis, onchocerciasis, and schistosomiasis are endemic in South Sudan. Women and children are disproportionately affected.

Access to Health Services

It is estimated that only 44% of human settlements are within 5 km radius of a functional health facility. User rates are low and estimated at 0.2 contacts per person per year. In addition, there are major challenges to delivering services including lack of qualified staff, inadequate infrastructure and access, lack of referral systems and cultural and financial barriers. There are currently 1,147 functional health facilities in the 10 States. This includes 10 private facilities, 14 specialized hospitals/ clinics and one police/military health facilities. Many of these are supported by NGOs for the delivery of health services.

Human Resources for Health

Capacity of both health and management personnel is very limited in South Sudan. Health is often delivered by lower cadres of staff such as community health workers, community midwives, traditional birth attendants and home health promoters. Contributing to the high maternal mortality rate is there being only 1 midwife for every 30,000 people.

National Health Policy

South Sudan has ambitious plans to improve the health of its population and health services that has attracted high level donor support. The Ministry of Health recently released their Health Sector Development Plan 2011- 2015 (the 'HSDP'). The Government highlights that 'good health is a pre-requisite to a productive economy which is the gateway to eradication of poverty.'

Their vision is to 'contribute to reducing maternal and infant mortality and improving the overall health status and quality of life of the South Sudanese population'. Government aims to achieve this by increasing utilisation and quality of health services; health promotion and protection and by strengthening institutional functioning including governance and health system effectiveness, efficiency and equity

The Government recognises the need for sufficient human resources for health and improved access of populations to health services. GRSS estimates that it will cost £146 m. (€170m.) to implement in the first year rising to £303 m. (€350 m.) in the fifth year.

The Government's priority targets (as per the South Sudan Development Plan and based on South Sudan Household Survey) are to increase the proportion of the population having access to healthcare and to skilled health care workers to 40% by 2013 (currently the ratios are 13% and 15% respectively) and to ensure that 70% of children are receiving inoculations against diphtheria, whooping cough and tetanus (DPT) up from the current ratio of 14%.

The EU Priorities

EU donors have had a long-standing commitment to supporting health in South Sudan that dates back to before the signing of the Comprehensive Peace Agreement (CPA). Since signing the CPA, GRSS has built a strong working relationship with its development partners through the Ministry of Health. The Ministry of Health actively participates in the aid architecture and co-chairs the Health Cluster as well as a monthly meeting with donors.

Going forward, the EU has identified key priorities in the health sector of South Sudan:

1. Facilitate donor coordination and harmonisation in health in South Sudan.
2. Support the transition from emergency to a more development approach in strengthening health systems to support development of a quality Government led health system.
3. Improving access of the population of South Sudan to health facilities particularly in 6 states financed by the Health Pooled Fund.
4. Improving access of women to emergency obstetric and neonatal care services and primary health facility and county hospital level.
5. Strengthening capacity of human resources for health at facility, county, state and central level.
6. Strengthening financial systems for payment of health worker salaries.

EU Strategy

1. Advocacy for establishment of a Government chaired overall health sector coordination structure.
2. Engage MoH and other stakeholder coordination mechanisms for health.
3. Support the UK led development of a pooled fund with the EU, CIDA, SIDA, and AusAID and other EU member states and. The fund is aligned to Government decision making structures and focuses on reducing maternal mortality, increasing access to basic primary and essential secondary care for emergency obstetric and neonatal care in fifteen county hospitals. Support for capacity building at Central and State Ministry of Health level, as well as County Health Departments, will be included. The aim of the pooled fund is to facilitate the transition from relief modes of implementation to a more sustainable Government-owned one.
4. Work with the Government to support absorption of health workers onto Ministry of Health payrolls and to assist in the roll out of the MoH Health Management Information System to enable Government to have regular and better monitoring as part of the Health Pooled Fund.
5. Work with MoFEP and MOH to strengthen the GRSS's proposed Local Service Support mechanism which aims to help reduce fiduciary risk and allow donors to support front line health services using the Government's state conditional transfer system whilst improving financial oversight systems. Support is dependent on fiduciary risk assessments.
6. Support training of health workers including nurses and midwives. The EC lead is in discussions with MoH regarding this. In addition the EU is recruiting a technical lead to manage this.

Next Steps

Activity	Date	Actor
Meet with like-minded donors to raise the need for a high level dialogue with GRSS on challenges to alignment in the health sector.	October 2011	EU lead
Identify key steps in design of the joint programme to ensure priorities are incorporated and the structure enables dialogue/ownership when Government so desires.	December 2011	UK (EU lead)
Recruit a health advisor for the EU to be based in Juba and lead on human resources for health	January 2012	EU
Follow up and/or support USAID's offer to conduct a sector mapping exercise identifying donor presence and key Government decisions makers.	Early 2012	EU Lead

Natural Resources (under Economic Pillar); Focus on Agricultural Development

South Sudan (RSS) has significant humanitarian and food-security challenges. 47% of the population is food deprived³⁰ and over one million people (15% of the population) receive food assistance from the World Food Programme (WFP) and its partners; malnutrition is chronically above emergency thresholds³¹. Food security, especially in on the border with Sudan, may deteriorate further because of increasing prices resulting from disruptions to North-South trade. Risks are further aggravated because of increasing demand from returnees and potential escalation of inter-tribal tensions and conflicts in border areas.

