

2019 - 2021



United Nations

SOUTH SUDAN 

Building the Future Together

UNITED NATIONS COOPERATION FRAMEWORK

FOR THE REPUBLIC OF SOUTH SUDAN

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2019 - 2021



SUMMARY



The 2019 – 2021 United Nations Cooperation Framework (UNCF) builds on sustained UN engagement in South Sudan since the signing of the 2005 Comprehensive Peace Agreement (CPA) and independence in 2011. The United Nations Country Team (UNCT) remains firmly committed to supporting South Sudan and its people in achieving sustainable peace, ushering in a period of recovery and setting the stage for future sustainable development.

This UN Cooperation Framework replaces the 2016-2018 Interim Cooperation Framework (ICF) that was a bridging programme due to absence of a national development strategy, and was extended until 31 December 2018. The UNCF takes into account lessons learned from ICF implementation, including by expanding and scaling up the ICF's strategic approach to building resilience, capacities and institutions to achieve key outcomes across four priority areas, and to gradually scale up this support. The aim of the UNCT will be to empower national partners and communities, in particular women, youth and other vulnerable groups, to be more resilient and better placed to withstand the many challenging and complex impacts of the ongoing protracted crises. The UNCT will also provide support for strengthening capacities and institutions at the community, state, and national levels with particular focus on vulnerable areas with a potential for strong partnerships. The UNCF will be implemented through individual agencies articulating agency specific programme documents, and jointly through joint programmes.

The priority thematic areas identified are the following:

- I. Building peace and strengthening governance;
- II. Improving food security and recovering local economies;
- III. Strengthening social services;
- IV. Empowering women and youth.

Progress towards these goals will depend on the peace process, including the outcomes of the High Level Revitalisation Forum (HLRF) that takes place within the overall 2015 Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS). The UNCT will enhance and scale up support for the implementation of the peace agreement as opportunities emerge. Together, the above priorities will require an engendered, risk informed, flexible and cross-cutting approaches to adapt to shifting conditions on the ground and will be premised on a series of guiding principles. These include managing expectations, conflict sensitivity that takes account of gender norms, and 'leaving no one behind' - the universal obligation under Agenda 2030 to afford sustainable development to all, irrespective of their political affiliation, ethnic identity or other social status.

The UNCF's priority areas and strategic approach have been validated as part of an inclusive consultative process. It was underpinned by an in-depth strategic prioritization analysis and consultative engagement internally within the UNCT, and external consultations with government stakeholders, development partners and civil society representatives from the NGO forum.

The UNCF takes into account the strategic objectives of the National Development Strategy (NDS) as well as the priorities outlined in the South Sudan's inaugural SDG report, notably SDG 16 and its focus on building a peaceful, just and inclusive South Sudan. The UNCF is also premised on the internationally agreed commitments under the New Way of Working to advance humanitarian and development collaboration. These commitments center on achieving collective outcomes with the aim to reduce vulnerability, needs and risk.

In the years to come, the UNCT will lend its support to all efforts, at national and local levels, to support peace efforts and moving towards development. The UNCF has been developed with a view to gradually improve momentum following the peace process and the National Dialogue to encourage and sustain successful outcomes. Even in the absence of significant progress in these processes, the UNCF is designed to remain robust for continued action in support of resilience, recovery and peace. The UNCF will serve as a platform from which to build stronger partnerships, enhance mutual accountability and build resilience of the people of South Sudan.

Juba, South Sudan, 4th August 2018



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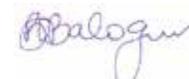
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1. OVERVIEW

South Sudan became the world's newest country in July 2011 amidst widespread global enthusiasm. In the eight years since its hard-fought independence, the country has descended into an intractable civil war characterized by high levels of violence and the disintegration of its social fabric. It has led to a humanitarian emergency of immense proportions, compounded by a near collapse of its economy and widespread development challenges.

The onset of conflict in December 2013 brought with it an increased need for humanitarian aid. Opportunities for development assistance were either put on hold or sharply reduced, and priority was given to resilience and recovery activities to complement the growing humanitarian operation. The South Sudan Development Plan (SSDP) for 2011- 2016 quickly met implementation challenges after the emergence of a fiscal crisis in 2012 and the outbreak of conflict in 2013. With the signing of the Agreement on the Resolution of the Conflict in South Sudan (ARCSS) in 2015, new hopes were raised but were again delayed or re-adjusted with the re-emergence of conflict in July 2016. The 2016-2017 UNCT's Interim Cooperation Framework (ICF), was extended until 2018, and will be replaced by this UN Cooperation Framework (UNCF) for three years (2019-2021).

The UNCF is set to be implemented in an environment characterized by unpredictable policy, violence, gender inequalities and widespread Gender-Based Violence (GBV), vulnerability to climate shocks, irregular and small-scale development support, which is highly reactive to conflict dynamics. In this context, the overall

objective of the UNCF is to build the resilience, capacities and institutions needed to achieve key outcomes across four priority areas and to gradually scale up this support. These areas have been developed based on UN Development Group's guidance, a strategic prioritization process and consultative process with UN, government, development partners and civil society stakeholders and other interest groups.

