



# SOUTH SUDAN



## **COUNTRY PROGRAMMING PAPER** Consolidating the Path to Resilience and Sustainability

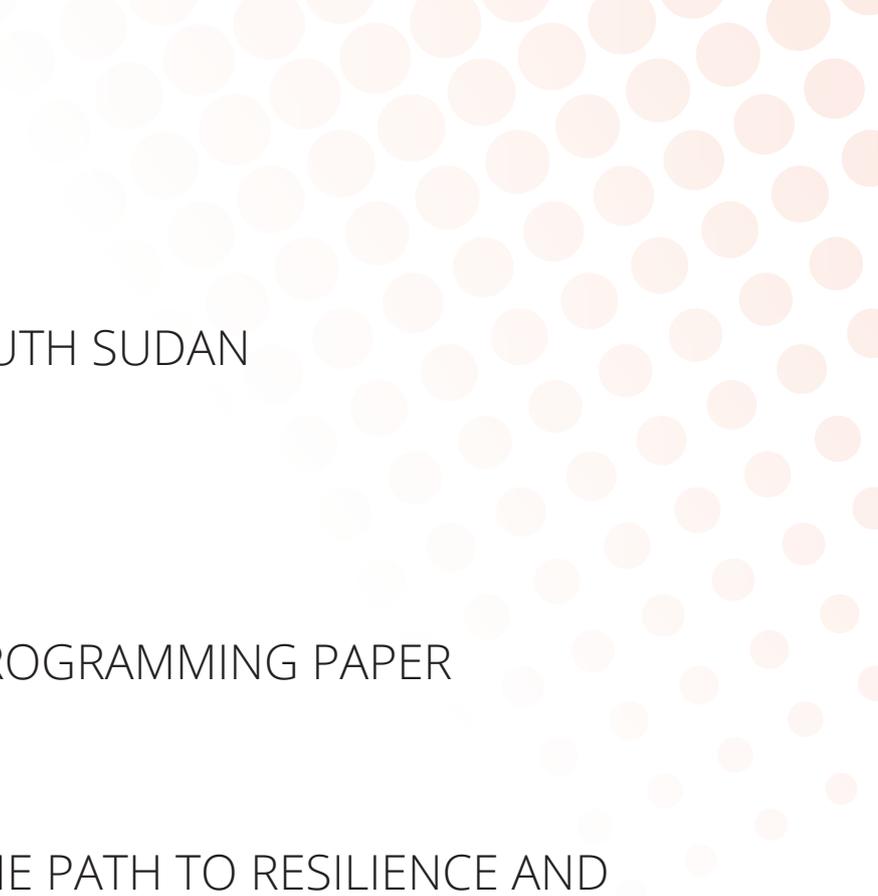
2019 - 2024



**JUBA, AUGUST 2019**

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COUNTRY PROGRAMMING PAPER

CONSOLIDATING THE PATH TO RESILIENCE AND  
SUSTAINABILITY

2019-2024

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# TABLE OF CONTENTS

TABLE OF CONTENTS	i
LIST OF ACRONYMS	iii
PREFACE	v
ACKNOWLEDGEMENTS	vi
EXECUTIVE SUMMARY	vii
1. INTRODUCTION	1
2. REGIONAL, NATIONAL AND LOCAL CONTEXTS	3
2.1 Regional Context	3
2.2 The Republic of South Sudan and Local Contexts	3
3. RATIONALE AND OBJECTIVE OF THE COUNTRY PROGRAMMING PAPER	10
4. OPPORTUNITIES AND CHALLENGES FOR THE COUNTRY PROGRAMMING PAPER	13
4.1 Opportunities	13
4.2 Challenges	15
5. PRIORITY INTERVENTION AREAS	17
5.1 PIA1: NATURAL RESOURCES AND ENVIRONMENTAL MANAGEMENT	17
5.1.1 Water Resources Development and Management	17
5.1.2 Rangeland Management and Pasture Development	18
5.1.3 Securing Equitable Access to Natural Resources	19
5.1.4 Environmental Management, Including Biodiversity	20
5.1.5 Development of Renewable Energy	20
5.1.6 Petroleum, Mining and Industry	21
5.2 PIA 2: MARKET ACCESS , TRADE AND FINANCIAL SERVICES	22
5.2.1 Transport, Market and Infrastructural Development	23
5.2.2 Securing Livestock Mobility	23
5.2.3 Strengthening Regional and Cross Border Trade	24
5.2.4 Development and Harmonization of Financial Services in the IGAD Region	24
5.3 PIA3: ENHANCED PRODUCTION AND LIVELIHOODS DIVERSIFICATION	25
5.3.1 Livestock Production and Health	25
5.3.2 Trans-boundary Diseases, Sanitary and Phyto-sanitary Measures and Standards	25
5.3.3 Crop Production and Productivity	26
5.3.4 Fisheries Development	27
5.3.5 Income Diversification	27
5.4 PIA4: DISASTER RISK MANAGEMENT	28
5.4.1 Early Warning System and Response	28
5.4.2 Disaster Risk Reduction and Climate Change Adaptation	28
5.5 PIA5: RESEARCH, KNOWLEDGE MANAGEMENT AND TECHNOLOGY TRANSFER	29
5.5.1 Support to Adaptive Research	29
5.5.2 Advisory and Extension System	30

5.5.3. Knowledge Management and Communication	30
5.5.4 Promote the Network of National and Regional Dry Land Collaborative, Applied / Adaptive Research	31
5.6 PIA 6: PEACE BUILDING, CONFLICT PREVENTION AND DEVELOPMENT	32
5.6.1 Peace Building and Mediation Mechanism	32
5.6.2 Conflict Resolution	32
5.7 PIA 7: COORDINATION, INSTITUTIONAL STRENGTHENING AND PARTNERSHIPS	33
5.7.1 Coordination and Platform Management	33
5.7.2 Institutional Strengthening and Capacity building	33
5.7.3 Enhancing Partnership	33
5.7.4 Resource Mobilization	35
5.7.5. Monitoring and Evaluation and Learning	35
5.8 PIA 8: HUMAN CAPITAL, GENDER AND SOCIAL DEVELOPMENT	36
5.8.1. Access to Health and Nutrition	36
5.8.2 Access to Education and Training	37
5.8.3 Promote Gender Equality, Women’s Empowerment and Social Inclusion	37
5.8.4 Productive Safety Nets	38
5.8.5 Migration and Displacement	39
6. IMPLEMENTATION AND INSTITUTIONAL ARRANGEMENTS AT THE NATIONAL AND REGIONAL LEVELS	40
6.1 The Common Programming Framework	40
6.1.1 The Medium Term Plan	40
6.1.2 The Coordination Mechanism	41
6.1.3 Division of Public and Private Sector roles in Contribution to the Programme	42
6.1.4 Existing Multi-stakeholder Platforms or Mechanisms for Ending Drought Emergencies	42
7. REGIONAL PRIORITIES	44
8. MONITORING, EVALUATION AND LEARNING (MEL)	45
9. CONCLUSION AND RECOMMENDATIONS	46
9.1 Conclusions	46
9.2 Recommendations	46
REFERENCES	47

# LIST OF ACRONYMS

<b>ASALs</b>	Arid and Semi-Arid Lands
<b>ASARECA</b>	Association for Strengthening Agricultural Research in Eastern and Central Africa
<b>AU</b>	African Union
<b>CAADP</b>	Comprehensive Africa Agriculture Development Programme
<b>CAMP</b>	Comprehensive Agriculture Master Plan
<b>CEWARN</b>	Conflict Early Warning and Response Mechanism
<b>COMESA</b>	Common Market for East and South Africa
<b>CPA</b>	Comprehensive Peace Agreement
<b>CPP</b>	Country Programming Paper
<b>CPF</b>	Common Programming Framework
<b>CSO</b>	Civil Society Organizations
<b>DP</b>	Development Partner
<b>DRR</b>	Disaster Risk Reduction
<b>EAAPP</b>	East African Agricultural Productivity Programme
<b>EAC</b>	East African Community
<b>EAGC</b>	East African Grain Council
<b>ECF</b>	East Coast Fever
<b>EDE</b>	End Drought Emergencies
<b>ESA-IOC</b>	Eastern and Southern Africa – Indian Ocean Commission Countries
<b>FAO</b>	Food and Agriculture Organization (United Nations)
<b>FSTS</b>	Food Security Technical Secretariat
<b>GDP</b>	Gross Domestic Product
<b>GoSS</b>	Government of South Sudan
<b>ICPAC</b>	IGAD Climate Prediction and Applications Centre
<b>IDDRSI</b>	IGAD Drought Disaster Resilience and Sustainability Initiative
<b>IGAD</b>	Inter-governmental Authority on Development
<b>JICA</b>	Japan International Cooperation Agency
<b>MAFCRD</b>	Ministry of Agriculture, Forestry, Cooperatives and Rural Development
<b>MEL</b>	Monitoring, Evaluation and Learning
<b>MENA</b>	Middle East and North Africa
<b>MT</b>	Metric Tonne
<b>MTDF</b>	Multi-Donor Trust Fund
<b>MTP</b>	Medium Term Plan
<b>NAPA</b>	National Adaptation Program of Action
<b>NBS</b>	National Bureau of Statistics
<b>NGO</b>	Non-governmental Organizations
<b>NHBS</b>	National Household Baseline Survey
<b>PFFS</b>	Pastoralist and Fisher-folk Field Schools
<b>PTD</b>	Participatory Technology Development
<b>RSSFSC</b>	Republic of South Sudan Food Security Council
<b>SCCS</b>	Savings and Credit Co-operative Society



<b>SSNDS</b>	South Sudan National Development Strategy
<b>SSRRC</b>	South Sudan Relief and Rehabilitation Commission
<b>SSP</b>	South Sudanese Pounds
<b>RSS</b>	Republic of South Sudan
<b>UNDP</b>	United Nations Development Program
<b>USAID</b>	United States Agency for International Development
<b>UN</b>	United Nations
<b>WFP</b>	World Food Program

# PREFACE

Droughts is an integral biophysical feature of the arid and semi-arid lands (ASALs) that predominate the landscapes of the IGAD region. The frequency and severity of droughts has increased over the last decades, and because of the insufficient and inappropriate investment, livelihood strategies of communities in the ASAL have been undermined, making them increasingly vulnerable to both acute and chronic food insecurity.

Following the drought of 2010-2011 in the Horn of Africa that affected 13 million people, causing loss of livelihoods, and famine in some areas, there was a call for new approach to addressing the recurrent drought crises in the region. Based on the widespread recognition that current trends and past experience dictate a new approach, Heads of State and Government of IGAD together with international development partners convened a Summit in Nairobi in September 2011 to discuss the drought crisis. The Joint Declaration from this summit called for reform of the emergency humanitarian response and for development assistance systems to enhance resilience and promote long-term solutions.

In response to the recurrent crises triggered by drought in the Horn of Africa region, and especially the effects of the 2011 drought that affected over 13 million people, Member States of IGAD agreed to develop a program to end drought emergencies. The IGAD Drought Disaster Resilience and Sustainability Initiative was launched and South Sudan, like all other IGAD countries, developed this Country Programming Paper (CPP). This CPP, which was developed through a consultative process, articulates South Sudan's 15-year strategy for ending drought emergencies and building resilient communities, outlining priorities, and a path for coordinated action and resource mobilisation.

The CPP Phase I document is reviewed and the process covers the implementation of the First Phase of the IDDRSI strategy (2013- 2017). The review focused on the identification of key issues as per the IDDRSI priority intervention areas (PIAs) that would enrich the CPP Phase (2) (2019-2024) document for South Sudan.

A National Technical Team (NTT) was formed in Juba, on 19th September, 2018. The NTT was established to identify, compile and conceptualise the issues through a broadly participatory process of consultations from experiences of South Sudan for refining the CPP and identification of strategic issues for regional programmes. The NTT membership was composed of technical staff representing the IDDRSI Line Government Agencies.

A Preliminary Validation Workshop on the Proposed Refinement of the IDDRSI Programming Frameworks was conducted in Juba, Juba Regency Hotel, on Thursday, 20<sup>th</sup> June, 2019. A National Validation Workshop on the IDDRSI Programming Frameworks was conducted in Juba, at the same venue, on the 5<sup>th</sup> August 2019.

**Hon. Josephine Napwon Cosmos**  
**Minister, Ministry of Environment and Forestry,**  
**Republic of South Sudan**

# ACKNOWLEDGEMENTS

A number of people and institutions need to be acknowledged for their involvement in the development of the South Sudan Country Programming Paper (CPP) phase (I) in 2012. The process was led by a Technical Committee chaired by Dr. Loro Leju Lugor and later John Obita Pangech, Director General and Director, respectively, of the then Ministry of Agriculture, Forestry, Cooperatives and Rural Development, South Sudan. Technical assistance for the development of the CPP was given by the Technical Consortium, comprised of FAO, International Livestock Research Institute (ILRI), IFPRI, ReSAKSS, AU-IBAR that was coordinated by ILRI. Overall technical backstopping was provided by FAO led by Benoist Veillerette, TCIN, FAO Investment Center, FAO Rome, with in-country support provided by Dr. Elijah Mukhala, Technical Office, and FAO South Sudan. The Ministry of Foreign Affairs and International Cooperation, especially Amb. Joseph Moum Majak was instrumental in the liaison between the country and regional activities.

I would like to further appreciate members of the National Technical Team who were very instrumentally involved in the refining of IDDRSI phase (I) of which the assessment focused on the identification of key issues as per the IDDRSI priority intervention areas (PIAs) that would enrich the CPP Phase (II) and Regional Programming Paper (RPP)(2019/2024) documents.

I further would like to commend the tireless efforts of the National Core Task Team of (6+1) who submitted observations and recommendations for the refinement of the IDDRSI Programming Frameworks to the Regional Core Task Team in Entebbe, Uganda in July, 2019 and they are: Mr. John Obita Pangech and Mr. Michaya Gamunde Nasona, Ministry of Agriculture and Food Security, Mr. William Olami Athil, IGAD PCPD- IDDRSI National Coordinator, Prof. Milton Melingasuk Lado, University of Juba, Mr. David Batali Oliver, Ministry of Environment and Forestry, Mr. Wol Gordon Tong, Ministry of Water Resources and Irrigation, Mr. Emmanuel Ladu Laku, Ministry of Gender, Child and Social Welfare.

A word of thanks goes to all who participated in the Preliminary and National Validation Workshops on the IDDRSI Programming Frameworks in Juba and Entebbe in June and August, 2019, respectively.

Not forgetting the IDDRSI Regional Core Task Team, made up of Dr. John P. Kabayo, Dr. Tesfaye Beshah, Ms. Christine Bukania and Dr. Solomon Munyua for their invaluable guidance and articulation during the process of refinement of the CPP and RPP.



**Mr. Joseph Africano Bartel**  
**Undersecretary, Ministry of Environment and Forestry,**  
**Republic of South Sudan**

# EXECUTIVE SUMMARY

In response to the recurrent crises triggered by drought in the Horn of Africa region, and especially the effects of the 2011 drought that affected over 13 million people, Member States of IGAD agreed to develop a program to end drought emergencies. The IGAD Drought Disaster Resilience and Sustainability Initiative was launched and South Sudan, like all other IGAD countries, developed this Country Programming Paper (CPP). This CPP, which was developed through a consultative process, articulates South Sudan's 15-year strategy for ending drought emergencies and building resilient communities, outlining priorities, and a path for coordinated action and resource mobilisation.