Agriculture is an enormous opportunity for broad based sustainable economic development, poverty alleviation and better food security. While oil provides 98% of revenue, agriculture is the most important economic sector because it supports more than 95% of the population. The agricultural economy is primarily subsistence and livestock based with approximately 85% of households cultivating land and 65% owning livestock³². Additionally, South Sudan's vast natural resources and favourable agro-ecological conditions have enormous growth potential: 50% of South Sudan³³ is prime agricultural land of which less than 4% is currently cultivated³⁴. Livestock and fish production could conservatively grow five-fold³⁵.

The revenue potentials of a vibrant agriculture sector are vital to a Government budget dependent on dwindling oil revenue. Agriculture also creates jobs and improves food security. Entrepreneurship and private sector development can also meaningfully facilitate conflict mitigation. Key to growth in the agriculture sector are: better transport, access to production inputs, market information, extension services and financing.

Sector

As part of the economic development pillar of the South Sudan Development Plan, GRSS identified natural resource management as foundational to economic growth. On the donor side, this sector was previously referred to as rural development but will progressively adjust to align with Government sector definitions.

The natural resources sector covers activities implemented by: Ministry of Agriculture and Forestry, Ministry of Animal Resources and Fisheries, Ministry of Co-operatives and Rural Development, Ministry of Wildlife and Tourism, Ministries of Irrigation and Water Resources, Roads and Bridges (worked with through the WASH sector) and Commerce, Industry and Investment, Southern Sudan Land Commission and the Ministry of Environment. Although the sector is covered by a number of authorities, the key donor interlocutors are the Minister and Undersecretary at the Ministry of Agriculture and Forestry. The Ministry of Agriculture and Forestry is willing to play a greater role in leading sector coordination structures.

Crucially the sector involves the private sector and harmonisation with existing processes and coordination mechanisms such as the AU/NEPAD CAADP Comprehensive African Agriculture Development Plan. Development partners will promote better alignment to the SSDP. Over-arching principles emphasise the need for a gender sensitive and inclusive approach with particular focus on the link between rural development, sustainable environmental management, food, peace and security. This necessarily means close coordination with humanitarian actors and coordination mechanisms.

³⁰ National Baseline Household Survey (2009)

³¹ Ibid

³² 2010/11 Annual Needs and Livelihood Analysis (ANLA, 2011)

³³ The total area of Southern Sudan is estimated to be about 640,000 sq km.

³⁴ SIFSIA Land Cover Map/report; FSTS/FAO Juba; 2011

³⁵ 2010/11 Annual Needs and Livelihood Analysis (ANLA, 2011)

The EU lead will work with other key donors to reform the existing architecture to better ensure Government ownership. This is challenging because of strong presence of humanitarian actors that have existing coordination mechanisms. ECHO has been funding Food Security as part of its integrated multi-sector strategy against malnutrition (together with health and water support). Donors recognise the need to do more for Government capacity and to build secretariat capacities for Government to contribute to the agenda, monitor mutual commitments and to develop planning and coordination documents.

The EU will support an improved sector architecture to enable future programming (programme to start in 2012 funded by the Special Fund for Sudan). This will build on the Food Security Council (FSC) amongst other Government coordination structures ensuring ownership and better coordination and planning. An inter-ministerial coordination structure may be needed to harmonise policy, strategy and coordination. This will necessitate elaborating clear lines of accountability to ministries.

The EU also takes account of the findings of the multi-donor *Aiding the Peace* report that calls for programmes to be linked to key drivers of conflict and promoting the use of contractors over that of multilaterals.

The Food Security Council (FSC) is the highest decision making body in South Sudan for food security; its mandate is to ensure overall alignment and harmonization of food security. The FSC is envisaged to have a secretariat led by a Government appointed General Secretary. The current status of the FSC is that the President of the Republic is the Chair to the council and the Minister of Agriculture and Fisheries is the Secretary to the Council. The FSC is not yet fully operational.

The largest donors in the sector are USAID, UK, EU and JICA that provides support for the development of an Agriculture Master Plan. DFID is designing a major sector programme in food security that has the ambition of making 1 million households food secure by 2015 through a mix of investments (including feeder roads) and information systems to link humanitarian and development information needs to aid planning, improve practise and inform policy choices which will enable the Government to reduce hunger. The International Food Policy Research Unit is planning to support food security planning, programming and decision making. Other donors with significant programming include the Netherlands, Canada and the World Bank. USAID provides the bulk of the funding to the sector. EU donors tend to be more active with capacity building at the national level. ECHO has supported Food Security projects for a number of years and existing knowledge, assets and grass-root best practices should be preserved. In Juba, donors tend to be understaffed. USAID has 5 staff working in the sector, Japan, the EU and the Netherlands have 1 officer each and the World Bank has two officers working in the sector. The UK, the Netherlands and Canada have some capacity but no staff fully dedicated to the sector. Spain is providing funding to small-holder farming, FAO and bilaterally to NGOs.

Better coordination for both existing and future programmes and particularly in Government institution building. The EU lead will advocate for improved division of labour and development of functioning lead donor arrangements. USAID has volunteered to conduct a sector mapping of actors (both development partners and Government). Sector mapping promotes better coordination between humanitarian and development partners and a renewed commitment to aid effectiveness, alignment with Government and close monitoring.