The priority areas are:

- I. Building peace and strengthening governance;
- II. Improving food security and recovering local economies;
- III. Strengthening social services;
- IV. Empowering women and youth.

The present section of the UNCF provides an overview and context. The sections that follow highlight lessons from the ICF period, guiding principles and a theory of change. The final sections explore the UNCF's strategic approach, discuss priority areas and means of delivering on these priorities.

1.1 The National Context

The Conflict and its Causes

All recovery and development challenges in South Sudan must be understood through the lens of conflict. Conflict permeates every facet of social, political and economic life. The long legacy of war in the country suggests that it has become intractable and will follow a continued cycle so long as underlying grievances and conflict drivers

remain unaddressed. These conflict drivers are mutually reinforcing and multi-layered, and in constant flux.

The country's descent into violence in December 2013 was a function of domestic power struggle and political contest within the ruling SPLM and spread quickly to the regions of Greater Upper Nile, including Jonglei and Greater Unity States. With the recurrence of armed conflict in July 2016, the Equatoria region became the central focus, thus, nearly all parts of the country became affected by conflict as multiple armed actors and power holders pursued their objectives using violent means. Meanwhile, historical local conflict and competition for natural resources, including land, persist, often with ethnic and inter-communal overtones. Local conflict has become part of a complex and multi-layered system of conflict, that evolved over decades of violence, with the potential to further undermine progress in peace efforts at the national level. At their core, they reflect an inability of both institutions and the communities they serve to withstand shocks, including the impacts of armed conflict itself, natural disasters and other factors. This is partly a consequence of weaknesses in South Sudan's pre-independence (2005-2011) state-building efforts that were supported and funded by the international community, but never truly consolidated and without sufficient attention to bottom up strengthening of social cohesion and peacebuilding. As an economic crisis unfolded in 2012 due to a shut-down in oil production, existing systems of governance and power broking collapsed and contributed to the outbreaks of re-current violence in 2013 and 2016 respectively.

Impacts of the Conflict and the Peace Process

The consequences of the conflict are severe and perpetuate its continuation. The main consequence is a complex humanitarian emergency, which has brought human suffering on an immense scale. According to humanitarian agencies, over 60 percent of the population is in need of humanitarian assistance and protection in 2018. More than 7 million people in South Sudan—almost two-thirds of the population could become severely food insecure by July 2018 without sustained humanitarian assistance and access according to the most recent Integrated Food Security Phase Classification (IPC) report. More than one quarter of all South Sudanese has become internally displaced (1.9 million) or are among the 2.4 million refugees in neighboring countries. This significant displacement undermines the foundation for durable peace and makes the country heavily reliant on humanitarian assistance as people are unable to engage in their normal livelihood activities, without access to food and a path to recovery and sustainable development. National and state-level institutions are nearing collapse and are unable to provide essential and life-saving goods and services in response as most economic activity and revenue generation is significantly reduced. The impacts of ongoing violence, armed conflict and economic decline continue to weaken or destabilize coping mechanisms, weaken mechanisms for justice and reconciliation and reinforce grievances that underpin many inter-communal tensions and perpetuate further violence.

While the protracted conflict affects all populations in South Sudan, patriarchy and the resultant social

construction of gender roles have led to unequal power relations. This has brought differences in how women and men are impacted by the violence, are able to respond to, and make contributions to addressing and resolving the conflict. Predictably, violence and armed conflict disproportionately affect vulnerable elements of the populations, including women, children and youth who are particularly affected by displacement, poverty and food insecurity, and are under-represented in public and private decision-making, or are refugees hosted in the country. Efforts to address these impacts are especially challenging given the limited availability of quality and disaggregated data, which is needed for effective and targeted interventions. The impacts of the conflict on women and girls are severe. Permissive attitudes to violence against women and girls, including GBV and other human rights violations and abuses, tend to be exacerbated by the armed conflict and are often driven by detrimental social norms, stigma and limited access to legal recourse.

In August 2015, the ARCSS was established. It is premised on a power-sharing arrangement and includes transitional justice measures, economic development and reform of governance and justice sectors, the launch of a National Development Strategy as well as dialogue and reconciliation - all to be concluded with elections after three years. Implementation of the ARCSS was delayed, however, with the re-emergence of armed conflict in 2016. In 2018, a High Level Revitalization Forum (HLRF) with the parties to the ARCSS has been convened by the Intergovernmental Authority on Development (IGAD) Heads of State and Government to restore a permanent ceasefire and