A key challenge in developing the CPP was the lack of long-term comprehensive data on drought and floods, and their impact in South Sudan. However, the 2009 National Household Baseline Survey showed that drought and floods are pervading shocks that affect over half of the population, with some areas more, notably the dry lands, more prone to climate shocks. Data also indicate their linkages between drought and broader poverty and food insecurity patterns, and there is evidence for interlocking vulnerabilities between drought and natural resource based conflicts.

To date, climate triggered crises have generally been subsumed under other crises, and the main response has been emergency interventions that are insufficient to address both the short and long-term effects of drought and floods. The strategic direction of the CPP is a two pronged integrated approach: first to break the cycles of emergency through instituting mechanisms for long-term resilience and secondly to realise the latent potential of the dry lands that are most affected. The CPP is therefore in alignment to the broader national thrust of moving the nation out of fragility through addressing both the emergency issues and the underlying causes that undergird vulnerability and perpetuate poverty.

Strategic interventions are outlined in the CPP under natural resource management, market access and trade, livelihood and basic service support, pastoral disaster risk management, research and knowledge management and peace building and conflict resolution. Some important areas are:

- Addressing the causes of structural natural resource based conflict and insecurity as an underlying expander of the impact of drought.
- Strengthening the livelihoods, coping and adaptive capacity of households and communities in drought and flood prone areas.
- Articulation and appropriate development of dry land/ arid and semi-arid areas with a focus on agro-pastoral and pastoral communities to dislocate structural causes of vulnerability to drought and vitalising the exchanges between drought prone areas and the national and regional economies that are important for resilience through market and road infrastructure and other appropriate investments.
- Delivering options that protect and or expand capacities including timely and appropriate humanitarian response, diversification and safety nets with a focus on vulnerable groups.

Given the trans-boundary and landscape nature of drought, regional priorities are also articulated. The priorities for the next five years are to be articulated in a Medium Term Plan that will also act as the instrument for resource mobilisation. The CPP also lays out the initial components of a Results Framework against the priority intervention areas, outlining the expected outputs and intermediate outcomes.

A multi-sectorial and multi-stakeholder approach is needed to bring an end to drought and flood related emergencies. In line with the partnership principles in the New Deal Compact for Fragile States that South Sudan signed with its development partners in December 2013 the CPP provides the basis for a Common Programming Framework, embeds leadership with government, coordinated action and mutual accountability among all stakeholders. The CPP therefore outlines a coordination mechanism that was developed through consultation and consensus building between government, development partners, civil society, private sector and other stakeholders. The coordination mechanism structure includes an Inter-Ministerial Steering Committee, a multi-stakeholder Technical Committee, and a multi-stakeholder Task Team. The Delivery of the CPP will be led by the Ministry of Environment and Forestry, and designated lead ministries and government agencies will coordinate technical stakeholders at the component level.

# 1. INTRODUCTION

Drought is an integral biophysical feature of the arid and semi-arid lands (ASALs) that predominate the landscapes of the IGAD region. The frequency and severity of droughts has increased over the last decades, and because of the insufficient and inappropriate investment, livelihoods strategies of communities in the ASAL have been undermined, making them increasingly vulnerable to both acute and chronic food insecurity.

Following the recent 2010-2011 drought in Horn of Africa that affected 13 million people, causing loss of livelihoods, and famine in some areas, there was a call for new approach to addressing the recurrent drought crises in the region. Based on the widespread recognition that current trends and past experience dictate a new approach, Heads of State and Government of IGAD together with international development partners convened a Summit in Nairobi in September 2011 to discuss the drought crisis. The Joint Declaration from this summit called for reform of the emergency humanitarian response and for development assistance systems to enhance resilience and promote long-term solutions.

The Heads of State and Government tasked the IGAD Secretariat to draw up a strategic plan to guide and harmonise programs to end drought emergencies in the region. This culminated in the formulation of the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI). Informed by the IDDRSI, each member state developed their Country Programming Paper (CPP) which is a 15-year strategy that identifies areas for intervention at both national and the regional level to sustainably build resilience to drought. This CPP will serve as a planning, coordination and resource mobilisation tool for projects and investments required to contribute to ending drought emergencies in South Sudan.

The revision of Phase I CPP of the Republic of South Sudan was conducted by a National Technical Team established in September 2018, which is highlighted below.

**Rationale of the Identification of Issues:** Identification of issues of the CPP was carried out within the framework of the strategic requirements of IDDRSI. The IDDRSI Strategy provides that a review of the progress in the implementation of the strategy will be undertaken at the end of implementation of each of the three 5-year phases. Since the initiative was launched in 2013, a review of the first phase (2013–2017), to assess the status of implementation and inform the future design and implementation of the initiative at all levels, was due. This review is an opportunity to re-design and refine program implementation, based on lessons learnt and knowledge of what works and what does not. The review, also, will capture recent changes in the region, ranging from forced displacement and mixed migration which require holistic approaches, building on existing frameworks and mechanisms to attain the desired remedies.

**Scope of the Identification of Issues:** This review covered the implementation of the First Phase of the IDDRSI strategy (2013-2017). The assessment focused on the identification of key issues as per the IDDRSI priority intervention areas (PIAs) that would enrich the CPP Phase (II) and RPP (2019/2024) documents for South Sudan and the Region.

**Main Objective of the Identification of Issues:** The main objective of the process was to identify key strategic issues through a broadly participatory process of consultations from the experiences of the Republic of South Sudan for consideration in refinement of the CPP and Regional Programming Paper (RPP).

Methodology of the Identification of Issues: A National Technical Team (NTT) to identify, compile and conceptualise the issues through a broadly participatory process of consultations from experiences of South Sudan for refining the CPP and the RPP, was formed in Juba, on 19th September, 2018. The NTT membership was composed of technical staff representing the IDDRSI Line Government Agencies. The National Core Task Team, derived from the NTT, submitted its observations and recommendations to the Regional Core Task Team for the refinement of the IDDRSI Programming Frameworks in Entebbe, in July, 2019.

Limitations of the Identification of Issues: The scope of the CPP Phase I was limited to the national level only. States, Counties and Payams were not covered due to instability and forced displacement of the population. The delay of disbursement of funds for operationalisation of the review process posed another challenge.

Identified Issues for Refinement of the CPP Phase 2: As planned, the NTT came up with a list of key strategic issues that were compiled through a broadly participatory process of consultations pertaining to the context and experiences of South Sudan for inclusion in refining the CPP and RPP. The compilation of issues was coordinated and executed by the six (6+1) selected Republic of South Sudan representatives who would present them at a regional meeting to discuss the refinement of the IDDRSI Programming Frameworks in Entebbe, Uganda, in July 2019.

## 2. REGIONAL, NATIONAL AND LOCAL CONTEXTS

### 2.1 Regional Contexts

Recurrent droughts and unpredictable rainfall patterns are characteristic features of the arid and semi-arid lands (ASALs) that comprise the Horn of Africa, where the eight (8) Member countries of Intergovernmental Authority on Development (IGAD) (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda) are located. The droughts have been increasing in severity and frequency over the years and their impacts are exacerbated by advancing desertification, land degradation, global warming and climate change phenomena. These harsh and worsening ecological circumstances have created conditions of chronic vulnerability in the Horn of Africa, with persistent food insecurity, widespread economic hardships and untold human suffering, affecting the pastoralist and agro-pastoralist communities that inhabit the ASALs.

IDDRSI is aimed at addressing the effects of drought and related shocks in the IGAD region in a sustainable and holistic manner. The strategy defines its vision, mission and overall goal, envisioning a region with communities free from vulnerabilities to drought emergencies. The strategy proposes operational and institutional implementation arrangements and a result based monitoring, evaluation and learning system to track the progress of projects activities in the implementation of the initiative.

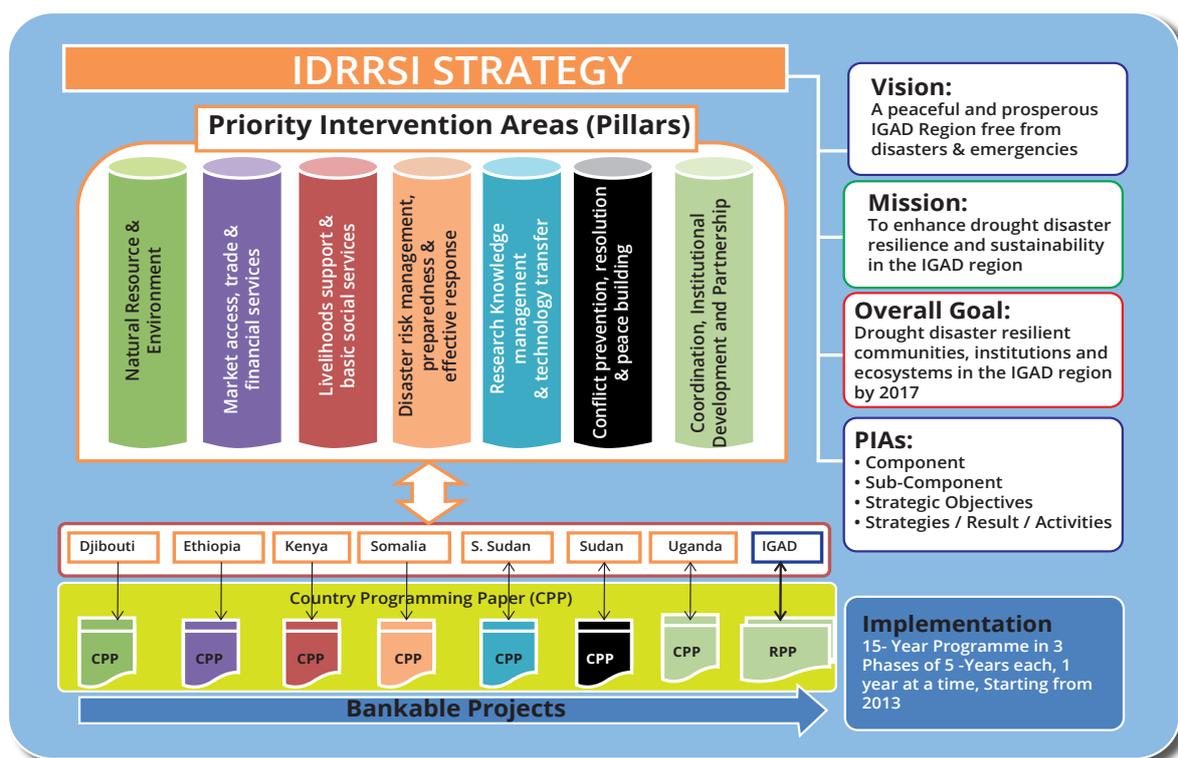


Figure 1: IDDRSI Strategy (2013-2017)

### 2.2 The Republic of South Sudan and Local Contexts

The Republic of South Sudan is bordered by Sudan to the north, Ethiopia to the east, and Kenya and Uganda and Democratic Republic of the Congo to the south and west, respectively. It covers an approximate area of 658, 000 sq. km (including Abyei) (Map 1 below).



Although South Sudan contributes very little to global greenhouse gas emissions and its development trajectory promises to focus on clean energy, it is highly vulnerable to the impacts of rising temperatures and increased rainfall variability due to climate change. Between the 1970s and the 2000s, the country's central and southern regions experienced one of the world's highest increases in temperatures (as much as 0.4°C per decade). By 2060, South Sudan overall will get warmer by about 1°C over and above 2020 values. This warming trend has already affected the country's rainfall patterns. Since the mid-1970s, its average precipitation declined between 10 to 20 per cent and the variability in the amount and timing of rainfall from year to year also increased. Average rainfall is expected to decline by 10-20 per cent for any observed warming of more than 1°C.

However, South Sudan's economy is still under-developed, fragile and dominated by oil revenues which in 2008, during the oil price boom, contributed to as much as 98% of public expenditure. Oil exports contributed as much as 70% of the GDP in 2010. The continued reliance on oil has meant a constricted economic base that is highly vulnerable to political instabilities and the volatilities of global oil and financial markets. The inability to harness the full potential of the economy is attributable to the effects of decades of political and economic marginalisation, and prolonged civil war, which resulted in the decimation of human resources and erosion of capacity, destruction of rural infrastructure and service delivery systems, and collapse of social and economic facilities including urban-rural market linkages. The transition from recovery to sustained economic growth requires resumption and leveraging of growth-producing and job-creating private investment (USAID 2009). Agriculture sector led growth presents the greatest opportunity for development and growth of the majority of the population as over 85% of the population is involved in this sector, and is rural based. Poverty is concentrated in the areas of South Sudan that are most drought prone. This poverty pattern indicates that there are broader structural issues of marginalisation and, development that drive vulnerability to drought, and perpetuate conflict for natural resources. Addressing the issues in these drought prone areas would therefore result in significant progress in stabilisation of livelihoods, reduction of poverty, economic integration and expansion of the national economic base as well as that of the region.

***Impact of recurrent droughts, in particular the 2010/11 drought on food and nutrition security and livestock:*** Data from the National Household Baseline Survey 2009 (NHBS) show drought and floods are pervading shocks in South Sudan with over half (56%) of the population affected. Drought and floods are the most common natural hazards in all zones other than the Greenbelt, with some zones more drought prone than others (Muchomba and Sharp 2007). Long-term data to provide a trend analysis on the drought patterns in South Sudan is lacking in literature. Areas affected by drought and flood are indicated in Map 2 and Map 3 below. In addition, a multiplicity of interlocking natural and man-made hazards which drive the crises situations in South Sudan make it challenging to delimit the scope, effects and impacts directly attributable to drought alone. Conflict is the most damaging hazard for livelihoods and basic food security in South Sudan (Muchomba and Sharp 2007), poorly managed response to drought and to the needs of livelihoods in drought prone areas contributes significantly to the proliferation of structural natural resource based conflict, insecurity and instability.

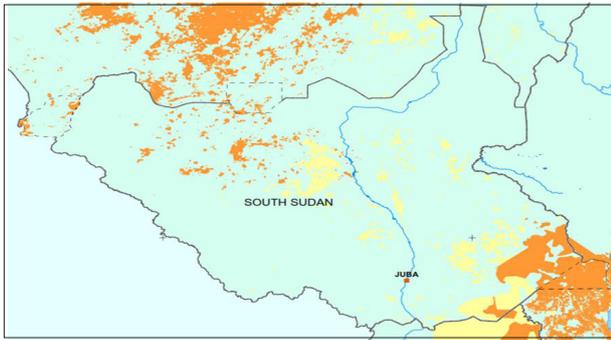


Figure 3: Areas in South Sudan that are most drought prone  
 Source: IGAD. 2013. *Drought Risk Map: IGAD Hazard Maps and Atlas Review of other trends in relation to drought.*

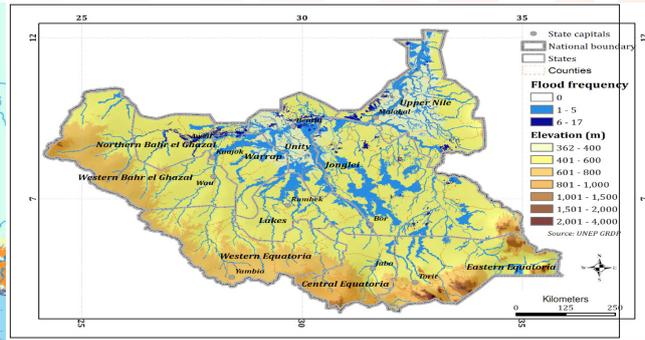


Figure 4: Map showing Flood risk areas and frequency in South Sudan

The impacts of global climate change and natural hazards are conspiring with a number of socio-economic drivers to form a complex dynamic of causes contributing to environmental change in South Sudan. The proliferation of small arms and light weapons, the politicisation of ethnicity, a legacy of weak property rights, the lack of economic diversification and over-reliance on oil are other important contributing drivers.