Sector Priorities

The South Sudan Development Plan (SSDP) identifies production of cereal crops to meet national demands of consistently over 1 million Mt per year. Additionally the SSDP has identified the need for gradual and sustained increase of production and market supply of meat and milk as well as reforestation and forest protection. Although an agreed priority, baselines and indicators have not been agreed for the latter two targets.

The EU plans to support the SSDP targets by rehabilitating over 1,000 kilometres of feeder roads and supporting an institution building programme at the national level and with five state Governments. Particular focus will be placed on the SSDP identified challenge of strengthening capacity for agriculture sector policy formulation and programme implementation. At state level, the EU will support the FSC operations in the following states: Northern Bahr el Ghazal, Western Bahr el Ghazal, Warrap, Lakes and Unity. Improving extension services and coordination capacity at state level enable state authorities to ensure quality and oversight of services delivered by development agencies; this contributes to Government progressively taking ownership and responsibility for delivery. This will be accompanied with capacity building to state authorities in budgeting and planning to better implement agricultural policy.

A cross-cutting priority (that is also address in the context of governance, rule of law, security and stabilization) is the EU supported Land Sector Support programme that strengthens the legal and institutional framework for coordination of land administration and land use capacity development for delivery of land services. The Land Commission is seen as the key interlocutor in ensuring Government ownership and coordination.

The Netherlands has on-going programmes in small-scale agriculture and livestock as well as strengthening Yei Cropping and Marial Lou Livestock Training Centres. The Netherlands plans to support agro-inputs (jointly with USAID and with technical support from AGRA, IFDC and Wageningen University and research Centre), direct support to enterprises, mostly agriculture related (in cooperation with local banks and business development providers) and programmes related to water storage facilities (for cattle), small scale agriculture and flood control and feeder roads. The Netherlands will also promote economic cooperation, encouraging Dutch companies to explore business opportunities in agriculture and agro-processing and livestock (beef and dairy).

Programming Priorities

Numerous evaluations of past programming conclude that progress in reconstruction of the country has been insufficient during the transitional post-CPA period (2005-2011). Overestimation of GRSS capacities, inappropriate or inflexible procedures and fragmentation of aid explain many of the shortcomings. Rural development programming has made insufficient progress towards food security and increased production. Key lessons learned include:

- Geographical coverage is limited and impact localised; too much programming is short-term oriented at the expense of a necessary transition towards long term, sustainable programming,
- States do not have the resources or capacity (including management and planning) to fulfil their constitutional role in terms of service delivery.
- States need better food security policies and regulations in place and better coordination of projects run by non-state actors.
- There is a dire need for development of markets and traders.

The core of the strategy is a coordinated transition from a humanitarian approach to a Government owned development based on the Council of the European Union conclusions on Linking, Relief, Rehabilitation and Development (LRRD). LRRD embodies the principle of transferring ownership and capacity to Government consistent with the broader economic, social and political context. EU programming will be Government led and owned, aligned to Government policies and support institutional capacity to enable the use of national systems and progressively budget support.

Particular focus will be placed on the SSDP identified challenge of *strengthening capacity for agriculture sector policy formulation and programme implementation*. The objectives of the sector joint approach is to transition from food assistance to sustainable food security and to support the SSDP objectives of increasing crop, livestock and fish production, as part of an inclusive and sustainable broad-based rural economic development. To do so, the EU will advocate for: (1) boosting primary production, promoting agricultural practices and

technologies that are environmentally sustainable and raise rural income, stimulating rural off-farm activities and improving access to advisory, financial and other services to producers; (2) improving access to markets by building necessary transport infrastructure; (3) supporting more equitable and more securing access to land for the rural poor; and (4) helping build more effective, accountable, decentralised and participatory Government institutions able to lead the development and delivery of services relevant for the sector.

The use of farming inputs, services and the improved farming techniques are crucial to agriculture and livestock management. The EU will focus on supporting rural smallholders, by expanding the provision of agricultural inputs and services to more farming communities and in particular, through better extension services for agricultural production. Particular emphasis will also be given to the development of private sector both for the supply of inputs and services, and for the development of agro-processing and off farm small businesses.

Improved road access is essential to developing the sector; capitalizing rural infrastructure expands productive potential, increases rural market access and incomes for rural farmers. The EU intervention will also support Government capacity to improve planning, budgeting and asset management. Road maintenance and repair will be addressed by promoting shared responsibilities between state agencies and rural communities.

Land policy has strong links with agricultural and economic development. Making access to land secure is a necessary condition for encouraging investment and improvement in land. An agricultural policy that strongly supports smallholders and farmers' organisations, and provides them with services offers a good way of reconciling growth in agricultural productivity with equity and poverty reduction. The EU will Support more equitable and more secure access to land through the strengthening of the institutional and legal framework and the capacity of the land administration and land services. This will be a complementary intervention to the support for strengthening Government and institutional capacity on food security policy addressing a key structural factor of food insecurity.

EU donors also advocate for a more comprehensive approach to building budgeting and planning capacities at state levels, as absorption capacities at state levels are amongst the most pressing impediments to better implementation.

Towards Joint Programming

Joint programming to date was through the Multi-Donor Trust Fund (MDTF) but with mixed results. Monitoring and evaluation of progress has taken place in the context of oversight committees that have been de facto donor rather than Government led. Transfer of monitoring, evaluation and implementation skills to Government has been less than expected.