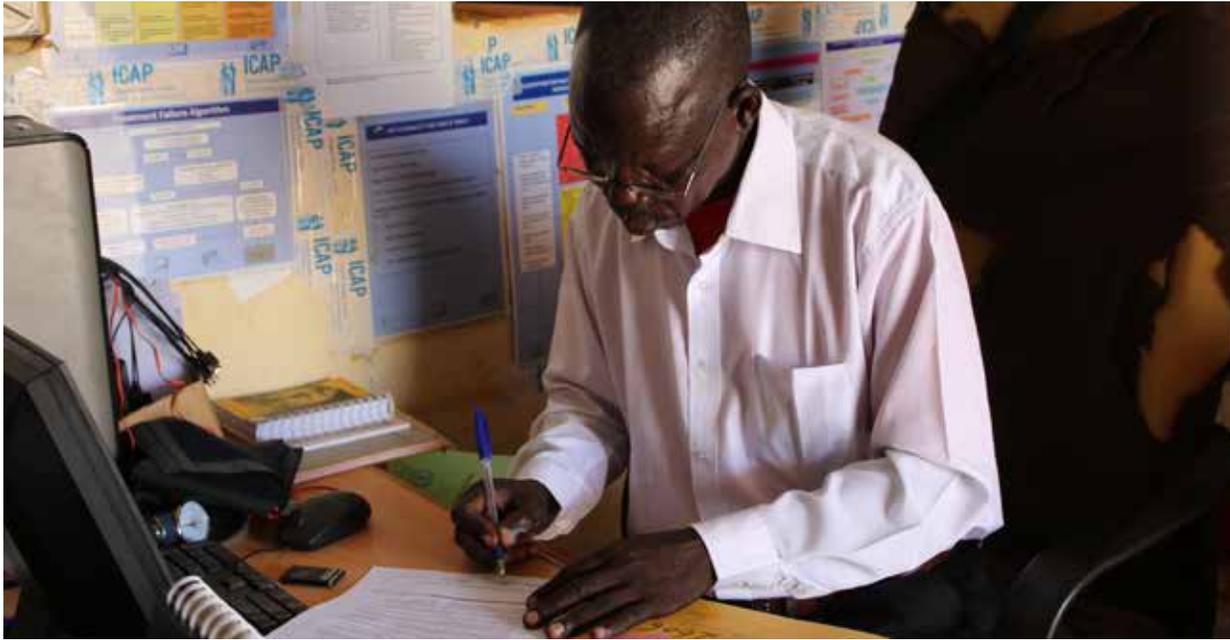
agree on a revised and realistic timeline for the full implementation of the ARCSS. At the same time, the government has launched a National Dialogue process. All this has provided new momentum to international peace efforts. However, it is uncertain if the HLRF will succeed and a continued absence of substantial progress in the peace process is likely. Additionally, given the complexities of the root causes of conflict, it is unlikely that implementation of ARCSS alone would yield sustainable peace throughout the country. Nevertheless, the ongoing violence and armed conflict should not prevent addressing policy and developmental challenges, including on structural inequalities whenever possible.

1.2 National Priorities

The 2030 Agenda

The 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs) provide a universally mandated framework to define national priorities and support a long-term vision for recovery and development. With this in mind, South Sudan drafted its inaugural SDG report in November 2017. The draft report is based on a consultative process (subject to limitations given the security situation) and its findings were consistent with other similar SDG prioritization exercises in South Sudan. It gives an overview of the state of affairs in each SDG area, priority goals and targets as well as strategies to implement them.

The inaugural report found that progress on SDG 16, which covers topics related to peace, justice and strong institutions was the overwhelming



priority for most stakeholders. It highlights factors that underpin violence, insecurity and injustice and possible means to sustain peace over the long term. SDG 16 was also seen as an 'enabler' due to its nature to unlock progress in nearly all other SDG areas, including food security and hunger (SDG 2), which was identified as the second priority SDG. This goal was followed by quality education (SDG 4) and inclusive economic growth and decent employment for all (SDG 8). Gender equality (SDG 5) was also highlighted as an SDG that can help achieve goals across the full range. The workshop and the report agreed on the need for strict prioritization and sequencing of SDG implementation in the current challenging environment in South Sudan, and emphasized how the most important SDGs for South Sudan today can act as enablers and unlock broader progress towards other SDGs in the years to come.

The National Development Strategy

The National Development Strategy (NDS) is set to launch in 2018 and will last until 2021. It was envisioned as part of the implementation of ARCSS and is the first comprehensive national development strategy in South Sudan since 2013. The UNCF takes into account the priorities outlined in the NDS so it can be used as a central planning instrument for cooperation with the government. The NDS itself the instrument to rollout the 2030 Agenda for Sustainable Development and Agenda 2063 for the Africa we want The NDS has the overarching goal of consolidation of peace and stabilization of the economy. It specifies three main outcomes for the population: they should feel safe to go about their business; enjoy stable prices (notably of food, currency and labor); and have access to basic services (health, education and rule of law, in particular).