South Sudan is highly shock-prone. The range of different shocks correlate with those of the wider region, yet indicate a country with unique sociocultural, political, economic and ecological character. Key shocks identified here include insecurity and violence including the December 2013 and July 2016 violent conflicts, economic crisis and high food prices, and natural shocks such as floods, drought, animal and crop diseases. The root causes of the violent political conflict include, among others, a fragile political settlement compounded by often-violent local competition over natural resources and widespread unemployment of youth who comprise 70 per cent of the population. Cattle raiding is another form of violent insecurity. It has a long history in pastoralist South Sudan, but the proliferation of small arms and lights weapons (SALWs) in recent years and increased ethnic and social tensions has led to raids becoming more violent and deadly. In many parts of the country, cattle are the only path to marriage. The bride price is typically 20 to 40 animals, each worth up to \$500. A girl who is perceived as beautiful, fertile and of high social rank can fetch as many as 200 cattle. This is a significant incentive for young men to raid livestock. Cattle raiding is a common occurrence and stolen animals are a source of meat, milk and dowry. These raids exacerbate existing conflicts. According to some estimates, more than 5,000 civilians have been killed in cattle raids since South Sudan gained independence in 2011.

**The link between drought and broader poverty and food insecurity patterns:** The highest levels of poverty are found in the most drought prone areas of South Sudan. Poverty is concentrated along the northern Sudano-Sahelian dry, sub-humid and semi-arid belt that stretches across Northern Bahr el Ghazal, where 75.6% of the population lives below the poverty line, Unity (68.4%), and Warrap (64.2%). Other areas of significant concentration of poverty include Lakes State (48.3%) and Eastern Equatoria (49%) and Jonglei (48.3%), the latter two states being the most arid and most drought prone in the country. In terms of food insecurity, in 2011 the five states that were most severely affected were the drought prone states of Eastern Equatoria, Warrap, Northern Bahr el Ghazal, Lakes and Jonglei.

**Vulnerability to drought at the household level and along gender lines:** NHBS data show that 65% of the population in the poorest quintile was more adversely affected by drought or floods compared to 44% in the richest quintile. Over half of the population (55.4%) lives below the national consumption poverty line. Poverty is concentrated among female-headed households which represent 28.6% of all households, with 57% of the population living in female-headed households living below the national consumption poverty line, compared to 48% of male-headed households.

**The interlocking vulnerabilities between droughts, natural resource based conflict, and food insecurity:** Broad overlaying of poverty maps with annual migration routes and a conflict map showed that conflicts over scarce natural resources were major drivers of crises (Figure 2). The conflicts ensued as livestock were migrated in search of pasture and water, a traditional coping mechanism during the annual dry seasons and exacerbated by drought (Figure 3). Displacement, loss of human lives, livestock and other assets disrupt seasonal activities and prevented normal coping activities.

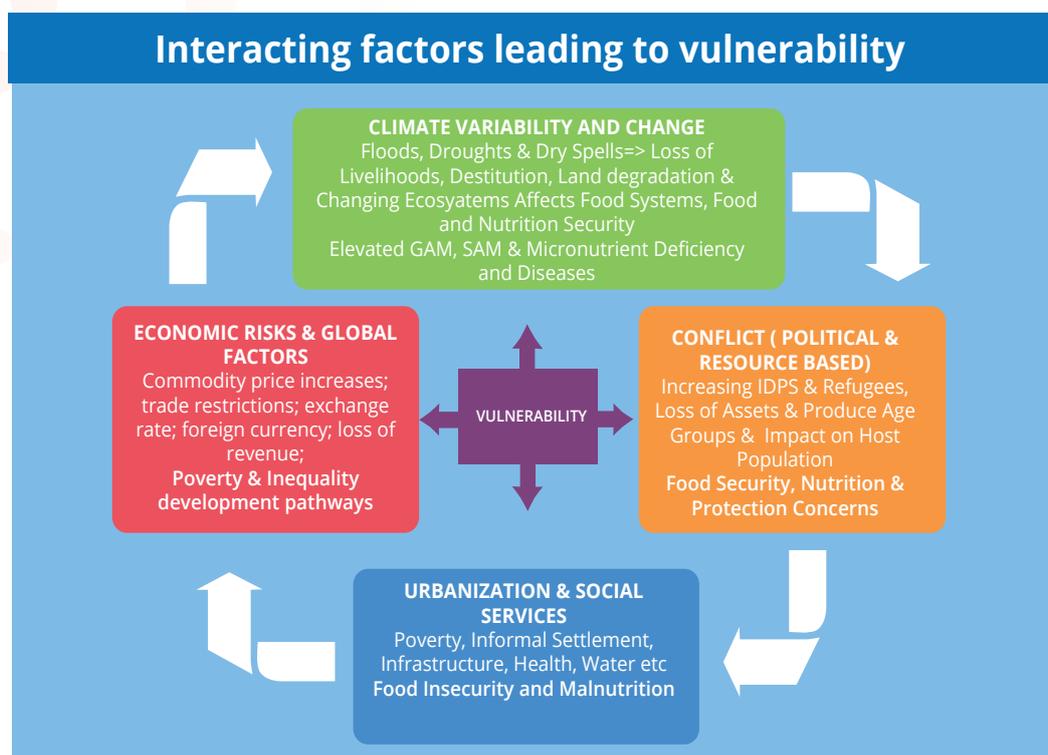


Figure 5: Drivers of vulnerability

**Drought and socio-economic/ trade relations:** Drought also results in an increased need to trade livestock often in situations where there are poor terms of trade in relation to grain, further weakening livestock economies. Poor rural infrastructure, insecurity, multiple taxation and non-tariff barriers across the country serve to increase the costs of marketing of livestock and hinder movement and distribution of grain.

**Natural, human, social and economic features of the drylands and ASALs of South Sudan:**

While droughts and floods have a national character, being the most common natural hazard experienced in all zones other than the Greenbelt, some zones are more drought prone. Approximately 15-20% of South Sudan is drylands and ASALs and these are more affected by the vagaries of climate. To the north of the country is a Sudano-Sahelian sub-humid, semi-arid belt that runs through the Western and Eastern Flood Plain livelihood zones that receive on average 400 mm rainfall annually, with dry seasons characterised by pronounced unavailability of water. (Muchomba and Sharp (2007) presented a comprehensive description of livelihood zones from which descriptions are extracted).

**The Arid/Pastoral Zone** which covers parts of Jonglei and Eastern Equatoria states is the driest zone in South Sudan, receiving less than 200 mm of rain annually: Here drought is the norm for a

zone with both low and highly variable rainfall (Muchomba and Sharp 2007; Technical Consortium 2012a). This zone is dominated by nomadic pastoralists for whom livestock is the principal physical capital, sold or bartered for grain and other essentials. There is still a dependency on wild foods and livestock products, with minimal crop production restricted to low land catchment areas. Migration, within South Sudan and trans-boundary areas in search of water and pasture is a necessity. Conflict and cattle raiding are common in this area. Social networks are strong and utilised to spread risk. Recent growing settlement, partly due to relief interventions, has led to overgrazing and degradation of fragile environments. Due to erratic weather and more frequent (and more severe) floods and droughts there is an upsurge in the prevalence of vector-borne diseases such as East Coast Fever. Community-based animal health services exist, but are inadequate. Both formal and informal markets exist, and include cross-border markets in Kenya, and Ethiopia. Conflicts and livestock diseases constitute major shocks in this zone.

**The Western Flood Plains** where both drought and floods are common, is the most densely populated livelihood zone, with 40% of the population. It includes parts of Northern Bahr el Ghazal, Warrap (Tonji County), and Lakes. Agro-pastoralism, dependent on seasonal migration dominates the traditional economy, with land and cattle the main physical and capital assets. But due to disruption of markets during the conflicts, diversification into crop production is evident but is affected by drought and flooding. This area was greatly affected by the war, and kinship structures that were the main form of social capital were largely eroded weakening capacity for resilience. Infrastructure including roads and markets are in poor condition and there is lack of financial institutions. Inter-clan and inter-ethnic clashes are common risks: poor households especially in the northern parts of this zone are more vulnerable to droughts and floods due to the shrinkage of their survival options as a result of conflict. Many households are fragmented, and headed by women as a result of extended conflict and war.

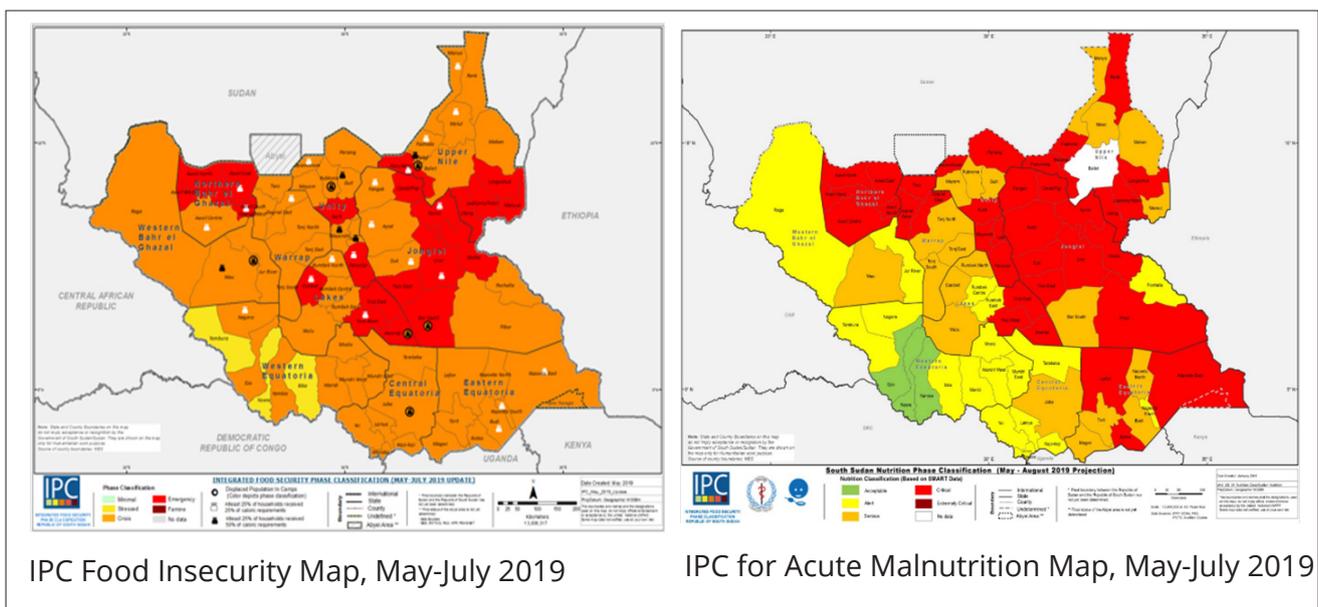
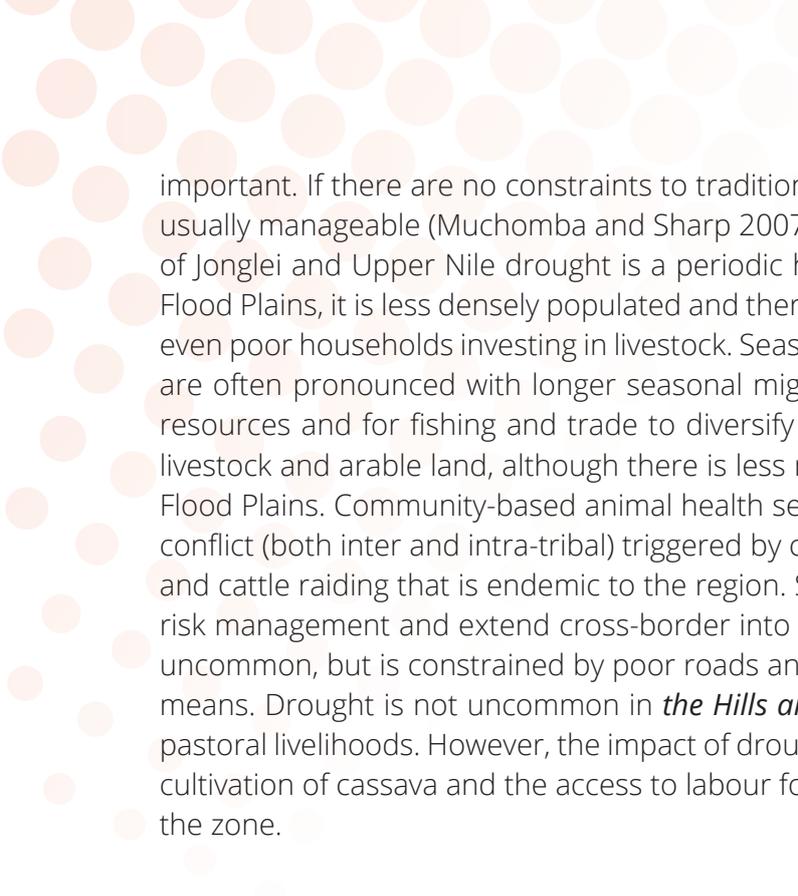


Figure 6: Food insecurity and nutrition maps covering the projection period of May to July 2019.

**Three other zones are affected by drought:** *The Ironstone Plateau Zone* where droughts and floods are frequent hazards that manifest as acute hazards when experienced in successive years. Despite the zone’s agricultural potential, crop production is affected by drought due to the low water retention capacity of soils rich in ironstone. Exchanges and trade with the neighbouring Greenbelt Zone are



important. If there are no constraints to traditional coping mechanisms, the impact of drought is usually manageable (Muchomba and Sharp 2007). In the *Eastern Flood Plains*, which covers parts of Jonglei and Upper Nile drought is a periodic hazard. While the zone is similar to the Western Flood Plains, it is less densely populated and there is greater spectrum of pastoral livelihoods with even poor households investing in livestock. Seasonal fluctuations in water and pasture availability are often pronounced with longer seasonal migrations a necessity to access water and grazing resources and for fishing and trade to diversify livelihoods. The predominant physical capital is livestock and arable land, although there is less reliance on crop production than in the Western Flood Plains. Community-based animal health services exist but are inadequate and hindered by conflict (both inter and intra-tribal) triggered by competition for resources during the dry season, and cattle raiding that is endemic to the region. Social and kinship networks are strong means of risk management and extend cross-border into Ethiopia. Cross-border trade into Ethiopia is not uncommon, but is constrained by poor roads and other infrastructure and inadequate transport means. Drought is not uncommon in *the Hills and Mountains Zone* which is dominated by agro-pastoral livelihoods. However, the impact of drought on food security is mitigated by the extensive cultivation of cassava and the access to labour for cash or food especially in the western areas of the zone.

### 3. RATIONALE AND OBJECTIVE OF THE COUNTRY PROGRAMMING PAPER

**Recognition that emergency interventions are not enough:** South Sudan's food assistance requirements remain high reflecting the perennial number of emergencies including those related to drought. The monthly load stands at 816,000 beneficiaries approximately 9.8% of the population. FAO/WFP estimate that at the peak of drought and other crises, the numbers rise to 2.7million persons out a population of 8.3 million. An FAO/GoSS 2011 survey showed that the drought prone states have the highest incidence of chronic food insecurity i.e., Warrap, Jongolei, and North Bahr el Ghazal. Conversely, other than Western Equatoria (the most food sufficient state), these three states had the lowest percentage of their food insecure persons receiving food aid i.e., only 14.8%, 9.2% and 14%, respectively. This highlights drought and other related vulnerabilities as drivers of chronic food insecurity. This means that while in actual numbers more people in the areas of prevalence of chronic food security received food assistance; it was insufficient to reach the majority of the affected.