Pooled funds are commonly perceived as better vehicles for effective interventions in the sector provided they are accountable to Government line management and are focused and limited to realistic programing targets. Pooled funding may be explored in feeder roads rehabilitation and in support to smallholder farmers and extension. The latter, for example, is being discussed by the EU and Spain (CIDA may also participate).

New EU donors committing funds in the sector are encouraged to do so in coordination with existing decision making structures. At the same time there is a need for technical skills in the sector. If provided in a coordinated manner, technical assistance in agriculture could be effectively applied to work at state and local levels (e.g. in computer literacy, project management and support to line ministries in establishing staff management and performance mechanisms). As a priority, EU donors are advocating for a comprehensive approach to budgeting and planning capacities at state level. Absorption capacities at state levels are amongst the most pressing impediments to better implementation.

Next Steps

Activity	Date	Actor
Like-Minded donors meet to agree a common approach to building Government capacity to coordinate at sector level	Early2012	EU Lead
Like-minded donors and Government meeting to agree coordinated approach to capacity building for coordination. Outcome includes a work-plan with Government (e.g. to providing appropriate human resources, regular meetings) and donor commitments (e.g. in supporting sector secretariat capacity). Work plan should indicate division of labour and recognition of roles of sector leads as well as clear coordination responsibilities for the Land Commission and Food Security Council.	Early2012	EU Lead
Like-minded donors adopt common approach to coordination structures minimising participation in coordination structures that are not aligned to SSDP and line ministry authority and are not Government co-chaired; targets agreed with Government for regular donor-Government dialogue).	Early2012	EU Lead
Review existing projects to identify good practices in alignment and ownership.	Early 2012	EU Lead
Map actors (Government and development partners) active in the sector.	Early 2012	USAID
Take steps to make the sector approach operational in programming and capacity building and to design a pooled funding mechanism if necessary.	Mid 2012	EU Lead

Rule of Law (of the Conflict Prevention and Security Pillar)

EU donors have invested heavily in the rule of law/governance sector in South Sudan since the CPA. Activities range from cross-cutting support for institutional development at the local, state and national levels to support for human rights, anti-corruption and democratisation. For the purpose of the joint strategy, the EU is focussing at the sector level on rule of law (and justice). The SSDP sector is a composite comprising many priorities; the EU is focussing on the priorities of strengthening the legal framework and criminal justice. In the Rule of Law aspects the Ministry of Interior, Ministry of Justice, Judiciary, State Ministries of Peace, Human Rights Commission, and Anti-Corruption Commission are the key interlocutors. The largest donors supporting rule of law in South Sudan are the USA, the Netherlands, the EU and Germany. Sweden supports through NGO and other mechanisms. The World Bank is also active in the sector.

The EU support to Rule of Law is currently EURO 17 million over the next 4 years that is expected to grow in the coming years. Sweden is also active in the sector and the Netherlands has expressed its interest to expand its support to Rule of Law. Various strategic documents have been prepared recently: the Strategic Plan for the Ministry of Justice 2011-2013, the 2011-2014 Action Plan of the Judiciary of South Sudan and the Strategic Plan of the Legal Training Institute 2011-2015. These build a good starting point for future EU support in some of the RoL areas.

In the past few years there have been a number of useful coordination structures; unfortunately, none have ensured sustained Government led sector coordination. The EU lead will advocate for MS to support and enable the Government to lead this sector coordination. As a starting point it has been agreed that the EU, IDLO and UNDP will provide the Government secretariat capacity to coordinate and lead dialogue at sector level. A key focus will be the mutually identified priority of improving Government's planning, monitoring and evaluation capacity at the sector level.

In terms of joint programming at the sector level, the EU lead will advocate for new programming in the sector to be aligned with existing approaches and where possible to build on existing project structures. Once the Government led sector coordination structure is functional, future programming will be established in consultation with Government and other donors. The key guiding policies that form the basis of the donor-Government partnership are: *The Ministry of Justice Strategic Plan 2011-2013* and *The (2011) Judiciary of South Sudan Strategic Plan*.

Sector Coordination Priorities

Because the SSDP pillar covers a wider range of institutions a comprehensive coordination mechanism is challenging establish. For the purpose of the EU Joint Programming approach, the EU will support Government owned sector based coordination structures that meet regularly and are capacitated with donor support to ensure appropriate monitoring of commitments.

In the *rule of law sector* institutionalising the Ministry of Justice (MoJ) chaired Technical Advisors' Group will be important to more systematic coordination and ownership. Moreover the Ministry of Justice Strategic Plan, aligned with the South Sudan Development Plan, foresees to reconvene the MoJ Development Partners Group with the new denomination 'Donor Forum' to review progress and coordinate on-going work in support of the MoJ Strategic Plan. The MoJ Donor Forum, chaired by the Minister would also review Donor Assistance's alignment with the Strategic Plan, identify current and emerging Rule of Law policy and operational issues and ultimately enhance regular dialogue between donors and MoJ.

In addition, MoJ aims to convene the first meeting of the Rule of Law Consultative Group (ROL CG) to streamline coordination, dialogue and information sharing within the Rule of Law partner institutions and Donors/Development partners.