To achieve these goals over its three-year implementation cycle, the NDS outlines six strategic deliverables: create enabling conditions for and facilitate the voluntary return and integration of displaced South Sudanese; develop appropriate laws and enforce the rule of law; ensure secure access to adequate and nutritious food; silence the guns by facilitating a permanent cessation of hostilities; restore and expand the provision of basic services at all levels of government; and restore and maintain basic transport infrastructure such as roads and bridges.

1.3 International Support in South Sudan

The period leading up to and immediately following independence was characterized by optimistic and large-scale international support for traditional development and state building programmes. These programmes aimed to build institutional capacity, deliver basic services and build central government infrastructure. However, the strong focus on development assistance did not last long, as the country quickly descended into protracted conflict in 2013. Current assistance is therefore heavily focused on delivering a humanitarian response, with limited support dedicated to strengthening resilience, supporting local level dialogue and inclusive political process to address political cleavages and inter-communal tensions.

Humanitarian Assistance

With the onset and spread of conflict throughout the country in late 2013, international engagement became overwhelmingly centered on the delivery of emergency assistance. This predominantly

humanitarian focus remains today. Bilateral and multilateral partners have committed over USD 7 billion in humanitarian relief since the conflict erupted in 2013. The funding request in 2017 alone amounted to over USD 1.2 billion. The majority of these commitments are aimed at providing food and livelihoods assistance. As a whole, humanitarian efforts across South Sudan have been highly effective, despite the very challenging and insecure context. They have significantly reduced and mitigated the negative impacts of the conflict and economic collapse on people's lives. In 2017, humanitarian partners reached more than 4.4 million people despite logistical, access and bureaucratic challenges.

UNMISS Engagement

Humanitarian assistance is delivered alongside a large-scale UN peacekeeping mission: The United Nations Mission in South Sudan (UNMISS). Its current mandate entrusted by the Security Council with its resolution 2406 on 15 March 2018 includes: the protection of civilians; creating conditions conducive to delivery of humanitarian assistance; monitoring and investigating human rights violations and abuses; and supporting the implementation of the ARCSS and the peace process. With its uniformed and civilian interventions, UNMISS provides protection to the people of South Sudan, including those displaced in the Protection of Civilians sites. Peace efforts include continued support for local-level mediation and reconciliation activities which speak to the complexity of root causes of conflicts in South Sudan. UNMISS' mandate also touches on the conditions for achieving a durable political solution

to the conflict and on what the mission can do to support the peace process, including the HLRF.

The HLRF, the National Dialogue and NDS processes present important opportunities to enhance collaboration between UNMISS, the UNCT and other partners to support peace and recovery in the country, particularly in the areas of building capacity and institutions for reconciliation and durable peace. The UNCT and UNMISS will also continue their joint efforts to address human rights violations and raise human rights awareness, build capacity of rights-holders and duty bearers to meaningfully participate in transitional justice processes, empower and protect victims, and enhance accountability. In addition, the UNCT will continue to work with UNMISS in supporting the appropriate institutions to uphold and deliver on the multiple ratifications South Sudan has undertaken, including human rights instruments.

Renewed Engagement of International Financial Institutions

In May 2017, the World Bank resumed its engagement in South Sudan and launched a new Country Engagement Note (CEN) for the 2018-2019 fiscal years. The Bank's objectives during this period will be to strengthen resilience to shocks in the short term, and support opportunities for recovery and sustaining peace in the medium term. A total of USD 410 million has been allocated to support this emerging agenda. Funds will be allocated to programmes that expand the provision of basic services for vulnerable populations as well as support for livelihoods creation, food security initiatives as well as basic economic recovery.

According to the CEN, a credible and lasting political settlement to the conflict is the only way that progress on the Bank's twin goals of poverty reduction and shared prosperity can be achieved. Other International Financial Institutions (IFIs) such as the International Monetary Fund (IMF) and the African Development Bank (AfDB), which has a history of cooperation in South Sudan since 2005, remain engaged in the country albeit on a limited scale. The ability of these IFIs to increase their presence in the country depends, to a large degree, on the outcomes of the HLRF and broader peace process, as is the case with the World Bank.

United Nations Development System Reform

A comprehensive UN reform process is currently underway. It includes measures to strengthen the operational efficiency of UN country teams, ensure empowered and impartial Resident Coordinators, incentivize more accountable leadership (both at headquarters and in-country), build stronger partnerships and revise financing mechanisms to improve cost saving. While the reforms are still ongoing, they provide both the mandates and the means to implement the UNCF and strengthen the effectiveness of the UNCT. The UNCF will provide a basis for implementing the call for a 'new generation of UNCTs' in South Sudan, and it will form a strong framework for UNCT members to plan and implement programmes in a more joint up manner and implement the broader range of reform measures underway.