Concerned by the severity and frequency of drought disaster emergencies in the region; and seeking to urgently address this problem in a sustainable manner, the Heads of State and Government of IGAD and East Africa Community (EAC) Member States and international development partners convened a Summit in Nairobi in September 2011 to discuss the drought crisis. In a decision founded in a spirit of political commitment and collective responsibility, the Nairobi Summit resolved to embark on a Drought Disaster Resilience and Sustainability Initiative.

**There are wider macro level ramifications:** Food to meet the deficits in the country is largely imported from the region as food aid, government purchase or commercial importation accounting for nearly half (43%) of all imports, equivalent to 12% of South Sudan's GDP. Given the cost of food and other humanitarian assistance, this suggests that the issues related to drought cannot be addressed through mainly humanitarian action. Longer term resilience and development actions are needed that address the underlying causes.

**Expected objective of the South Sudan Country Programming Paper:** This Country Programming Paper outlines national priorities for strategic interventions to undergird deliberate action and efforts to end drought emergencies in South Sudan. The medium and long-term vision is that of resilient, productive, environmentally sustainable livelihoods, households and communities in drought prone areas and integration of dryland and arid and semi-arid (ASAL) areas in the wider economy, in a context of peace, stability and prosperity. The goal is to break the cycle of emergency (food crisis and emergency, erosion of coping capacities, the decimation of livelihoods, incessant natural resource based conflict), and structural poverty that has characterised areas recurrently affected by drought, while realising the latent potential of the drylands and ASALs to improve livelihoods, food and nutrition security and incomes, and foster economic growth and stability. This will be achieved by providing integrated support for strengthening resilience in all drought prone areas, enhancing dryland and ASAL livelihoods, developing their access to social services, improving productivity and links across the economy recognising the wider exchanges that are important to the functionality of the economies of drought prone areas. This will encompass both physical and social connectivity; and involve the necessity to ensure that all proposed activities are nutrition sensitive, i.e. that they contribute to improved nutritional status of the population, which is the ultimate goal of the programme.

***The overall goal will be supported by two more explicit objectives:***

- (i) To institute well-coordinated and effective mechanisms for enhanced and timely response to drought and other climate driven disasters.
- (ii) To develop strategies and investments that support growth, resilience, sustainability and integration of core natural resource based livelihoods in drought prone areas and diversification into other livelihood options.

These objectives are in alignment with the South Sudan National Development Strategy (SSNDS) (2018/2021) that is guided by the following principles: Peace, Security and Rule of Law, Democracy and Good Governance, Socio-economic Development and International Compacts and Partnership. The strategic objective of SSNDS is to consolidate peace and stabilise the economy. The SSNDS, while anchored in local needs, perspectives and realities, draws inspiration from the South Sudan Vision 2040, the Revitalised Agreement on Resolution of Conflict in the Republic of South Sudan (R-ARISS-September 2018), the National Dialogue for Peace and Reconciliation, the African Agenda 2063 (CAADP, AU Policy Framework for Pastoralism in Africa 2011, the AU Land Policy) and the 2030 Sustainable Development (17) Goals Agenda that is a blue print to end poverty, protect the planet, and ensure prosperity for all. The IDDRSI Strategy is also in alignment with the Comprehensive Agriculture Master Plan and its sub-plan, the Irrigation Development Master Plan (IDMP) (2015-2040). These objectives are also in alignment to the direction that the Ministry of Humanitarian Affairs and Disaster Management plans to take in development of its policies and strategies, a focus on disaster risk reduction (DRR). These objectives are also aligned to the UN Development Assistance Framework for South Sudan.

***Combined approach for humanitarian and development interventions:*** Emergency interventions are critical for meeting the immediate needs of vulnerable populations and humanitarian assistance will continue to be necessary for the foreseeable future in South Sudan. However, much more is needed to address the underlying factors driving crises, especially in the light of recurrent drought incidences and the fact that over half of the population is affected. Currently, the humanitarian agenda predominates with the funding outlay of the leading agencies in the humanitarian sector far larger than the budgets of the productive sectors put together.

Development Partners provide significant support to the 2012/13 South Sudan Budget with DP contribution rising from 46% to 67% of the total Economic Pillar, and about 77% of the core agricultural sectors within the Natural Resources Sector under the Economic Pillar. Most of the external aid to the Natural Sector is short term.

While this scenario is not unexpected for a post-conflict economy, it undergirds debates and mixed positions on a number of issues: A fundamental question is the readiness of the country to shift out of emergency and humanitarian response to recovery and development. There are arguments for a double track of emergency response that protects both lives and ensures food security in protracted or sudden onset crises situations, and resilience programming that restores livelihoods, mitigates causes and strengthens capacity for responding to future shocks (FAO 2012). This approach would progressively institute resilience and ensure dividends from emergency interventions. Currently, there is no clearly articulated framework for moving from humanitarian to development approaches.

Due to emergencies and precarious situations from 2013 through 2018, the development partners had to revert to emergency and humanitarian focus. The political instability in the country, further, aggravated the situation. Although there were measures to protect the agricultural sector, in terms of quality of public sector investments, the insecurity and violent conflict could potentially have detrimental effects as areas critical to the resilience of marginal small holder farmers, pastoralists and agro-pastoralists, and to their capacity to produce surplus for market and export, officially remained unfunded. These include food security, agricultural extension services, promotion of marketing, livestock disease sero-surveillance, procurement of drugs and vaccines, mobilisation and organization of farmer groups, access to credit, development of a land policy and interventions to better understand and resolve natural resource based conflicts.

## 4. OPPORTUNITIES AND CHALLENGES FOR THE COUNTRY PROGRAMMING PAPER

### 4.1 Opportunities

**Potential for enhanced resilience, diversified livelihoods, improved food and nutrition security, marketing opportunities:** The Comprehensive Agriculture Master Plan (CAMP) and its sub-plan, the IDMP (2015-2040) are the entry point for addressing drought related issues within a development framework for South Sudan. The National Agriculture and Livestock Extension Policy (NALEP) provides direction for the management and organization of an extension system with both public and private extension service providers. NALEP offers guidance for service providers and other stakeholders on matters of standards, approaches, implementation mechanisms and on how to strengthen coordination among all actors. The implementation of CAMP, IDMP and NALEP will move the country from addressing the immediate needs of food security to agriculture sector led economic growth. These and other policy processes are opportunities for addressing drought resilience in South Sudan.

**Opportunity to articulate, consolidate and develop the potential of latent resources and diversify livelihoods:** The potentials of South Sudan's natural resources, livelihood and production systems are untapped for both national and regional needs. The learning from history and from other countries in the region can be used to better inform, elaborate and articulate this potential for households, communities, region, the country and the Greater Horn of Africa region. This presents an immense opportunity for consolidation and diversification of livelihoods to better manage shocks including drought and climate variability. In the ASALs, the combination of improvement of pastoralism and of diversification of livelihoods offers great potential if the right mix of support in improved skills, market access and connectivity is provided.

**Decentralisation:** To achieve expedite growth that penetrates the rural sector and addresses geographical inequalities, South Sudan has a Federal system of decentralised government which emphasises self-determination, empowerment and participatory inclusion. This is particularly important for ASAL and drought prone areas whose development based on pastoral and agro-pastoral systems has been marginalised.

**Unmet demand in domestic and regional markets offer opportunity for market integration critical to the economic exchanges important to functionality and resilience of drought prone communities:** Markets are important mediums for the economic exchanges that ensure household survival and resilience to drought. Grain and livestock are sold or bartered to purchase essentials, and in the case of livestock to recover some value for animals at risk. Markets are also a major source of livestock for restocking. Unmet domestic and regional demand offer considerable opportunity for increased market and trade integration that would support enhanced resilience. Regional integration in the COMESA and EAC region has resulted in a 49% growth of intra-regional trade between 2008 and 2011 with a concomitant tripling of investments, but still accounts for only 10-13% of agricultural commodities. In 2010 South Sudan's five neighbours i.e., Sudan, Central Africa Republic, Democratic Republic of Congo, Ethiopia, Kenya and Uganda collectively imported more than US\$ 44.5 billion worth of food and agricultural products. This denotes a great regional market opportunity. The demand by domestic markets for livestock is growing rapidly driven by high population growth rates, in-migrating returnee populations, high urbanisation rates (MARF and SNV 2011) and rapidly increasing incomes due to growth of the public sector, and presence of Development Partner and NGO funding, and growth of small

businesses. Trade of livestock on the hoof to supply the region, Middle East and North Africa (MENA) is worth billions of dollars annually providing a ready market for South Sudan livestock. Currently there is a 40% deficit for grain in the country, which together with 15% of the domestic demand for livestock are met by imports, largely from within the IGAD region.

What institutional, technical and policy constraints are faced in having greater impact of ongoing interventions? Reasons for past difficulties/ failures.

At the nexus of drought related crises in South Sudan are structural constraints stemming from a conjunction of factors including reliance on ineffective and low output technologies, lost productivity due to incessant conflict, weak institutions, lack of and inadequate policy, legislative and regulatory frameworks, the poor state of infrastructure especially markets and roads. Most markets are buyers' markets, and even the penetration of primary markets is poor, with for example each primary livestock market covering an estimated 5000 sq km, requiring a 2-3-day trek for many producers, a significant disincentive for commercial off-take.

In South Sudan ostensibly drought resilience is subsumed under broader emergency/ disaster and development agendas, and there are no specific country policies, strategies and plans dedicated to support the development of the ASAL. Food and Nutrition Security is integrated into broad and sector policies and strategies, with only limited discourse and fragmented interventions related to drought rather than a comprehensive approach. The South Sudan National Development Strategy (SSNDS) (2018/2021) will guide investments in agriculture, livestock, petroleum, security sector reform and basic services to ensure food security and improve livelihoods and income generation for the people of South Sudan, through sustainable use of natural resources and land management. The SSNDS is explicit on the call for improving preparedness for, and effective response to food and agricultural threats and emergencies.

At the national level, the most significant adaptation goals are set out in the National Adaptation Plan of Action (NAPA) for South Sudan. Under the United Nations Framework Convention on Climate Change, NAPA provides "a process for Least Developed Countries to identify priority activities that respond to their urgent and immediate needs to adapt to climate change- those for which further delay would increase vulnerability and/or costs at a later stage" (UNFCCC, 2014a). South Sudan's NAPA specifies five priority activities (referred to as Priority Adaptation Projects) for effective climate change adaptation across the five identified priority thematic areas, namely: i) Environment; ii) Water Resources; iii) Agriculture; iv) Disaster Risk Reduction; and v) Policy and Institutional Framework (RSS; UNEP; GEF, 2016).

Food assistance for assets (FFA) is one of the WFP's key initiatives aimed at addressing the most vulnerable people's immediate food needs while improving communities' long-term food security and resilience. By helping communities to enhance the use and management of their own resources, WFP is supporting a shift away from reliance on humanitarian assistance to achieve more sustainable food security. In South Sudan, WFP is supporting nearly 500,000 people through FFA activities.

**Synergies with other existing interventions/ programmes / projects:** In the country, there are a number of initiatives that the South Sudan CPP should synergise with New Partnership for Africa's Development (NEPAD) is assisting South Sudan develop its Comprehensive Africa Agriculture Development Program (CAADP) under the South Sudan National Development Strategy (SSNDS). The process will deliver a National Agriculture, Food and Security Investment Plan and a CAADP Compact. The CPP should also synergise with the development of the IGAD

regional CAADP. GoSS, facilitated by JICA has developed a CAMP and an IDMP, both of which the CPP should inform.

At regional level important initiatives for the CPP to link into include the Nile Basin Initiative, and Conflict Early Warning and Response Mechanism (CEWARN) under IGAD that implements initiatives to reduce resource based conflicts.

The East African Grain Council (EAGC) which brings together key players in production, trade and processing of grain across nine countries including South Sudan plays an important role in the Warehouse Receipting System, in Market Intelligence Systems, evidence based policy advocacy for an enabling policy environment, organising small scale farmers with capacity to aggregate volumes of grain, institutionalisation and harmonisation of grades and standards, and capacitation and enforcing adherence to contracts and rules of trade.

The CPP should promote greater links to the IGAD Climate Prediction and Applications Centre (ICPAC) to build national meteorological capacity. In relation to developing livestock resources, South Sudan is seeking to strengthen collaboration with OIE, FAO, Codex, and AU-IBAR, and will benefit from a regional approach in building these relationships. IGAD/FAO are supporting fish trade strategy development and the harmonisation of regional policy, and South Sudan would benefit from SMARTFISH, a newly launched project (October 2011) targeting 19 ESA-IOC (Eastern and Southern Africa – Indian Ocean Commission Countries) that focuses on developing fish trade strategies for Member States.

South Sudan would benefit from the East African Agricultural Productivity Programme (EAAPP), a World Bank funded project, coordinated by ASARECA. It also has financing and resource mobilisation and allocation mechanisms that have doubled the resources for joint research, dissemination and training in the region. EAAPP was designed to complement ASARECA's activities by scaling up investments at country level that are in line with the regional approach and have the capacity to generate both national and regional benefits.

## 4.2 Challenges

### **Key constraints and challenges include: Political Instability and Incessant Conflict:**

South Sudan is in a fragile post-conflict situation and the continued instability and inter and intra-ethnic and natural resource based conflict hamper and disrupt production and investment. In the drought prone dryland and ASAL areas peace building approaches are needed that address structural natural resource based conflict. These approaches should stimulate the social, political and economic regeneration of communities that have lived in protracted conditions of poverty, and unresolved resource scarcity due to marginalisation and lack of appropriate investment. This addresses the underlying root causes of the conflict that externally driven technical fixes in the form of disarmament, law and order programs, reconstruction projects, refugee returns and elections cannot adequately address. This requires long-term initiatives that are integral to the affected communities and that draw on both external and local resources to underpin transformative and lasting recovery, and self-reliance in dealing with conflict.

**Low Investment in Agricultural Development:** Nation building takes pre-eminence with the SSNDS focused on ensuring a united and peaceful new nation and building of strong foundations for good governance as prerequisites for economic prosperity. Poor public investments in the agricultural sector undermine agricultural development hindering provision of key services, and implementation of policies especially in the rural areas.

**Lack of a strategic and coherent policy and institutional framework for disaster management including resilience to guide all relevant sector and stakeholder actors:**

This leads to ad hoc reactive interventions that ultimately undermine resilience with often fragmented and uncoordinated approaches that do not rationalise utilisation of resources and constrain holistic and timely response. However, there is an opportunity for improvement with the approval by the Social Sector and Council of Ministers and implementation of a policy framework for disaster management by the Ministry of Humanitarian Affairs and Disaster Management.

**Lack of evidence based information to base decision making for drought resilience:** The currently data and information are based on institutions related to emergencies and humanitarian aid. Disarticulated dryland and ASAL economies and resources: The potential of the drought prone areas has not been clearly articulated. These areas are different from the higher rainfall areas but also have substantial economic and livelihoods potentials related to their specific agro-ecology, immense livestock assets, social and community fabric, fauna and flora biodiversity, as well the proximity to other countries for trans-boundary and regional trade. Because of the long-term marginalisation, drylands and ASALs also have specific needs in terms of social and economic infrastructure to improve access to social services and markets critical to their economic functionality.