The RoL CG will provide a much needed forum for consultation on identified and emerging critical policy-level issues that impact the Rule of Law sector. It would strive to review and coordinate initiatives in the Rule of law sector consistent with the South Sudan Development Plan (SSDP), to harmonize Donor Assistance so it meets RoL sector institutions' Goals as outlined in institutional plans, to monitor progress and share information on initiatives and projects.

Support to the secretariat at Ministry of Justice (MOJ) to facilitate the Rule of Law consultative group is planned.

Sector Priorities

Ensuring security and stability in South Sudan is essential both for national and regional stability and is fundamental to development; many analysts argue that the most pervasive disincentive to medium term planning is a fear of future conflict. The Government, itself, has ranked the following priorities as key in the South Sudan Development Plan:

1. Demobilisation, Disarmament and Reintegration,
2. Establishment of a civilian led national security architecture and transformation of the security sector,
3. Establishment of a legal framework for all levels of Government,
4. Enhanced community security and,
5. Strengthening the criminal justice system.

The EU will support these national priorities by supporting the establishment of a *legal framework* for all levels of Government. This involves the review and prioritisation of 134 customary and statutory laws, 15 bills transmitted to the legislature and between 86 and 194 (depending on the final number of counties established) functioning/capacitated legal affairs offices at County Level. Legal drafters will also benefit from the Legal Training Institute to be established. The EU sector lead will also promote coordination with programming in the security sector. Community security approaches are also being supported in all 10 States and peaceful civilian disarmament conducted in 50% of Counties³⁶. Additionally the EU will contribute to establishing operationally effective Joint Operations Centres in 80 Counties.

Institution Building Priorities:

- An effective civil service (Prosecutors, Lawyers, Legal drafters, Judges, members of the Commissions) with well-trained staff and standardised training (particularly on human rights and anti-corruption), and a well-established institutional and organisational set up,
- Providing all states, counties and payams with the necessary infrastructure and equipment.

The EU approach to institution building promotes the need to improve ownership by the beneficiary institutions. Ideally organisational and strategic plans, training maps, etc. should be developed by the counterparts. However, since institutional capacity to do this is low donor support is essential. Additionally, Government needs to have a better understanding of how donors work and which capacity building options are available; this will create an environment in which beneficiary institutions are more confident to request support.

It is worth underlining that Institution Building approaches in South Sudan, should go beyond training of individuals and include wider organisational development, such as definition of functions and structures and roles for the body in question; human resource management,

³⁶ EU involvement in security requires recognition of established premises/criteria including past attempts at civilian disarmament and its risks and challenges. Communities are rarely afforded proper security that will allow them to lay down their only means of providing for their own security (i.e. weapons). Disarmament without civilian security only risks victimisation and worse.

individual roles and job descriptions, incentives, training etc. It should include budgetary planning and management and also drafting/completing a relevant legislative framework and implementing regulations for enabling the body to fulfil its role in the sector. It should be about a comprehensive approach of building a functioning and efficient administration. In the case of South Sudan it also includes rehabilitation or even construction of buildings.

As regards training in the RoL sector, there are significant lessons learned that need to be incorporated in future plans:

- Preference for in service training rather than out of office/country trainings that undermine existing capacity,
- Preference for Sub-Saharan expertise,
- Preference for embedded long term TAs rather than short-term external TAs,
- Request for standardised trainings,
- Request for English training at all levels (basic for secretarial and assistants, advanced for lawyers).

EU will address cross-institutions' common legal training needs by establishing permanent legal training capacity in Juba. Prosecutors, legal advisors, attorneys, judges, and legal drafters will benefit from the setting up of the Legal Training Institute in Juba, as well as strengthening the Judiciary of South Sudan (JoSS) training unit. Context specific initial training leading to post-Graduate Diplomas in legal practice and continuing legal training in the LTI will be provided initially up to 100 persons.

Next Steps

Activity	Date	Actor
EU advocates for establishment of a secretariat for Ministry of Justice led sector coordination structure.	September - October 2011	EU lead
EU with IDLO and UNDP identify how to resource and establish Ministry of Justice coordination secretariat.	December 2011	EU lead
Identify and adopt regional "best practices" in justice, law and order sector coordination.	January – March 2012	EU lead
Review existing project structures identifying best practices that promote alignment and ownership.	April-June 2012	EU lead
Discuss and agree at Government led sector meeting how like-minded donors can promote a better coordinated (joint) approach to sector programming.	July 2012	EU lead

Water, Sanitation and Hygiene (WASH)

Only 34% of the population has access to improved water sources. Equally alarming, only 14.6% of the rural and 36.8% of the urban population have access to improved sanitation, with a high proportion of the population not practicing good hygienic practices. Improper disposal of human wastes and poor personal hygiene is the cause for a range of diseases including acute watery diarrhoea, polio and Cholera.

Though improvements can be recorded since signing of the CPA, one challenge to providing population in South Sudan with safe water and improved sanitation services still presents the lack of technical expertise throughout the WASH sector on various levels of Government and in the private sector.

Consequently, the Government of the Republic of South Sudan (RSS) has defined water; sanitation and hygiene (WASH) as one of its priorities of the development agenda. The RSS WASH Sector Strategic Framework calls for a shift from short term emergency measures towards a sustainable development.