2. LESSONS FROM ICF IMPLEMENTATION

A defining feature of the ICF period was the absence of a corresponding national development plan. This limited the scale and bridging scope of UNCT support and necessitated a flexible light-touch approach to its activities. In this context, the ICF established five outcome areas: enhancing resilience of communities; strengthening social services for the most vulnerable; strengthening peace and governance; reinvigoration of the local economy; and, cross-cutting support for the improvement of the status of women and youth. The ICF focused on achieving short-term results given the persistence of active conflict and a large-scale humanitarian emergency but with a view towards stabilization and longer-term recovery and peacebuilding. It also served as a platform for supporting ARCSS implementation and included UN's initiatives to strengthen capacities of institutions such as the Joint Integrated Police and the Commission for Truth, Reconciliation and Healing.

Lessons Learned

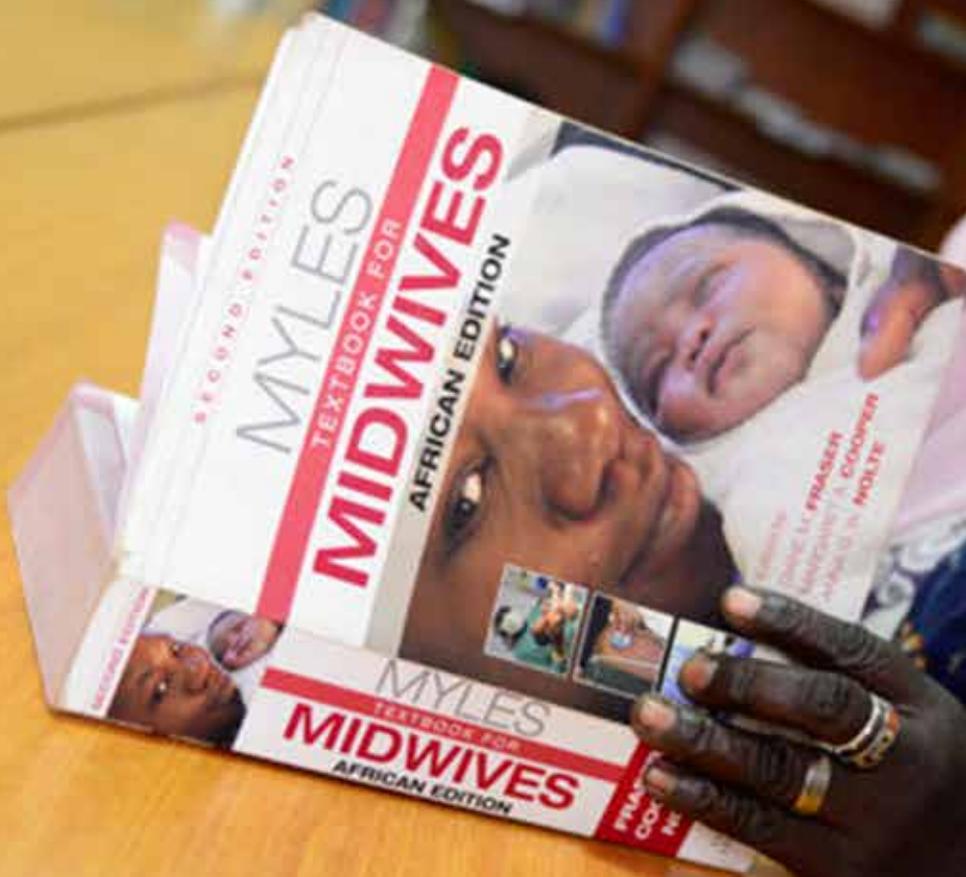
In its two years of implementation, the ICF has registered relatively positive development results, and helped prepare the ground for recovery and resilience. Despite the crisis in July 2016, a broadening geographic scope of low level fighting, and the predominant focus on humanitarian assistance, many UNCT programmes under the ICF continued as expected or realigned and later restarted. At the end of 2016, many activities had

recovered while only one out of five main outcome areas was fully 'on track'. Overall, the UNCT delivered roughly half of what had been originally planned for the year. In 2017, the delivery rate had increased to 68 percent, and three out of five outcome areas were now 'on track' at the end of the year with most difficulties registered in areas directly related to the stalled peace process. Delivery had increase from USD 119 million in 2016 to USD 160 million in 2017. Despite the challenges in the peace process, the ICF achieved important results under its third outcome area on strengthening peace and governance, including capacity building of justice and rule of law institutions, the civil service, and civic engagement and national and local-level peacebuilding. In addition, the ICF had ensured focused local level building of resilience and food security and maintaining service delivery systems that had been increasingly neglected by the government due to the conflict. These activities will be brought to scale under the UNCF to be truly impactful.

The ICF introduced a nimble, flexible and focused approach to resilience building, which brought with it the ability to adjust to challenging and changing circumstances based on annual joint work plans. Rather than agreeing on a full Common Budgetary Framework at the beginning of the period, the joint work plans have captured fluctuations and changing activities from year to year. This is one of the most important lessons learned from the ICF, and progress was documented in the first ever joint

UN financial and results report in South Sudan, for the year 2016 and it will continue to influence UNCT operations under the UNCF.