**Lack of human resource and technical capacity to support and implement interventions related to reduction of drought emergencies, and weak institutional arrangements and capacities:** At central government, state, county, and sub-state level, key constraints include inadequate dialogue on drought related emergencies, which are generally subsumed under other crises. There is poor coordination of actors and initiatives related to addressing drought in part due to low government capacity. **Lack of a dedicated budget and financing strategy:** Drought is a slow onset and fairly predictable phenomenon and not sudden crises. There are challenges in recognising and responding to the phases as the drought progresses and when a crisis stage has been reached funding has been ad hoc. There should be funding to manage the risk, and dedicated contingency funding to avert the crisis.

**Lack of Research/ inadequate extension and denigration of indigenous knowledge systems:** There is inadequate attention to the development of agricultural packages/technical solutions for resource poor farmers, pastoralists, agro-pastoralists and fisher-folk and inadequate understanding and harnessing of indigenous knowledge, skills and coping mechanisms. Basically, investment in research and technology generation are the most effective investments for increasing production and productivity.

## 5. PRIORITY INTERVENTION AREAS

South Sudan has made progress since the signing of the CPA in 2005, but there are still significant gaps in public sector investment in terms of policy, legislative and regulatory frameworks, institutional and human resource capacity, and infrastructure development.

**The alignment to the SSNDS Economic Sector Objective of diversified private sector-led economic growth and sustainable development which improves livelihoods and reduces poverty.** This will feed into the SSNDS Natural Resources Sector objective that seeks to ensure of food security and improve livelihoods and income generation for the people of South Sudan through sustainable use of natural resources and land management. It will also contribute to the SSNDS call for improving preparedness for, and effective response to food and agricultural threats and emergencies. The SSNDS stresses the overarching imperative of maintaining peace and security as the necessary foundation for development and progress. The strategy focuses on building the strong institutions required to promote a transparent and accountable state, and improving capacity at all levels of government to manage natural resources and public revenues and deliver public goods. The strategy also emphasises the importance of delivering basic services and promoting private sector-led economic growth as ways of reducing poverty.

**The Country Expected Impact of Enhanced resilience, integration and economic contribution of drought prone communities in South Sudan will focus on the Eight Priority intervention areas which are as follows:**

### 5.1 PIA1: NATURAL RESOURCES AND ENVIRONMENTAL MANAGEMENT

**Strategic Objective: To Enhance Drought Prone Communities Access to the Sustainably Managed Natural Resources.**

#### 5.1.1 Water Resources Development and Management

In South Sudan, data and information on water resource potential and the coverage of water resources assessment are limited and inadequate often characterised by irregular data collection. The effort was uncoordinated with inadequate institutional arrangement that has led to inefficiency and data gaps. There is also low level of assessment facilities to conduct the needed assessment activities. The information data of the water resources of the nation need to be developed in several stages including basic data collection, their validation and stocking, their processing and analysing, and the diffusion of information obtained on water situation. Therefore, it is mandatory to provide a set of actions to reinforce the existing situation of the knowledge base of the water resources of South Sudan.

**Expected Outcome: Water resources are managed sustainably and equitable access is ensured**

Without proper water management, stock would be limited to areas close to permanent sources of water throughout the dry season, and large areas of grassland would not be useable for livestock production.

Even if rules for water use and grazing management are drawn up, it is difficult to enforce them, especially in times of stress. Concentration of stock around permanent water points is given as a cause of pasture degradation in many of the studies – in both commercial and traditional systems.

## Strategic Interventions:

1. Strengthening policy, legislative and regulatory frameworks, and strategy for water development in the dry lands/ ASAL areas especially for livestock.
2. Reduce competition over scarce water resources through more efficient irrigation systems, drought resistant crops and public awareness campaigns.
3. Enhance the institutional and human resources capacity for Water Resources management as well as key stakeholders to undertake tasks and strengthen the active involvement of the country in trans-boundary water issues.
4. Enhance the institutional and human resources capacity of Water Resources management and other key stakeholders to undertake tasks and strengthen the active involvement of the country in trans-boundary water issues.
5. Increase the supply of water through water harvesting and sustainable infrastructure investments.
6. Improve water governance by addressing the inequitable access to water for vulnerable groups including women, supporting the community management of water and building capacity to resolve disputes.
7. Prepare for the impact of climate and other human-driven changes that may impact South Sudan's water security.
8. Increase the supply of water through water harvesting and infrastructure investments.
9. Improve water governance by addressing the inequitable access to water for marginalised groups (including women), reducing corruption in the sector, supporting the community management of water and building capacity to resolve disputes.
10. Prepare for the impact of climate and other human-driven change that will impact South Sudan's water security.
11. Improve trans-boundary water management by active participation in the Nile Basin Initiative (NBI) programs, including representation in the NBI Technical Advisory Committee and capacity building for effective management and utilisation of trans-boundary waters. Whereas, the country is facing lack of research to give a detailed assessment of its needs and priorities with regard to the development of trans-boundary water resources.

### 5.1.2 Rangeland Management and Pasture Development

Rangelands comprise almost one-half of all the lands in the country. They are extremely important to society for the goods and services they produce and for the ecological services they provide. The dedicated to the conservation and sustainable management of rangelands for the benefit of current societies and for future generations.

#### **Expected Outcome: Rangelands and pasture under-sustainable management are increased**

Management of rangelands for sustainable development remains one of the major challenges facing researchers, policy analysts and development agencies in Africa. South Sudan is not exceptional to this challenge. Much of the problem stems from the ecological and climatic characteristics of rangelands, coupled with the urge to transform socio-economic institutions governing rangelands under pastoralism to equate them with institutions governing other farming systems. Poverty

coupled with the ever increasing human demands due to population growth has contributed to poor farming practices leading to degradation of soils.

### **Strategic Interventions:**

1. Strengthening policy, legislative and regulatory framework for land use planning.
2. Develop rangeland management policy and legislative and regulatory framework.
3. A framework for trans-boundary harmonisation of land use planning and rangeland management.
4. Improve land husbandry practices, for sustainability of rangelands.
5. Promote responsible rangeland management and enhance understanding of the importance of the survival of pastoralism as a livelihood among non-pastoral groups.
6. Engage in dialogue and build peace among the users of communal grazing lands to achieve its sustainable use.
7. Prepare for and manage the growing demand for land. Rapid population growth, returning refugees, and environmental degradation are simultaneously constraining the amount of productive land available and increasing competition over land both in rural areas (for livestock and agriculture) and in urban centres (for resettlement).
8. Establish the structures to resolve land disputes, which are inhibiting development and undermining healthy community relations.
9. Reduce encroachment of agricultural activities, oil exploration, wildlife parks and mineral prospecting onto the rangelands forcing pastoralists to move away.



Figure 7: Increased investment is needed to enhance availability of water for production and humans

### **5.1.3 Securing Equitable Access to Natural Resources**

In the rural areas of many developing countries, natural resources are an important source of food, both through direct consumption and through providing the basis for income generating activities (e.g. cash crops, forest products) that enable people to purchase food. Because of this, measures to improve access to resources are an important element of strategies for the progressive realisation of the right to food.

## **Expected Outcome: Secured equitable access to sustainably managed, strategically enhanced key natural resources.**

In more recent years, human rights arguments and efforts to improve access to resources have converged to a much greater extent. Human rights language has been used to support resource-access claims, and rights-based approaches have been pursued as a means for empowerment. For instance, international alliances of rural producers' organizations have used human rights language to back up political claims, namely with regard to the concept of food sovereignty and to demands that local producers and family farmers be given priority over large-scale, foreign-owned agribusiness.

### **Strategic Intervention:**

1. Consolidate land tenure policies to ensure access by smallholder farmers, pastoralists, agro-pastoralists and fisher-folk for grazing, cropping and trade activities.
2. Strengthening land investment framework Policy for a land regime to guide sustainable investment.
3. Improve Trans-boundary harmonisation and Equitable and sustainable access to natural resources.

#### **5.1.4 Environmental Management, Including Biodiversity**

Biodiversity is of extreme national importance, since the country's ecosystem goods and services are the foundation of South Sudan's socio-economic development. The Sudd wetland is one of the world's largest tropical wetlands. It has been declared a wetland of international importance under the Ramsar Convention on Wetlands. South Sudan has 14 national parks or protected areas and the world's second-largest animal migration after the great Serengeti-Masai Mara wild beast migration; this epic migration of kob antelopes offers tremendous opportunity for the development of eco-tourism.

## **Expected Outcome: Conservation and sustainable use of terrestrial and marine ecosystems enhanced.**

The country harbours an immense diversity of wildlife species, many of which face threats from human activities, including wildlife poaching and trafficking; deforestation; settlements, cropland and livestock expansion; road building; mining and oil development; and climate change impacts.

Unless conservation efforts are strengthened and enforced, the ecosystem goods and services and potential economic value of South Sudan's biodiversity will continue to deteriorate.

### **Strategic Interventions:**

1. Develop Natural Resources and environment development policies, strategies and Laws to enhance enforcement.
2. Improve Mechanisms to protect biodiversity in drought prone areas especially the drylands and ASAL's.
3. Strengthen Policy, legislative, regulatory framework and strategy for the protection of the Sudd wetlands.

#### **5.1.5 Development of Renewable Energy**

The renewable energies reduce the consequences of fossil fuel use. Renewable energies are sources that could boost a sustainable development model. Specific regulations have been

developed to promote the use of renewable resources. Biomass, solar, wind and hydraulic are energy resources.

**Expected Outcome: Access to affordable, reliable, sustainable and renewable energy ensured.**

Energy access is an area of great inequity. Access to sustainable modern energy services underpins health, education and livelihoods and increases resilience to climate change – yet millions of people have no access to electricity and use dangerous and unhealthy fuels for lighting and cooking.

Key to reducing poverty and supporting adaptation and resilience to climate change is making energy accessible to the poorest of the poor. Responding to emergencies and providing water, information technology and better healthcare are all made harder to achieve without energy services.

**Strategic Interventions:**

1. Strengthening Policy, legislative, regulatory framework and strategy for the development of alternative sources of both rural and urban energy.
2. Establish refineries so as to increase production of oil products. Increase sources for renewable energy to include, biomass resources (forests, animal dungs, and agricultural residues), hydropower, wind and solar energy.
3. Promote alternative energy source to reduce the use of fire wood and charcoal.

**5.1.6 Petroleum, Mining and Industry**

South Sudan is endowed with abundant mineral resources and the potential for secondary and tertiary industries, but the only modern industrial sector is the oil industry. Oil is currently the backbone of South Sudan's economy. Available data indicate that oil alone accounts for 98 per cent of the Government budget and in the recent past, it contributed 60-80 per cent of gross domestic product. The government has been making efforts to diversify its revenue sources, especially by developing its mining and industry sectors. Generally speaking, the industry sector is grossly under-developed in South Sudan, with the only modern primary industrial sector being the oil industry, which is dominated by foreign investors. All oil produced in the country is exported. Gold is the other main natural resource contributing to the primary sector, but it is mainly mined at an artisanal level.

**Expected Outcomes: A regulatory policy frame work impact of oil exploration, deforestation, Biodiversity and loss of habitat enhanced**

The impacts of oil exploration include deforestation and loss of habitat and biodiversity; the loss of grazing land and traditional livelihood opportunities; soil and water contamination, especially of critical wet- lands due to oil spills; the eviction of communities and resulting mistrust between local communities and oil companies; and emerging health problems related to exposure to oil contaminants, including gas.

Pollutants from the oil extractive industry are likely to have led to emerging health problems, including rising rates of female infertility and increases in the number of miscarriages, birth defects, eye and skin problems.

The limitations to industrial development include the lack of geological exploration in non-hydrocarbon minerals, the lack of investments, the shortage of trained human resources, the lack of basic infrastructure, power shortages and the state of conflict and insecurity.

## Strategic Interventions:

1. Develop policy and legal frameworks to oversee petroleum, mining and industrial development and help prevent negative impacts on the environment and society.
2. Increase training of human resources, basic infrastructure, and geological explorations for non-hydrocarbon minerals.
3. Establish power grids to minimise conflicts and insecurity.
4. Implement petroleum and Mining Act 2012 and Mining regulations 2015.
5. Enact the draft Environmental Protection bill 2015.
6. Conduct a comprehensive Environmental and Social Impact Assessment(ESIA) on Petroleum, Oil and Mineral sectors in order to ensure that socio-economic, environmental and climate change factors, including gender aspects, are appropriately integrated and operationalised.



Figure 8: A comprehensive policy, legislative and regulatory framework is needed to govern development, utilisation and management of renewable energy

## 5.2 PIA 2: MARKET ACCESS, TRADE AND FINANCIAL SERVICES

### Strategic Objective: To improve transport, market infrastructure and financial services in ASALS

South Sudan lacks an adequate road network and its available roads are of poor quality. There is no reliable inventory but the country has an estimated 17,000km of roads and most are gravel or earth (192km of inter-urban roads are paved, less than 2 per cent).

South Sudan's rainy season can last up to nine months a year, depending on latitude. Each year – starting around mid-April – it causes widespread floods, destruction of roads and infrastructure, and lack of access. Physical access to markets and social infrastructure strongly determines household food security and poverty outcomes. It contributes to the diversification of household economies, offering opportunities both for selling goods and for casual work. It also supports connectivity, innovation and development of communities and regions.

## 5.2.1 Transport, Market and Infrastructural Development

### **Expected Outcome: Equitable access to markets, trade and basic services improved.**

At community, household and individual level, access to markets and infrastructure are critical to longer term transformative resilience. Secure access to these can break cycles of vulnerability and overcomes structural stresses even in the face of shocks.

Market access is part of the ability to transform productivity into livelihood security. It can be seen through distance to a feeder market, or main market, for sale or agricultural, livestock-related, and other local products. Related, improved road access and transport infrastructure can connect people, products, services and ideas, in ways that increase and sustain development despite shocks and stresses.

### **Strategic Interventions:**

1. Develop climate proof roads and market infrastructure.
2. Strengthening Policy, legislative and regulatory frameworks to enhance and govern investment in the livestock crop and fisheries sectors that enhance community participation.
3. Improve development of domestic markets to strengthen market functionality and integration.
4. Improve road networks, insecurity and market infrastructure in remote parts of the country for commercialisation and systematic development of agro- based industry.



Figure 9: Photograph 3: During drought periods there are poor terms of trade between grain and livestock further impoverishing pastoralist households

## 5.2.2 Securing Livestock Mobility

The Livestock Mobility project focuses on securing and equipping livestock corridors for the trans-border movement of livestock, enabling Sahel pastoralists and agro-pastoralists to manage climate variability, reach refuge areas during severe droughts, and ensure access to markets and value chains.

## **Expected Outcome: Mobility of marketable livestock in IGAD Member States secured.**

To determine the most appropriate institutional arrangements, countries should consider the functions required to prepare a National Strategy and Action Plan. The following paragraphs describe the basic preparatory elements that are likely to be required in all countries. While various approaches are possible, the institutional arrangements established should be capable of providing at least the following functions:

### **Strategic Interventions:**

1. Strengthen Policy, legal and regulatory framework to secure livestock migratory routes for production and trade.
2. Develop appropriate supportive facilities and services to enhance the economic efficiency of livestock mobility.
3. Improve Trans-boundary harmonisation of legal and regulatory frameworks for livestock and wildlife migration.
4. Strengthen the institutional framework and assign responsibilities to key stakeholders.
5. Establish mechanism to minimise conflicts between pastoralists and sedentary farmers due to unorganised cattle movements.