People in South Sudan mainly depend on subsistence crop production, livestock and fishing. Since economic development will be largely agriculture-based, demand for water is expected to increase rapidly. Access to water, especially for cattle during dry season, is a major factor of conflict in many parts of the country.

So far, water resources management received comparatively little attention from external support agencies and the Government of South Sudan. Therefore, the RSS request for support in water resource management and development, including productive use of water, water harvesting and improving the capacity for integrated water resources management. Those activities will complement a comprehensive water strategy and, match the new policy priorities of the Netherlands bilateral program.

Priorities within WASH

Table I below shows priorities and targets defined by GRSS in the SSDP.

In support of the SSDP following priorities have been identified as priorities for the EU Strategy in the WASH sector:

- Improving water supply and sanitation in towns.
- Rehabilitation and construction of water points in rural areas including boreholes and establishment of supply chains for operations and management.
- Provision of adequate improved sanitation facilities and creation of hygiene awareness.
- Capacity Development both in terms of institutional capacities and increasing the number of skilled staff on strategic positions at different levels in the sector.
- Developing a water resource management strategy.

Programme Area	Outcome Objective	Indicator & Baseline	Target(s)	Responsible Agency
Development, Provision and Management of Urban sanitation Facilities	Facilitate access to improved urban sanitation	Percentage of urban population with access to improved sanitation. Baseline: 36.8% in 2010	42%	MHPP, States
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% in 2010	45%	SSUWC, MWRI and States
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 and improved sanitation Baseline: 34%* and 9.3% respectively in 2010	40% for water supply 15% for sanitation	MWRI, States
		Volume of fresh water harvested and stored Baseline: 0.5 mil. m ³ 2010	7 mil. m ³	MWRI, States
		Length of rivers trained and flood control dykes embanked Baseline: 0 km	500 km 300 km	MWRI, States
		Area mapped/assessed for water resources (Baseline 0%) and cultivable area in feddan (fed) covered with irrigation facilities (Baseline 2,000 fed).	10% 20,000 fed	MWRI, MAF

Most of the mechanisms for on-going donor support to the sector will come to an end either in 2011 or 2012. New bilateral programs are currently being developed.

EU Strategy in the Sector:

Germany, The Netherlands, France and the EU will support the Ministry of Water Resources and Irrigation (MWRI) and the Ministry of Housing and Physical Planning (MHPP) to increase the efficiency of the South Sudanese sector development by focusing on sustainability of all future investments as follows:

- Establishing a “**WASH Sector Fund**” (WASHSF) which, through a first window, channels European contributions to urban water supply schemes and improved sanitation. The fund will be open to all donors and will provide a platform to coordinate financing efforts with donors pursuing other channels of infrastructure financing. A rural window of the fund will be added for implementing inter alia the EDF contributions to the rural water sector.
- The fund will start with fast track procedures, balancing between prevention of fiduciary risk and enabling fast results in the field. It is proposed to install the external fund manager under the auspices of Ministry of Water and Irrigation and inclusion of Ministry of Finance. During the set-up of the fund, a path for further transfer of responsibilities into the administrative set up of GRSS will be developed.
- The approach will be based on a clear benchmark concept for utilities in urban and optionally rural areas. Based on clear requirements for the performance of water utilities that shall ensure the sustainability of investment operation, immediate investments and full roll-out investment will be financed in a sequenced manner. In the urban water and sanitation sector, this concept shall ideally be the blue print for a coordinated approach and shall be commenced with in four municipalities (GRSS has proposed Yei, Bor, Rumbek and Yambio), depending on the available funding and performance at site.

- The proposed funding mechanism will include support for a strong Technical Assistance Support Team (TAST) for the project implementation unit within the government to manage, coordinate and control overall project implementation and to ensure transparency. The WASH Sector Strategic Framework provides strategic approaches for the transition from emergency to sustainable development. EU MS have indicated their preparedness to support its operation and embark on a process to establish a coherent and adequate institutional, regulatory and legal framework for the sector in a transparent and participatory manner, closely involving those donors active in the WASH-area.
- Implementation will encompass inclusion of gender based mechanisms on local level as well as in the steering bodies of the fund.

The Government is also keen to expand the use of its water resources for other, particularly economic uses (e.g. industrial). Funding activities will be aligned to RSS's priorities (as elaborated in the SSDP) of increasing access to safe water by 11% in urban areas and by 9% in rural areas by 2013, access to improved sanitation by 5.2% in urban areas and by 5.7% in rural areas. Intended cooperation with the UWSSP will address the priorities of water supply and improved sanitation within the provincial towns and may be extended to water supply and sanitation in rural areas.

In addition to the focus mentioned above, it is foreseen that investments, along with capacity building and training will take place in the following areas

- Water safety. This relates to safety and protection against damages from uncontrolled floods. The outcome of proposed interventions is to improve water safety and livelihoods in flood areas. This can be achieved through increased forecasting, planning and management and through infrastructure development such as river training techniques, river diversion works and flood control embankments.
- Water security. This program aims at reducing conflicts over access to water and vulnerability against droughts by improving water availability and storage capacity through surface water storage and sub-surface storage. Increased water storage aims to improve water availability for agriculture and livestock, to enhance food production and economic growth as well as for drinking water supply. Activities will include effective water harvesting techniques, mapping and planning of potential areas suitable for increasing food production with improved access to water through storage. This includes identification, planning and design of interventions; construction, rehabilitation and O+M of hafirs and river works and improved rainwater harvesting techniques at farm-household and village level.
- Finally, some auxiliary programs need to be considered. Strategic and environmental considerations such as the water pollution and waste management in the oil extraction areas need to be addressed urgently to ensure safety of water resources. There are influencing factors within and outside the water sector and the interventions may have to be seen in a wider context. Some examples include a cross-sector enabling environment (legal framework, land use policy, access to information, market and capital, infrastructure etc.), regional livestock and agriculture water availability and management program, regional and local conflict and management capacity, integrated resources management program.
- It will be considered to align these various activities with the fund approach in preparation for the urban water supply.