Additional lessons point to the need to adopt conflict sensitive approaches, mitigate risks and actively identify opportunities for engagement, including in specific locations. In certain cases, joint planning and programming under the ICF were implemented sporadically. Complementarity of activities and approaches will therefore be prioritized under the UNCF, and by implementing the New Way of Working, outlined below. Other lessons relate to information and data collection, which were found to be insufficient as a result of pervasive insecurity and limited capacity at all levels of government offices, particularly at the National Bureau of Statistics. These challenges will be addressed with increased vigor to better inform targeted and strategic development interventions with a broader geographical scope.



3. KEY PRINCIPLES

UNCT support will be guided by a series of principles designed to address existing challenges and help achieve priority outcomes. Applying these principles in full will also require reinvigorated institutional commitments to enable informed and forward-looking UNCT support.

Flexibility and Adaptability

Flexible and adaptable support will make adjustments easier as and when required while also ensuring continuity. The UNCT will be able to adapt to changes in government capacity and ownership, changes in development partner contributions, and to the final decisions on the reform of the UN Development System. The UNCT will strengthen its internal capacity, including through targeted and nimble annual joint work plans, to rapidly adapt its priorities and deliver according to the changing context.

Managing Expectations

The UNCF is being launched in a context where socio-economic and political challenges are increasingly severe compared to the ICF starting point. Beginning from this lower base will therefore require expectations of progress and outcomes to be managed accordingly. Adopting realistic expectations will, however, not require limiting ambitions to affect positive change. Rather, it will require the incorporation of contingencies in planning efforts, and accounting for risks wherever possible.



Conflict Sensitivity

The likelihood of sustained violence will remain high for some time to come, even after a successful peace accord. An informed approach to conflict sensitivity and understanding risks will allow the UNCT to mitigate any detrimental effects of insecurity and conflict, help the UNCT adjust to any re-positioning of development partners and concerns related to the diversion of resources for conflict-related purposes. Conflict sensitive approaches will also help safeguard against

limited political will or skewed institutional incentive structures. The UNCT will ensure systematic conflict sensitivity by articulating tools and strengthening capacities, notably: targeted guidance notes integrating conflict sensitivity in joint flagship programmes, and joint learning.

Leave No One Behind

This principle is a universal obligation under Agenda 2030. It emphasizes the importance of reaching those who are furthest behind first,

and affording sustainable development to all irrespective of their political affiliation, gender/sex, ethnic identity or other social status. The principle applies to displaced people, women and youth and those living in areas where state authority is weak or absent. Other marginalized groups include, but are not limited to, religious and ethnic minority groups, elderly people, war widows, orphans, the mentally and physically disabled, at-risk children, GBV survivors, ex-combatants and individuals affected by HIV/ AIDS. Leave No One Behind also emphasizes the centrality of protection and advocates increased social, political and economic inclusion, and buy-in from all segments of society. South Sudan is fragmented and characterized by an absence of national unity and a severed social contract between the state and the citizens it serves. Increasing the voice and representation of marginalized people in public and private life and promoting equality and accountability will help build a more unified country and trust in state institutions. Effective accountability to affected populations, will be key to promote greater community engagement and an essential step towards the development of future social protection systems.

SDG Implementation

The SDGs are universal and indivisible, yet customized to South Sudan's unique circumstances. South Sudan's inaugural SDG report emphasized important linkages between the 17 SDGs, priority areas and enabling goals that can leverage results across the SDG spectrum. UNCT support will incorporate these approaches

and lessons from the SDG report with the aim of improving the effectiveness of strategies and policies and minimize unnecessary trade-offs between them. SDG mechanisms also provide a basis for sequenced decision-making to meet priority outcomes over time.

Development, humanitarian, peacebuilding and human rights linkages

The UNCF recognizes the indispensable connection across development, humanitarian, peacebuilding and human rights linkages. This will be an important principle. This builds on multiple initiatives and frameworks, including the New Way of Working (NWOW). The NWOW is an international commitment agreed to at the 2016 World Humanitarian Summit. The NWOW recognizes the primary importance of emergency assistance, but also provides foundations to reduce humanitarian needs over time. It calls for achieving collective outcomes, which are commonly agreed results or impacts focused on reducing people's needs, risks and vulnerabilities and increasing their resilience. Taken together with the other two core aspects of the NWOW - working over multi-year timeframes, and with a diverse set of actors based on comparative advantages - achieving collective outcomes will provide significant opportunities for more effective support in key areas by the UNCT in South Sudan. The UNCT will implement new and joint approaches under the NWOW to conducting analysis, and finding practical ways to advance the commitments under the NWOW. The 2030 Agenda provides multiple opportunities for strengthening the linkages across development, humanitarian,

peacebuilding and human rights. The UNCT will draw on Agenda 2030 to strengthen these linkages, implement the Human Rights Due Diligence Policy and build capacity among both rights-holders and duty-bearers. South Sudan is a signatory to African Charter on Human and Peoples' Rights, on the 4 Geneva Conventions, and on the United Nations Convention against Torture among others. South Sudan submitted its national climate change action plan ahead of the Paris Agreement in 2015. The UNCT will work to mainstream gender equality and advance women's empowerment across all four priority areas.