### **5.2.3 Strengthening Regional and Cross-Border Trade**

There is a need in Africa to stimulate trade that is inclusive and employment intensive and this, according to a 2012 report by the World Bank, can be achieved by encouraging and supporting intra-regional trade. *The African Union's Agenda 2063* expressly calls for an integrated continent, typified by the free movement of people, goods and services. The integration would offer a real opportunity for Africa to increase productivity and growth over a sustained period. A further benefit is that cross-border trade can be a key factor in alleviating poverty as the poor generally both produce and trade the basic goods that dominate such transactions. Integration also has a direct benefit for women in Africa as they have been at the forefront of cross-border trade both as a source of income and employment.

## **Expected Outcome: Regional and cross-border trade increased.**

Regional and cross-border trade if carried out in compliance with national and international laws, could serve as a driving force for the growth and economic development of the countries, while contributing to regional peace and stability.

### **Strategic Interventions:**

1. Strengthen in-country policy legal and regulatory framework for Sanitary and Phytosanitary (SPS) Measures and Standards.
2. Improve trans-boundary harmonisation of SPS Measures and Standards.
3. Increase Regional and cross-border trade.
4. Improve quality of goods and services across Member States.

### **5.2.4 Development and Harmonisation of Financial Services in the IGAD Region**

A multilateral development finance institution for the IGAD region represents the chance to create a strong pro-developmental actor-and energies the IGAD itself. Yet, senior IGAD officials will need to look beyond the traditional development banking model if they hope to make an impact of the scale needed to drag these poorest of countries out of poverty.

## **Expected Outcome: Financial services policies harmonised.**

In the globalising economy, national policymakers are often forced to accept the challenge of financial integration. Faced with the potentially destabilising effects of international financial markets, they have to strengthen financial regulation, importing international best practices and aligning domestic with foreign regulation, to avoid destabilising phenomena of regulatory arbitrage.

### **Strategic Interventions:**

1. Develop better financial services in the IGAD Member States.
2. Strengthen financial regulations and best practices in Member States.
3. Support to stabilise financial markets in the Member Countries.

## **5.3 PIA3: ENHANCED PRODUCTION AND LIVELIHOODS DIVERSIFICATION**

### **Strategic Objective: To increase adaptive capacities of households in drought prone communities.**

Households in South Sudan typically rely not on a single income source but rather on a combination that varies across States and livelihood zones and across the year. In rural areas households are typically involved in agriculture and pastoralism (often combined) as well as other livelihood activities.

#### **5.3.1 Livestock Production and Health**

### **Expected Outcome: Livestock production and productivity in ASAL increased.**

In a country where a majority of the population is still linked to the pastoral economy, there is poor access to animal health care and extension services, skills and knowledge. Relative remoteness of many rural communities and under-development of infrastructure compounds this. While infrastructure investments and road development is ongoing, most roads are poor and susceptible to damage and are impassable in annual rains. Conflict and displacement increases its impact, particularly by forcing farmers from their fields during the planting season and distorting the migration patterns of pastoralist herds in search of pasture and water or changing the disease patterns.

### **Strategic Interventions:**

1. Strengthen policy, legislative and regulatory framework, and conceptual strategy for the development of livestock production in the drought prone areas especially in the drylands and ASALs.
2. Increase delivery, accessibility and efficiency of animal health services.
3. Develop mechanisms to reduce conflicts and displacements between farmers and pastoralists.
4. Develop regulations to reduce high and multiple taxes on livestock and livestock products.
5. Improve and organise domestic livestock markets and market information as well as value addition to increase off-take.

#### **5.3.2 Trans-boundary Diseases, Sanitary and Phytosanitary Measures and Standards**

There were no major livestock disease outbreaks reported by the Crop and Food Security Assessment Missions (CFSAMs) from 2010 to 2015, localised outbreaks were common and caused significant livestock mortality. One in five cattle in South Sudan are believed to die of disease.

Key livestock diseases include haemorrhagic septicaemia, contagious bovine pleuropneumonia, anthrax, peste des petits ruminants or PPR, Black Quarter, East Coast Fever, Sheep Pox, Newcastle Disease, Contagious Caprine Pleuropneumonia, Foot-and-Mouth Disease, lumpy-skin disease and the presence of internal and external parasites.

### **Expected Outcome: Demand for livestock products from the IGAD region increased.**

Local and national capacity to prevent, monitor, control and respond – for example through a reliable supply of veterinary resources, a stable cold chain, vaccination crèches and quarantine centres, and animal health care knowledge and capacity at local level – is severely limited, threatening about 70 per cent of pastoral households and 2 million animals in the country.

#### **Strategic Interventions:**

1. Strengthen regulatory frame work and policies on trans-boundary disease, sanitary and Phytosanitary measures and standards.
2. Train personal to efficiently and effectively manage trans-boundary diseases.
3. Increase infrastructure in the border crossings points.

#### **5.3.3 Crop Production and Productivity**

Crop production is mostly on small, hand-cultivated plots farmed by larger family aggregations reflecting the polygamous nature of most communities. The area cultivated typically depends on (a) the size of the household labour force and/or the ability of households to provide in-kind payment (typically food/beer) for traditional working groups (*nafeer*) and (b) security of access to land, often compromised by competition between different groups and interests.

### **Expected Outcome: Crop Production and Productivity in ASALs Increased.**

The main crops cultivated vary by state but sorghum is the key staple in all except the three Equatorias and Greater Upper Nile states (where it is also combined with maize and cassava). Other crops cultivated include bulrush, finger millet and rice, groundnuts (the main cash crop in northern states), sweet potatoes and yams, sesame, tobacco and a range of vegetables. Despite a significant decline in cereal harvested in conflict affected states, the net cereal production is estimated at about one million tonnes, about 13 per cent above the previous year's output. This appears a good sign even if the majority of counties are still in cereal deficit and the lack of infrastructure makes it difficult to move goods between counties.

#### **Strategic Interventions:**

1. Increase the supply of seeds to the farming communities.
2. Increase the provisions of tools and equipment's to farmers.
3. Increase training of farmer on better farming practices.
4. Increase access to land and land tenure regulation for agricultural production.
5. Improve extension and advisory services in the ASAL areas.
6. Implement the Comprehensive Agriculture Master Plan (2015 /2040).
7. Develop gender responsive projects and program that will reduce discrimination and inequalities on women and girls.
8. Develop gender responsive projects and program that will reduce discrimination and inequalities on women and girls.

9. Strengthen policies, strategies and plans to guide agricultural development in the country and ensure their sustainability.
10. Advocate for the adoption of the AU-Maputo Declaration, 2003, on allocation of 10% of the national budgets to agricultural development (crop, livestock and fisheries subsectors).

### 5.3.4 Fisheries Development

Human societies around the world have endeavoured to control fishing methods for centuries. Historically, various rules of fishing have been legally enshrined or informally recognised among different cultures around the world in furtherance of traditional spiritual beliefs, food supply, labour management as well as marine resource conservation. The principal aim of fisheries management measures, however, has clearly not been realised.

#### **Expected Outcome: Fishery production in ASALs Increased**

Conservation of important marine habitats, especially those habitats that nurture fish reproduction and growth; adequate enforcement of fishing regulations to deter illegal fishing unreported fishing and unregulated fishing which adversely impact the maintenance of sustainable fish populations on which widespread fishery industry employment depends will allow fisheries production to increase.

#### **Strategic Interventions:**

1. Strengthen operationalisation of the fisheries policy and strategy.
2. Build the capacity of fishermen through training programmes.
3. Increase awareness of the negative impact of illegal fishing for sustainable fish production.
4. Reduce subsistence or artisanal fishing activity; and promote commercial fishery industry which is non-existent in the Country.
5. Provide fisher-folk with gears and fishing-harvesting technologies to increase catch.

### 5.3.5 Income Diversification

Income diversification is an important strategy for rural households to manage drought risk in arid and semi-arid regions. Income diversification could help rural households to reduce the adverse impact of drought, enhance their resistance and resilience to drought, and make their livelihood system more stable.

#### **Expected Outcome: Household Income Sources Diversified.**

Income diversification is an increasingly important means for rural household living in arid and semi-arid areas to managing environmental risk. A rural household with multiple income sources will experience less variability in total income than specialised households. Households who have a greater diversity of income sources have a comparative advantage over those with lower diversity.

#### **Strategic Interventions:**

1. Develop regulatory framework and strategy for livelihoods diversification for the dry lands and ASALs.
2. Increase support and promotion to local communities for enterprise development in the ASALs.
3. Increase livelihood diversification for pastoral communities to improve their household income and strengthen resilience capacities.

## 5.4 PIA4: DISASTER RISK MANAGEMENT

### **Strategic Objective: To enhance drought disaster management in IGAD Member States.**

Disaster Risk Management is the application of disaster risk reduction policies and strategies, to prevent new disaster risks, reduce existing disaster risks, and manage residual risks, contributing to the strengthening of resilience and reduction of losses. Disaster risk management actions can be categorised into; prospective disaster risk management, corrective disaster risk management and compensatory disaster risk management (also referred to as residual risk management).

#### 5.4.1 Early Warning System and Response

Early Warning Systems include surveillance and warning measures to predict, avoid and withstand disaster. They provide accurate and timely information on a range of shocks as well as the availability of basic social services and assistance. They indicate communities' and households' ability to make informed decisions, including risk-informed ones, to better safeguard the health of people, livestock and livelihoods. This is particularly important in light of the non-cyclical or unpredictable nature of many of the key shocks affecting South Sudan.

### **Expected Outcome: Enhanced drought preparedness, response and mitigation of negative impacts in South Sudan.**

Disaster Risk Reduction "is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development". In 2015, UNISDR facilitated the negotiations amongst Member States, experts and collaborating organizations; which led to the adoption of the Sendai Framework for Disaster Risk Reduction 2015-2030.

#### **Strategic Interventions:**

1. Strengthen Early Warning Systems at all levels for efficient and effective tracking and dissemination of drought Early Warning Messages.
2. Improve institutional framework for food security, and disaster risk management.
3. Strengthening drought response and coordination system at all levels.
4. Increase capacity for climate monitoring built and linkages to regional facilities.

#### 5.4.2 Disaster Risk Reduction and Climate Change Adaptation

Disaster mitigation systems include ways of managing the effects of known shocks such as drought, flooding, wild fires, conflict, epidemics etc. Flood mitigation is one form of this, the presence of efforts to withstand the destruction caused by flooding: crop flood barriers, flood drainage options, dykes and culverts for flood-proof roads, flood-proof infrastructure (especially basic services including health and education facilities), and others measures to withstand the effects of flooding on livelihoods, basic services and infrastructure.

### **Expected outcome: To Drought Disasters and Management in IGAD is Enhanced.**

In recent years, researchers and experts have been developing methods to conduct the assessment of hazards, vulnerability, and coping capacities; as well as techniques to combine such assessments in order to present them in risk map format. Such maps are essential in developing strategies to reduce the level of existing risks, and as a way to avoid a generation of new risks due to underlying social and economic risk drivers.

## **Strategic Interventions:**

1. Improve climate change adaptation mechanisms.

## **5.5 PIA5: RESEARCH, KNOWLEDGE MANAGEMENT AND TECHNOLOGY TRANSFER**

### **Strategic Objective: Improved Utilisation of Knowledge for Drought Resilience in Member States.**

Applied research in water resources management related issues are essential for the success of drought resilience resources management, Research findings could be useful in the design and development of appropriate policies and in making timely and informed decisions about resources. Investments to a large extent require huge resources and are non-shiftable. Thus costly mistakes in investments in projects could be avoided if they are based on careful research and analysis of data and information. Thus research and information exchange and the establishment of database is very important for effective management and planning of resources.

#### **5.5.1 Support to Adaptive Research**

Therefore, improved information systems and flows between key groups in resource sector and creating research capacity in resources and other related fields is vital for the effectiveness of drought resilience. There should be continuous interactions, links and means of communication with researchers, experts, resource managers and policy makers if the research results are to be useful for policy and decision making. The public and communities should also be involved, consulted and informed and above all it is important to note that conflicting objectives and interests, institutional barriers and poor information do hinder the flow of information between and among all stakeholders.

### **Expected Outcome: Access to adaptive technologies and innovations in drought prone communities improved.**

Research findings could be useful in the design and development of appropriate policies and in making timely and informed decisions about resources. Water investments to a large extent require huge resources and are non-shift able.

## **Strategic Interventions:**

1. Increase support for the design and implementation of an Agricultural Research Rehabilitation and Support Program.
2. Support implementation of the Animal Resources and Fisheries Research and Development Corporation.
3. Strengthen adaptive research on issues specific to drought resilience including drought resistant food security crop varieties; service delivery mechanisms for mobile communities such as extension services and health services.
4. Increase Financial and Technical support to research and capacity building in priority themes including livelihoods, products development, food and nutrition security, water security, climate change resilience, renewable energy security, bio-security and bio-safety, trans-boundary diseases and global health, biotechnology, African biodiversity and natural products industry, ecosystem health and restoration, green technology, gender, indigenous knowledge and technology for climate risk management, and applied Information and Communication Technology (ICT) and knowledge management.

### 5.5.2 Advisory and Extension System

The terms extension and advisory services can be used somewhat interchangeably, but the following framework gives a useful perspective on the different approaches being pursued by different countries and donors in organising and implementing effective extension systems. This framework juxtaposes these different terms or approaches by reviewing how the delivery of educational programs and information/communication services takes place and why it takes place.

#### **Expected Outcome: Adoption and scaling up of resilience-enhancing technologies and innovations enhanced**

In this framework, the options are whether extension workers want to convince farmers what to do (i.e., persuasive methods) or whether they seek to inform and educate farmers about different market opportunities, technical options, and/or management strategies, and then let them decide, which option would work best for them.

#### **Strategic Interventions:**

1. Improve advisory and extension services for pastoralists, agro-pastoralists, fisher-folk and smallholder farmers in drought prone areas.
2. Increase human resource development to build a critical mass of technical private sector and community service providers for delivery of appropriate advisory and extension services in drought prone areas.
3. Increase ASALs-based commodity research, technical/ extension support, advisory services and training.



### 5.5.3. Knowledge Management and Communication

Many agro-pastoralists in rural South Sudan are constrained by limited knowledge and skills for productive livelihoods, made worse by limited agricultural services, infrastructure and inputs and little or no access to credit. While South Sudan is striving to develop its agricultural sector, as part of efforts to reduce oil dependency and develop the economy, this set of factors leaves many households and communities reliant on low-tech, rain fed crop production that is low in productivity and susceptible to erratic and delayed rains or flooding.

## **Expected Outcome: Access to information to enhance resilience improved**

Access to information is the ability for an individual to seek, receive and impart information effectively. This sometimes includes “scientific, indigenous, and traditional knowledge; freedom of information, building of open knowledge resources, including open Internet and open standards, and open access and availability of data; preservation of digital heritage; respect for cultural and linguistic diversity, such as fostering access to local content in accessible languages; quality education for all, including lifelong and e-learning; diffusion of new media and information literacy and skills, and social inclusion online, including addressing inequalities based on skills, education, gender, age, race, ethnicity, and accessibility by those with disabilities; and the development of connectivity and affordable ICTs, including mobile, the Internet, and broadband infrastructures.