The EU contribution will be realized in phases for combining sector support with clear incentives for capacity building at site and for contributing to the envisaged coherent sector policy of GRSS. Fast track activities at site shall contribute to peace building and good neighbourhood in the municipalities

General Challenges and Risks

- Security Risks and difficult accessibility esp. to rural areas
- Lack of impact oriented monitoring: although a rough baseline exists for the first two targets (Sector Report 2010), comprehensive monitoring and reporting is not yet happening,
- Low implementation capacities both in Government and non-Government organisations,
- Land issues: water infrastructure requires land provided by local authorities. Current land tenure arrangements make formal acquisition of land required for the infrastructure difficult and time consuming.
- Use of Government systems to ensure ownership: Government procurement systems and processes have not yet been sufficiently established, leading to donors largely using their own systems.
- Overlapping and unclear institutional mandates as well as roles and responsibilities within and between Government institutions are a major obstacle to Government ownership.
- Lack of skills in Government and private sector and experiences in implementation of concepts, approaches and mechanisms to actually implement WASH-infrastructure

Institution Building Priorities

Institution building priorities - in response to the 2007 water policy and the WASH Strategic Framework of 2011 - include:

- Developing a governance and regulatory framework for the sector (incl. clarification of roles and responsibilities) that enables and regulates private sector participation in service delivery,
- Improving capacities of relevant Government Ministries and institutions,
- Ensure accountability and enhanced transparency regarding the flow and use of funds.

Impact to be achieved by EU-contributions to the Sector

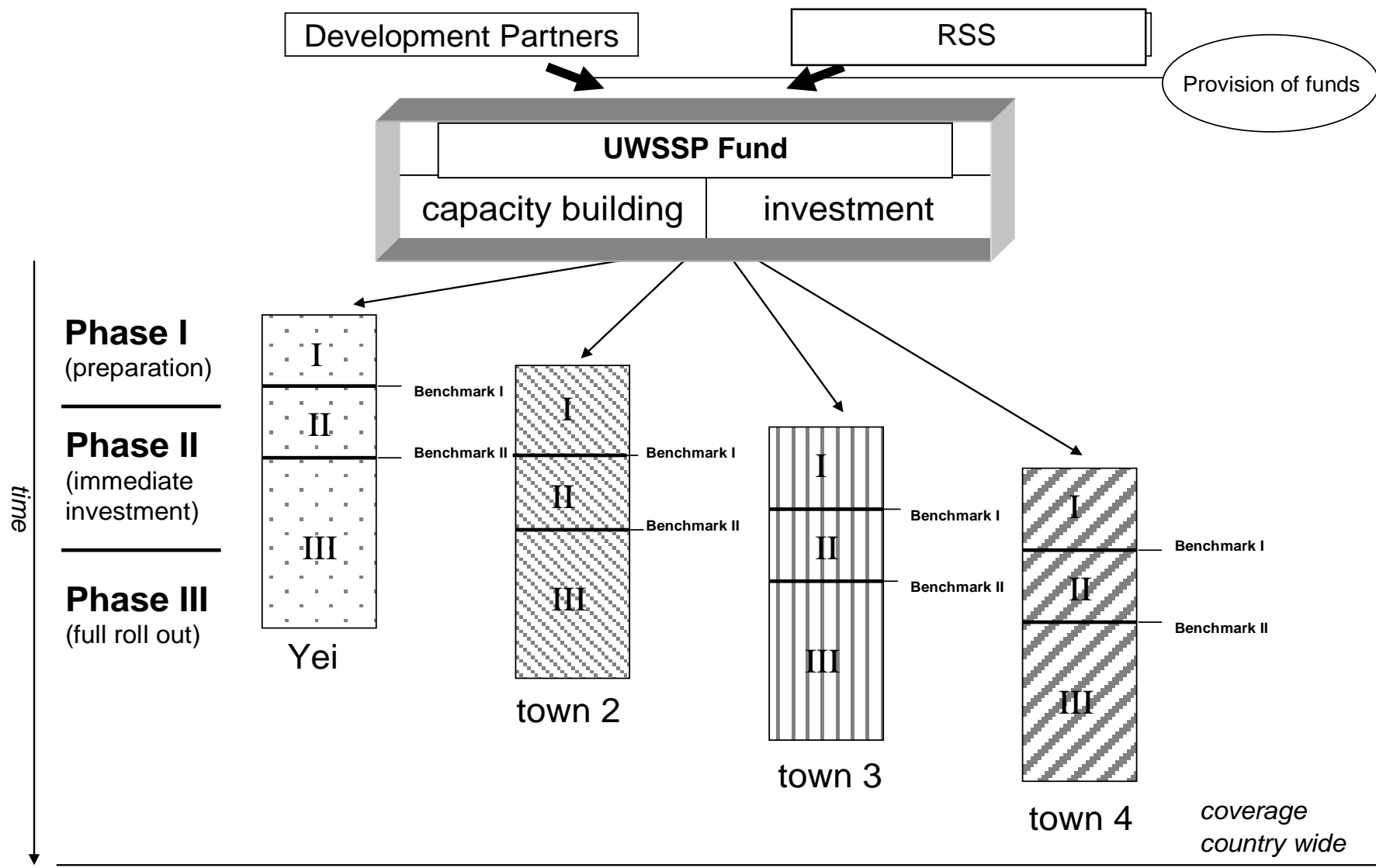
- Improving health situation of South Sudanese population by improving access to water, sanitation and hygiene.
- Leveraging the sector policy and sector strategy of the South Sudanese Government by providing funding on basis of benchmarks set by the Government.
- Strengthened ownership of local municipalities and of states by binding funds to progress in institution building.
- Introduction of first elements of competition between municipalities (funding based on improvements)
- Improved water safety, particularly of livelihoods and infrastructure against floods
- Improved water security, reducing conflicts and vulnerability against droughts through water harvesting and storage resulting in increased availability of water for the people, agriculture and livestock.
- Maintained water security in oil extraction areas through prevention of water pollution and the application of appropriate waste management systems