4. THEORY OF CHANGE

The UNCF theory of change has three inter-related objectives: explain causal relationships, clarify how to best achieve priority areas, and build on lessons learned from the ICF period. It establishes linkages between the change that needs to happen (the challenges), the means to go about this change (the approach), and, the purpose and objectives behind it (the desired outcomes). The overarching objective of the theory is to enable strategic, outcome oriented and coherent UNCT support that is attuned to country conditions as they evolve.

Components of the Theory

Based on the national context priorities, four inter-linked **challenges** have been identified, which summarize the impediments to sustainable development in South Sudan: deepened social and political fragmentation and gender inequality; economic crisis and lack of services; persistent conflict and fragility; and recurrent shocks and stresses

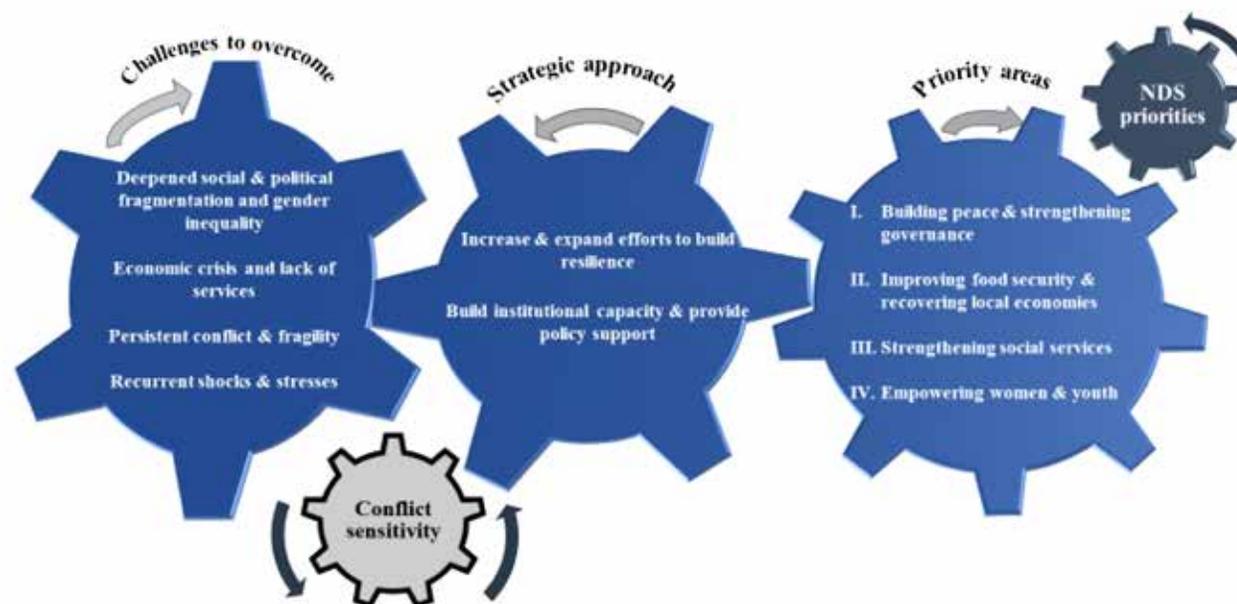
Mindful of these challenges, the UNCT will apply six guiding principles (see Section 3 above) and pursue a broad-based **strategic approach** to build resilience and support capacity building of national and local institutions as and where the security and political situation allows. In this sense the strategic approach will be driven by supply, and the capacity of the UNCT to respond, as well as opportunity and demand. By applying this strategic approach, the UNCT aspires to promote the following **priority areas**:

- I. Building peace and strengthening governance;
- II. Improving food security and recovering local economies;
- III. Strengthening social services;
- IV. Empowering women and youth.

The theory of change emphasizes the interdependent nature, and the simultaneous pursuit of both short- and longer- term objectives,

which also reflect strategic actions under the NDS. The trajectory that the theory envisions is non-linear, meaning that progress as well as setbacks are to be expected and may take place concurrently. Various risk factors will impact the prospects of promoting the priority areas. These risks can be mitigated by ensuring conflict sensitivity and risk informed programming across all components of the theory of change.

The UNCF Theory of Change – Visualized





5. STRATEGIC APPROACH

The defining feature of the UNCT's strategic approach will be to increase and expand all efforts to build resilience at the community level, as well as at higher levels of society and across priority areas, and to build capacities and strengthen institutions.