### **Strategic Interventions:**

1. Increased documentation and analysis of indigenous knowledge and information, and synthesis with scientific systems to enhance rigour and effectiveness of technologies.
2. Increase public and community media for awareness raising and public and community education.
3. Strengthen Networking and advocacy platforms at local and regional levels for information exchange and highlighting drought resilience issues and agendas in public forums.
4. Increase ASALs-based commodity research, knowledge management, information sharing and communication.

### **5.5.4 Promote the Network of National and Regional Dry Land Collaborative, Applied / Adaptive Research**

Network operators do need greater automation to cope with the harsh realities of today's environment. But “full automation,” or so called “autonomous networking,” is not the complete answer they are seeking, because it is now clear that today's environment is not the same one they will face tomorrow. In this constantly-shifting ecosystem, automation alone will always have to be revised and reset.

## **Expected Outcome: Applied and adaptive research aligned to the development priorities of the resilience agenda**

Indigenous technical knowledge (ITK) must be distinguished from farmers' objectives and constraints. Prospects of success will be enhanced if technology development takes into account both, but the former is objective and of wide validity, while the latter can be subjective and highly variable among individuals. In some cases, ITK is based on knowledge, beliefs and customs which are internally consistent and logical to those holding them, but at odds with the objectively deduced findings of formal science. In such cases, it is important for scientists to build upon the components of ITK, which are not inconsistent with scientific knowledge, seeking to change over time.

### **Strategic Interventions:**

1. Improve on indigenous knowledge.
2. Increase funding on applied and adoptive research on climate change in ASALs.
3. Increase funding for Research infrastructures and Equipment.
4. Support training of laboratory technicians.

5. Increase funding support to enhance networks in institutions of excellence in research, knowledge, science, technology and innovations relevant to IGAD region.

## 5.6 PIA 6: PEACE BUILDING, CONFLICT PREVENTION AND DEVELOPMENT

**Strategic Objective:** To guarantee peace and stability in IGAD region

Peace building is an activity that aims to resolve injustice in nonviolent ways and to transform the cultural and structural conditions that generate deadly or destructive conflict. It revolves around developing constructive personal, group, and political relationships across ethnic, religious, class, national, and racial boundaries. This process includes violence prevention; conflict management, resolution, or transformation; and post-conflict reconciliation or trauma healing, i.e., before, during, and after any given case of violence.

### 5.6.1 Peace Building and Mediation Mechanism

Conflict prevention calls for a co-operative approach to facilitate peaceful solutions to disputes and implies addressing the root causes of conflicts. It is an important element of all aspects of the external relations, recalling that the main responsibility for conflict prevention rests with the parties concerned, assistance to local and regional capacity building according to principles of local ownership is of particular importance.

### **Expected Outcome: Reduced incidences of violent conflict in drought prone communities**

Peace building is a multidisciplinary, cross-sector technique or method which becomes strategic when it works over the long run and at all levels of society to establish and sustain relationships among people locally and globally—thus engendering sustainable peace. Strategic peace building activities address the root causes or potential causes of violence, create a societal expectation for peaceful conflict resolution, and stabilise society politically and socioeconomically.

### **Strategic Interventions:**

1. Strengthen national policy, legislative and regulatory framework for peace building in situations of protracted structural natural resource based conflict.
2. Increase various peace building activities support and facilitation.
3. Strengthen trans-boundary harmonised policy, legislative and regulatory framework for peace building
4. Reduce proliferation of SALWs.
5. Mitigate on climate change and violent competition over natural resources (Figures 4 & 5) below / cattle rustling & raiding, migration (Internally Displaced Persons (IDPs) and Refugees).
6. Establish African mediation centre in helping conflict resolution in South Sudan.

### 5.6.2 Conflict Resolution

To understand the meaning of conflict resolution, it is pertinent to know what conflict is all about. Many definitions exist on the subject matter of conflict, however, conflict is commonly defined as an open confrontation between two opposing groups or individuals. Most often, incompatibility of views, opinion or access to shared resources are the underlining reasons behind conflicts.

Conflict though an inevitable aspect of human relationship when it gets out of hand should be redressed through a long-term resolution based on understanding of its underlying causes. This approach will ensure that there is no resurgence.

**Expected Outcome:** Response capabilities to resolve resource based conflicts, and insecurity in ASALs increased

We must state here that dispute settlement and conflict resolution are not the same thing. Conflict Resolution in its true essence requires a more analytical, problem-solving approach than dispute settlement. While resolution requires identifying the casual factors behind the conflict and finding ways to deal with them, settlement on the other than simply aimed at ending a dispute as quickly and amicably as possible.

### **Strategic Interventions:**

1. Strengthen national policy, legislative and regulatory framework for prevention and resolution of natural resource based conflict of structural nature.
2. Strengthen policy, legal and regulatory framework for disarmament of communities.
3. Increase training of mediators in the ASALs for conflict management.
4. Increase local and national capacities for conflict resolution, mediation mechanisms, peace building and effective ASALs resource utilisation.
5. Build relevant linkages in policy development and practice between customary and modern governance systems.

## **5.7 PIA 7: COORDINATION, INSTITUTIONAL STRENGTHENING AND PARTNERSHIPS**

**Strategic Objective: To strengthen the institutional capacity, coordination structures and partnerships for effective implementation of IDDRSI.**

At national level, platforms and coordination mechanisms need to have a wider participation of both development and humanitarian partners, to adjust for the fluid borders between development and humanitarian in the current South Sudan context. Participation also needs to be more stable and regular. Focus should also be enhanced on more operational coordination. While information sharing is indeed extremely useful, there is a need to refocus on more practical coordination with a degree of decision making.

### **5.7.1 Coordination and Platform Management**

Preparing a National Strategy Coordination platform is a continuous process. This will require determining whether the existing institutional arrangements process are in place. In addition to determining whether the existing institutional arrangements can adequately support the process or need to be augmented or adjusted.

**Expected Outcome: Harmonised, synergised and well-coordinated Drought Resilience Initiative.**

Mediation is part of resolving on-the-ground preventive diplomacy and is a component of conflict prevention and peace building toolbox for conflict countries. Based on the Concept on Strengthening Mediation and Dialogue processes involves civil society organizations at grassroots levels, in particular as the Instrument contributing to Stability and Peace.

## Strategic Interventions:

1. Strengthen and harmonise synergies and coordinate on drought Resilience Initiative.
2. Improve the capacity of national mediators through training.
3. Increase operationalisation of IDDRSI Secretariat at national level and devolution of IDDRSI coordination mechanism to State, County and Payam levels.
4. Improve coordination and alignment of development partners with National, State, County and Payam programmes.

### 5.7.2 Institutional Strengthening and Capacity Building

Capacity Building and Institutional Strengthening are integral parts of the technical support that is provided to individuals, organizations and institutions. At an individual level, we deliver services that build knowledge and skills, influence attitudes and positively influence the working practices of the participants. At an institutional level, our objective is to engage the client in refocusing and streamlining the structure, processes, management resources and abilities of the organization in order that it is better able to perform the tasks and responsibilities assigned to it. A fundamental and challenging aspect of this process is ensuring that the improvements made are absorbed and sustainable beyond the life of the intervention.

#### **Expected Outcome: Effectively functioning institutional arrangement to implement IDDRSI at regional and national levels**

Ensure effective links with different capacity building programs funded by development partners and establish effective links with other programs and ensure integration of cross cutting issues as appropriate; ensure that development partners are aware of relevant policy guidelines and technical standards and that response is coherent to the greatest extent possible. It is advisable to advocate for donors to fund priority activities while concurrently encourage synergies in mobilises resources for their activities through their usual channels and complement the ongoing programs.

## Strategic Interventions:

1. Strengthen the policy for effective funding to IDDRSI.
2. Increase linkages with stakeholders to ensure integration of cross cutting issues in the Member States.
3. Improve on Institutional Capacity Building.
4. Develop sound monitoring and evaluation (M & E) strategy.

### 5.7.3 Enhancing Partnership

Enhancing partnership to assist governments in the region to build up national and regional capacity in dealing with threats and risks stemming from climate change issues, will support governments in developing effective programmes by identifying areas of opportunities and areas needing immediate attention by sharing information, providing research and analysis.

#### **Expected Outcome: Effectively functioning institutional arrangement to implement IDDRSI at regional and national level**

Partnerships are key in the resilience agenda, enabling vital changes not just in what is implemented but also how it is implemented. Improvements can be made to coordination and alignment, both at national and state level.

### **Strategic Interventions:**

1. Improve coordination on information, jointed assessments and analysis.
2. Increase convergence of activities through joint planning and programming.
3. Strengthen multi-sector coordination mechanisms geared towards building sustainable systems.
4. Strengthen synergies across interventions supported by resilience focal points or working groups.
5. Improve coordination mechanisms, interaction and functional linkages between IGAD Secretariat, Member States and at all other levels.
6. Increase formalisation, promotion and devolution of protocols, partnerships, networks and collaboration for trans-boundary drought resilience interventions to reduce drought emergencies.

#### **5.7.4 Resource Mobilisation**

Resource mobilisation refers to all activities involved in securing new and additional resources for your organization. It also involves making better use of, and maximising, existing resources. Resource mobilisation is often referred to as 'New Business Development'.

#### **Expected Outcome: Funding of IDDRSI by stakeholders increased.**

Less than 5-percent of global climate finance is targeted towards the agricultural sector and even less to small holder farmers which is not good for the sector. It is known that although the contribution of global greenhouse gas emissions by Africa countries is very small estimated at 3-percent, Africa is the most vulnerable continent to the adverse impacts of climate change because of widespread poverty and low levels of adaptive capacity, funding towards climate related activities are channelled through the agriculture sector that makes it difficult to isolate and document the level of funding that goes towards addressing climate change.

### **Strategic Interventions:**

1. Improve on mutual accountability and aligned resource mobilisation and funding by IDDRSI stakeholders.
2. Increase lobbying for funds to fund IDDRSI programs.
3. Increase support to strengthen the capacities of the established Agricultural and Co-operative banks.
4. Increase expansion of micro-finance instruments to deepen the reach for small holders/ the poor and SMEs.
5. Develop innovative mechanisms to provide financing for the unbanked and for stress periods.

#### **5.7.5. Monitoring and Evaluation and Learning**

Generally monitoring is integral to evaluation. During an evaluation, information from previous monitoring processes is used to understand the ways in which the programs developed and stimulated change. Monitoring focuses on the measurement of the following aspects of an intervention such as outputs, Outcomes and Impacts. While evaluation process is an analysis or interpretation of the collected data which delves deeper into the relationships between the results of the programs, the effects produced by the programs and the overall impact of the programs.

## **Expected Outcome: Impact of IDDRSI tracked for improved policy and practice.**

Monitoring and Evaluation is an embedded concept and constitutive part of every project or programs design. It is ideally understood as dialogue on development and its progress with stakeholders.

### **Strategic Interventions:**

1. Strengthen monitoring and evaluation mechanisms.
2. Increase training of monitors and evaluators.

## **5.8 PIA 8: HUMAN CAPITAL, GENDER AND SOCIAL DEVELOPMENT**

**Strategic Objective:** To increase equitable access to basic social services in drought prone areas

Overall, data shows that food insecurity and malnutrition in South Sudan are highly seasonal and have both been badly impacted by the recent conflict. Conflict affected states have seen drastically lower productivity but higher levels of food assistance that has buffered their food insecurity; and established 'market dependency' for staple foods has been affected by widespread disruption of markets well beyond the three most conflict affected states. Overall data shows that food insecurity and malnutrition in South Sudan are highly seasonal and have both been badly impacted by the recent conflict.

### **5.8.1. Access to Health and Nutrition**

Human nutrition represents an understanding of the nature and interaction of two major systems: one internal and one external. The external is represented by the food system and concerns the complicated factors that determine human ability to source, from the wider environment, a complete diet providing adequate energy and nutrients. It embraces the world created by the family and community and incorporates the complex social systems and interactions that influence lifestyle choices. The internal is represented by the body's regulated biochemical, physiological and metabolic processes which together create an internal environment in which cells, tissues and organs can maintain their structure and function to ensure ongoing health. Health is enabled and protected when the two systems operate in balance and harmony.

**Expected Outcome: Healthy and well-nourished communities in drought prone areas of the IGAD region**

Healthy nutrition and growth is a complex subject. Nutritional requirements (both maximum and minimum) may vary according to factors including age, sex, body weight, and genotype, level of activity, physiological status (e.g. growth, pregnancy and lactation) and the presence or absence of disease. During the early years of life nutritional needs are constantly changing and a growing body of research indicates that optimum nutrition, from preconception through to adulthood and later life, plays a key role in lifelong health including in healthy ageing. Thus, from preconception through to adulthood, nutrition is able to impact positively or negatively on the individual and population trajectories for health and disease

### **Strategic Interventions:**

1. Increase provision for health and nutrition to the communities.
2. Increase construction of health and nutrition facilities.

3. Increase awareness programmes on health and Nutrition in the drought prone Communities.

### 5.8.2 Access to Education and Training

Across all sectors, basic social services in South Sudan have very low coverage and suffer from deficiencies in institutional capacity, infrastructure and law and order. Education indicators give a picture of the extent of this, and also the effects.

Only 27 per cent of people in rural areas can read and write, and there is a marked gender disparity to this: 40 per cent of men are literate, but only 16 per cent of women. The average literacy (for both genders) in urban areas is higher at 50 per cent (World Bank, 2015 using Census, 2008 and NBHS, 2009). Three out of four household heads have completed no formal education, an absence of human capital known to correlate with higher poverty (ibid).

Overall, education outcomes tend to be low and unequally distributed, with physical access to schools challenged by vast distances and poor connectivity in many parts of rural South Sudan. There are new capacity gaps in terms of funds, staff and facilities for school. According to UNICEF, close to 1,250,000 children eligible for primary school do not have access, with many existing schools not conducive to learning. Only 45 per cent of the 3,349 primary schools in South Sudan have access to safe water, and only 17 per cent have adequate latrines for both girls and boys. Only 13 per cent of primary schools provide the full complement of grade 1-8, and the qualified teacher-to-pupil ratio is 1:117 (UNICEF).

#### **Expected Outcome: Inclusive and equitable quality education and training**

Furthermore, education in many states suffered as a direct consequence of the recent conflict. According to UNICEF, an estimated 400,000 children were forced out of school because of the conflict, with some of these dropping out for good. Badly affected states saw school infrastructure damaged or destroyed and teachers fleeing (or killed), interrupting education for many children in South Sudan.

#### **Strategic Interventions:**

1. Strengthen government policy of Education for all children to be enrolled in Schools.
2. Increase construction of basic schools in all the states for accessibility of schools to children in their communities.

### 5.8.3 Promote Gender Equality, Women's Empowerment and Social Inclusion

Certain livelihood activities are typically carried out by women, or female household heads, often to supplement or replace food and income generated from agriculture and pastoralism. In rural areas it is common to see high levels of dynamic diversification carried out by women (and increasingly youth), although often in activities less sustainable from an environmental and sometimes social perspective. These include the sale of natural resources (particularly firewood and charcoal), petty trading, brewing of alcohol, poor ISRS activities. The paragraph below shows that women (female household heads) carry these activities out more than men. Men, by contrast, are more involved in agriculture, livestock, and skilled or salaried labour. In rural areas women's domestic burden (with few support or childcare options) and relative lack of formal education explains this difference.