Monitoring Aspects

- Establishment of urban water and sanitation fund and establishment of coordination bodies
- Utilisation of benchmark concept in future donor cooperation (apart from EU activities)
- Municipalities and utilities having access to TA of phase 1
- Progress of Municipalities and Utilities in having access to phases 2 and 3 of the fund (investment phase)
- Contribution of the program for urban access to safe drinking water.
- Contribution of the programme for urban access to sanitation increased.
- Capacity development for water resources management, water safety and security, requires technical assistance for the relevant Government institutions and for institutional development in close collaboration with national and/or international private companies and relevant NGO's, aiming to enhance a public- private partnerships in this sector.

The mechanism of improving the access to water and sanitation and hygiene through capacity development and investments are outlined in the following chart.

Programme Approach of Joint “Urban Water and Sanitation Program Fund”



Definition:

Preparation: TA support in order to meet benchmark for phase II

Immediate Investment: small scale investment to improve visibly and immediately the water supply and sanitary situation in the pertinent town

Full Roll Out: town-wide coverage by water supply and sanitation facilities

Benchmark I: operator operational (e.g. legally established, staffed, land for planned infrastructure secured).

Benchmark II: operator well performing – (e.g. operational costs covered by revenue, ability for sustainable management of the investment)

Annex: For Reference Only: What do lead, active and silent roles mean in practice?

Lead:

Lead donors ensure coordination of donors with Government in the sector to meet the primary purpose of ensuring a harmonised donor message. The leads are responsible for ensuring wide communication on donor activities to the Government and other donors. Lead donors are responsible for establishing sector work plans, holding regular coordination and briefing meetings, ensuring regular policy dialogue with Government and acting as sector champions.

To play a lead role, donors will be required to have:

- Technical competence (permanent in-country experts) at the sector level,
- Administrative support for coordinating the sector,
- Clear commitments to advocating aid effectiveness at the sector level,
- Financing of current and foreseeable programming in the sector,
- Capacity to lead for at least two years and ensure continuity beyond potential change of personnel (a longer term lead role is preferred to annual rotation),
- Commitment to represent the group over the particular agency position, to report to the group and to demonstrate institutional commitment to playing a lead role,
- The capacity to mobilise adequate human resources recognising the lead role could take as much as 50% of the particular staff members time,

The lead donor is required to solicit regular feedback from Government, actively lobby for Government participation in sector working groups and to be committed to dialogue with Government. The lead will be selected at the sector group level.

Active:

Active donors support the lead by providing technical inputs, assisting in drafting joint documents and supporting work at the sector level. Active donors should be prepared to devote at least a day a week to sector work and should be willing to step in on a temporary basis should the lead be unable to fulfil his/her tasks. Active donors enable dialogue with Government and communicate with the wider donor community and champion aid effectiveness at the sector level. To improve dialogue with Government, the number of active donors should ideally be limited to no more than four per sector. Active donors should be committed to at least a two year involvement in the sector.

To be an active donor, donors should have:

- Technical competence (permanent in-country experts) at the sector level,
- Institutional support with staff mandated to work at the sector level,
- Predictable financing and a long-term commitment to the sector,
- Commitment to working in a team,
- Allocated time and capacity to work in the sector,
- Willingness to align with Government strategy and advocate for strong Government ownership at the sector level.

Silent:

A silent donor participates in sector working meetings, monitors sector progress and contributes to discussions in working groups. The background donor has:

- Demonstrated willingness to delegate responsibility for dialogue and coordination to the lead and active donors,
- A commitment to supporting the role that lead and active donors play in the sector,
- Committed to inform their sector participation in the working group.
- Financial involvement or an interest in programming in the sector.

Silent donors are entitled to regular reporting/feedback from lead and active donors.

Silent as well as active donors are key stake-holders and are responsible for holding lead donors accountable to the group as a whole. As such, silent donors are responsible for ensuring regular review and monitoring of the performance of the sector group.