## **Expected Outcome: Persons with disabilities effectively participate in, and benefit from political and socio-economic development opportunities in drought prone.**

Female-headed households tend to be more economically vulnerable than male-headed ones. Oxfam (2013) found that poverty levels in female-headed households of South Sudan were 57 per cent, compared to 48 per cent in male-headed households. This is linked to the high domestic demands of women, their reduced access to education and the prevalence of protection issues including early marriage and Sexual and Gender Based Violence (SGBV) (see later section on SGBV). Female-headed households are particularly common in rural areas, where men have left to towns for work or have joined armed groups. The conflict starting December 2013 is likely to have increased the proportion of female-headed households.

Women's empowerment affects the capacity of women to contribute to society and productivity in ways that may mitigate effects of shocks and stresses, enhance food and livelihood security for households and communities, and transform vulnerabilities into resilience and development. Ways of gauging this include evidence of measures to tackle negative social norms linked to gender inequality, increased representation of women in governance structures, peace committees and processes, and service delivery (health nutrition, education, protection, water etc.). Other indicators are parity in educational outcomes and employment figures.

### **Strategic Interventions:**

1. Strengthen policies and measures to tackle the negative cultural and social norms linked to gender inequality.
2. Develop qualitative Research on attitudes on gender so as to shape resilience in communities.
3. Develop Regulatory Frameworks Policies to promote Gender Equality, women's Empowerment and Social inclusion.
4. Support Mainstreaming on gender equality and human rights-based approach in livelihoods and access to basic social services.

### **5.8.4 Productive Safety Nets**

While there have been ambitions to implement social protection programming in South Sudan (for example in the National Development Plan's Social Development Pillar, or the National Social Protection Policy Framework of the Ministry of Gender, Child and Social Welfare), state efforts have largely been de-railed by conflict and compromised by budgetary limits which were worsened by the oil crisis. Non-state actors have implemented small scale cash transfer programming for vulnerable individuals and households, including with a focus on IDPs and refugees, but in general there is an absence of social protection programming linked to longer term development and reduction of chronic vulnerabilities.

## **Expected Outcome: Extremely vulnerable populations able to meet basic human needs through social protection**

Formal safety net coverage is also critical to the building of longer term resilience. This can be seen through households' enrolment in relevant programs implemented by external social protection agencies. Formal safety net programs typically aim to deliver timely, predictable safety nets that support development outcomes and transformation of vulnerability including graduation from poverty. These include regular provision of food assistance, cash based interventions, school

feeding programs, food for assets, cash for assets, and other so called 'transfer modalities' whose substance and reliability enables transformation at household level.

### **Strategic Interventions:**

1. Improve protection policy, legal and regulatory framework for the protection, prevention and promotion of early recovery and transformation
2. Increase provision of food assistance and cash
3. Increase school feeding program in the drought prone Communities
4. Need to promote productive and social safety nets

### **5.8.5 Migration and Displacement**

South Sudan's population of 12.3 million (NBS Projection, 2018), less than 20 per cent live in urban areas, compared with the African average of 50 per cent. Nevertheless, Juba is one of the world's fastest-growing cities. Its population is about 350,000-400,000 and South Sudan's urban population is expected to grow fourfold from 2014 to 2050.

The rural-to-urban migration and urbanisation have been accompanied by major environmental damage, particularly in areas with fragile ecosystems. Irreversible impacts on the environment, e.g. deforestation, water pollution and poor sanitation, are related to large concentrations of people and the creation of informal settlements in the urban centres. Also, large areas in most towns and municipalities have been gazetted for predominantly residential purposes with little or no space protected as parks and public recreational spaces.

To address the challenges of rapid urban growth in Juba City and the environmental impacts, the municipal government prepared a Juba City Sanitation Reform and Investment Plan, which lays out an integrated strategic approach for dealing with sanitation issues. Implementation of this plan will require substantial investments to strengthen the human and operational capacities of Government and municipal-level departments.

### **Expected Outcome: Orderly, safe, regular and responsible migration and mobility of people facilitated**

With very high levels of displacement caused by the recent conflict (see earlier section), economic and social pressures for those who host displaced individuals or families – and who often have few resources themselves is a major stress. Where population displacement occurs and people settle in other areas, insecure tenure can compound tension and competition over land and resources.

### **Strategic Interventions:**

1. Strengthen facilitation of migration and mobility of People.
2. Strengthen state polices, to guide frame work and customary laws governing land rights.
3. Improve conflict resolution mechanisms to reduce displacement of the venerable communities.

# 6. IMPLEMENTATION AND INSTITUTIONAL ARRANGEMENTS AT THE NATIONAL AND REGIONAL LEVELS

## 6.1 The Common Programming Framework

Because of the multi-sectorial and multi-stakeholder nature of the EDE initiative and the CPP, a Common Programming Framework (CPF) is needed to bring all actors into alignment with the CPP and MTP, and for harmonisation of interventions. The CPF will increase operational efficiencies including compliance to partnership agreements, provide a platform for complex decision making, and making budgets and targets more precisely through eliminating duplication and redundancies in efforts and expenditure by government, development partners and non-state actors. The CPF will also provide the platform for information and knowledge sharing, peer learning, which is important in shaping and developing the initiative, in addition to reviewing priorities and direction. The CPF will enable a results-based approach to programming, implementation and evaluation to ensure desired outcomes and value for money.

### 6.1.1 The Medium Term Plan

The End Drought Emergencies initiative and the CPP are planned for a 15-year period to achieve resilience through laying down a foundation for long-term sustainable development. A phased approach is therefore necessary, not only to achieve the overall goals, but also to allow for prioritisation and logical sequencing of interventions in the short, medium and long-term. A Medium Term Plan (MTP) will be developed to translate the CPP intervention areas into investment opportunities concentrating on the priorities for the next three to five-year period. The MTP will therefore form the main tool for resource mobilisation, both from budget allocation and from development partners and non-state actors.

A key input into investing differently will be the accompanying resource mobilisation strategy that will be aligned to the principles of the South Sudan New Deal Compact 2013, the Paris Declaration 2005 and the Accra Agenda 2008. This will ensure that there is a long-term partnership that continues even in periods of uncertainty, government leads in setting out priorities, and there is funding for addressing underlying causes of vulnerability to drought and for procuring sustainable results. This will be a major shift from focus on funding for emergencies, and a predominance of funding of between 3 months and 2 years, which undermines development investment.

The CPP being multi-sectorial and of multi-stakeholder interest, the process of development of the MTP will be government led, with consultations at national and state government levels and with development partners and non-state actors. Priorities will be aligned to national priorities in the SSDP, the accompanying SSDP Investment Plan and the New Deal. A consultative process will eliminate duplication of already existing/ongoing efforts, and bring cohesion to the programming among stakeholders. Existing and potential interventions and sources of funding will be mapped. The MTP will include a refined Results Framework with more specific targets and indicators for the medium term and will be the main tool for monitoring progress.

The initiative will work in alignment with the broader Republic of South Sudan partnership agreements: South Sudan signed the New Deal Compact for Fragile States, which defines a long-term partnership for how the government and its international partners can work together for

improved aid effectiveness, even in the context of uncertainty. Key principles include government led priority setting, more long-term and sustained funding, development partner program harmonisation and alignment to government priorities, agreed targets and indicators, mutual accountability, and prudence by government.

### 6.1.2 The Coordination Mechanism

The CPP will be implemented through a national level coordination mechanism that brings together the wide range of stakeholders/ interested parties and will link into the regional IDDRSI Platform. The coordination mechanism will be housed by the Ministry of Environment and Forestry, and will be finally, informed by the model used for the CAMP. Key principles of the coordination mechanism will include government ownership and leadership, multi-sectorial representation, state and multi-stakeholder representation and participation, sustained technical assistance and capacity building.

#### The coordination mechanism structures will include

- (a) **An Inter-Ministerial Steering Committee:** Which will be constituted by all the Ministers of all the relevant ministries, as the highest decision making organ. The key functions of the Steering Committee will be provision of political support and policy directives, approval of resource utilisation, linkage to the Council of Ministers and Parliament.
- (b) **A Technical Committee:** Constituted of the Undersecretaries and Heads of participating Ministries, and agencies, key technical development partners, CSOs, private sector and the head of the secretariat within Ministry of Environment. The main functions of the Technical Committee will include supervision of the implementation of the CPP, guiding resource mobilisation and coordinate resource allocation, monitoring progress, and reporting to the Inter-Ministerial Steering Committee.
- (c) **A Task Team:** This will be multi-sectorial and multi-stakeholder in constitution, with leadership from within government. The membership will include middle level/ technical staff from government ministries and agencies, focal points from each State, expert(s) (technical assistance from IGAD and other development partners) and technical representatives from CSOs, NGOs and private sector.
- (d) **At the component level:** Designated lead ministries and agencies will coordinate the technical stakeholders, thus: Ministry of Environment and Forestry will lead on the Natural Resources and Environmental Management component; Ministry of Trade and Industry will provide the lead on the Market Access, Trade and Financial Services component; Ministry of Agriculture and Food Security will lead on Enhanced Production and Livelihood Diversification component; Ministry of Livestock and Fisheries will lead on Pastoral Disaster Risk Management; University of Juba will lead on the Research and Knowledge Management and Technology Transfer component; Peace and Reconciliation Commission will lead on Peace Building, Conflict Resolution and Development component; Coordination, Institutional Strengthening and Partnerships component will be led by Ministry of Foreign Affairs and International Cooperation; Ministry of General Education will lead on Human Capital, Gender and Social Development component.

### 6.1.3 Division of Public and Private Sector Roles in Contribution to the Programme

The SSNDS emphasises the importance of promoting private sector led economic growth and the delivery of basic services in reducing the incidence of poverty. Private sector will be important for livelihood expansion, employment creation and ensuring good governance. GoSS envisions that most employment will come through family farms and micro, small and medium-sized enterprises. Private sector will be allowed to lead and be involved in those areas where they can

deliver services most effectively and efficiently. The SSNDS stipulates that private sector effort will be complemented by the provision of a set of core public goods together with a more clearly defined and conducive policy and regulatory framework provided by the Government to lay good foundations for private sector led growth and development.

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

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

#### 6.1.4 Existing Multi-stakeholder Platforms or Mechanisms for Ending Drought Emergencies

There are currently no dedicated multi-stakeholder platforms or mechanisms for ending drought emergencies. However, some existing platforms provide the opportunity for engaging on ending drought emergencies.

- The South Sudan Relief and Rehabilitation Commission (SSRRC) which has been promoting a resilience based approach as the best to deal with humanitarian and emergency issues while at the same time addressing the structural causes of vulnerability within communities.
- The Humanitarian Coordination structure which has structures at state and county levels that feed into the central level structures. The structure includes the Sector Working Groups that formulate cluster/ sector strategy and response plans. An Emergency Preparedness and Response Task Force that shares operational information on current and planned emergency responses and ensures coherent understanding of situational priorities; an Inter-Sector Working Group that acts as a technical level working group. The Humanitarian Coordination Forum, which includes the Ministry of Humanitarian Affairs and Disaster Management (MHADM) and other stakeholders, operates as the main interface between GoSS, humanitarian agencies and donors.
- The Economic Pillar Working Group which brings together both the Natural Resources Sector Working Group, the Economic Sector Working Group and the Infrastructure Sector Working Group.

## 7. REGIONAL PRIORITIES

This section identifies and describes regional priorities i.e., priority interventions that are considered by the country to be best addressed at the regional level and that will feed into the Regional Programming Framework and the Regional Results Framework.

- Mapping and Increased investment for enhanced trans-boundary water availability for livestock and concomitant infrastructure to improve productivity, reduce resource based conflict and increase trade capacity
- Development of road and transport infrastructure connecting the countries in the region, and linking to main border points and ports to facilitate cross-border, regional and international trade with attention to the needs of landlocked countries like South Sudan
- Enhance regional trade activities, through: (i) rationalisation and harmonisation of trans-boundary tariffs and non-tariff barriers; (ii) developing the warehouse receipt system and linkage into the regional warehouse receipt system; (iii) improved gathering, analysis, communication & dissemination of crop, livestock and fish markets information to all stakeholders; (iv) strengthening and harmonisation of financial services including: Money transfer mechanisms within the region especially for the unbanked to expedite linkage to rural, urban, trans-boundary and regional markets; (v) Improvement and trans-boundary and regional harmonisation of standards and quality assurance; (vi) trans-boundary and regional harmonisation of animal and crop health certification. Establishment of strategic alliances with regional and international standardisation and certification institutions; (vii) development of capacity to actively participate in regional trade arrangements and protocols and to negotiate flexible rules of origin requirements with regional trade partners to ensure access to regional and international markets.

## 8. MONITORING, EVALUATION AND LEARNING (MEL)

Making reference as much as possible to existing MEL systems and available data, the section provides the basis for an MEL and Learning system for the EDE.

Given the multi-sector approach of the CPP, it will be necessary to have MEL at various levels starting at the component level related to the priority outputs at under each component. The MEL system at this level will therefore be linked to the existing MEL and data collection system of the lead government agency requiring inclusion of specific output related indicators. For the outcome and impact levels, the existing Food Security Technical Secretariat (FSTS) under the National Bureau of Statistics would be the most plausible location for a rigorous and multi-sectorial national level MEL. The FSTS structure and location upholds principles of autonomy critical to independent data collection and management, and offers scope for collaborative or independent analysis by different interests. It also facilitates multi-stakeholder ownership and confidence in the data, and provides a platform for dialogue by both government and other stakeholders including development partners, private sectors and civil society. The NBS is supported by a legal and regulatory framework that supports the generation, analysis and utilisation of data enhancing its credibility.

# 9. CONCLUSION AND RECOMMENDATIONS

## 9.1 Conclusions

South Sudan CPP Phase (1) was adopted and launched through a comprehensive approach in 2013/14 to achieve drought resilience in the country. However, the country has, since December 2013, faced numerous challenges of insecurity, which has compromised effective implementation of the CPP. In light of this, most investment interventions have been humanitarian and emergency responses in nature. With the implementation of the Revitalised Peace that was struck in Addis Ababa in September, 2018, investments are expected to be more developmental, as such decentralisation and devolution of IDDRSI coordination mechanism to State, County and Payam shall be realised in the second phase of implementation.

## 9.2 Recommendations

Upon thorough consultations, the National Core Task Team (6+1) strongly recommended the following key points for efficient and effective implementation of IDDRSI in the second phase (2019/24):

- The Government of the Republic of South Sudan and IDDRSI Regional Platform Coordination Unit should strengthen and operationalise IDDRSI Coordination mechanisms/ implementation of coordination structures at national and sub-national levels and provide avenues through which development partners can align and relate to the national IDDRSI coordination structures and share information on drought resilience programming.
- The Government of the Republic of South Sudan should create IDDRSI budget lines in its annual national budget to support the implementation of IDDRSI.
- Member States should promote investments in the ASALs, including supporting the engagement of the private sector in the development of ASALs infrastructure.
- Member States should promote investments in the cross-border clusters in order to realise sustainable development and equitable regional integration.
- IDDRSI should be housed at the presidency to reduce long bureaucracy.
- The Government and IGAD should harmonise their plans with development partners in the Country.
- There is need for the Ministry of Environment and Forestry to address the issue of mismanagement of wetlands.
- IGAD should develop standard policies to protect the environment and manage the waste in Oil and other mineral exploitation.
- IGAD to reconsider the establishment of regional research centre in South Sudan.
- IGAD to strengthen its coordination system with the national governments.

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Avenue Georges Clemenceau | P.O. Box 2653, Djibouti - Republic of Djibouti

Tel: +254 21 35 40 50

Fax: +253 21 35 69 94 /21

Email: [igad@igad.int](mailto:igad@igad.int)

Web: <https://resilience.igad.int/>