5.1 Increase and Expand Efforts to Build Resilience

The UNCF will build on the ICF's strategic approach to resilience albeit in a scaled-up manner and across priority areas. Increasing resources and activities towards resilience components, and mainstreaming efforts across programmes will help build the long-term resilience of communities and institutions across society. Approaches to strengthen resilience will require, multi-sectoral approaches and continuously adapting to changing conditions on the ground based on targeted, nimble and flexible joint work plans.

Understanding Resilience in the South Sudanese Context

For the purposes of the UNCF, and to ensure its relevance in the South Sudanese context, resilience is here defined as the capacity to absorb, adapt and transform in the face of economic, social, environmental and political shocks and stressors while taking account of different needs of people based on existing/structural inequalities and exclusion. Conceptually, resilience building can be seen both as a means and an end to achieve recovery and development. It is a useful umbrella term for actions that are able to proactively address crises, and also manage the potential negative consequences of risk. Resilience is also a point of convergence between peace and security, development and humanitarian actors. It is a means by which collective outcomes can be pursued, with a focus on long-term objectives while also maintaining humanitarian responsiveness.

Building resilience is not only a cross-cutting objective but also an effective approach to achieving priority outcomes in South Sudan. The UNCT will seek opportunities to build resilience at the local, state and national levels where opportunities exist. Examples of focused efforts in specific local areas already include joint work in Yambio and Aweil. This objective will be pursued regardless of the prevailing political situation in the country or the outcomes of the peace process. In order to effectively build resilience, the UNCT will engage in continuous learning from past experience, including by drawing on a forthcoming ICF evaluation whose emerging conclusions emphasize the importance of resilience and flexibility. The UNCT will also identify and build on good analytical practices such as the Resilience Context Analysis. The UNCF will seek to build on ongoing initiatives such as the joint partnership to build resilience and recovery in Yambio where UN agencies together with UNMISS and development partners are

currently seeking to develop a broader partnership for recovery and resilience.

5.2 Build Capacities and Strengthen Institutions

Building capacity and strengthening institutions will be done where conditions are favorable to this approach. The UNCT will step up support for strengthening national, state and local institutions, and the people they serve, be they public, private or civil society, including women led and women's organizations. The UNCT will focus on building their capacity to function under difficult conditions, promote governance reform, improve delivery of, and demand for, basic services, manage the economy and address climate change issues and land degradation.

UNCT support will include trainings and technical assistance for institutions as well as their beneficiaries, sharing expertise and experience to improve economic stability and improve access and quality to basic services, develop and implement relevant legal, institutional and regulatory frameworks. Support will be provided to ensure policy coherence across priority areas, particularly to strengthen joint analysis, data systems and evidence-based policy-making. Policies with a significant bearing on the root causes of the conflict and factors that mitigate its impact will be prioritized, as peace has been identified as the basic and foundational condition for development progress in other areas. Furthermore, the UNCT will ensure that human and financial resources, systems and strategies are put in place (or easily accessible) to provide rapid and flexible surge support as the political and security context allows.



6. PRIORITY AREAS

Priority Area I: Building Peace and Strengthening Governance

Outcomes: The South Sudanese population, particularly the most vulnerable, benefit from strengthened peace infrastructures and accountable governance at the national, state and local levels.

Priority SDGs: South Sudan's inaugural SDG report, and the various consultations that underpinned it, clearly indicate that meeting SDG 16 and its focus on building a peaceful, just and inclusive society is the fundamental priority SDG for South Sudan today that will function as an enabler for other SDGs.

At the end of 2017, South Sudan undertook its second national fragility assessment, which measured progress against five Peace and State-building Goals (PSGs) covering aspects of politics, security, justice, economy and service delivery. Across all these goals, South Sudan was found to be in or near a crisis stage - the lowest of five projected stages of fragility. Outcomes will be achieved by learning from such assessments and designing programmes in a way that addresses the drivers of conflict and its impacts and applies the 'do no harm' principle', and through more direct engagement and programme implementation, particularly at the local level, and in working with women and youth. Youth are both combatants and victims of the conflict.

As part of the fragility assessment process, recommendations were made to build core government functions: strengthen government capacity to develop, implement and coordinate policy; improve public financial management; communicate policies effectively; accelerate

civil service reform; and, establish robust mechanisms for monitoring and evaluation. These recommendations are reflected in the National Development Strategy, and are important to ensure that no one is left behind. Furthermore, the UNCT and UNMISS developed a joint analysis of conflict factors and dynamics that points to a range of governance related challenges that need to be addressed.

Opportunities to Build Peace and Strengthen Inclusive Governance at the Local Level

The UNCT will support efforts to build peace and inclusive governance from the bottom up. It will scale up existing (and successful) activities at the local level that promote inclusive dialogue, trust, participatory planning, early warning and stronger ability to respond to natural disaster, and address inter-communal tensions, all in accordance with SDG 16 objectives. The UNCT will also empower local stakeholders, including women's leadership and youth participation in the

communities, to manage conflicts, promote social, cultural and economic interdependencies, and account for gendered approaches to building peace. Underlying gender hierarchies and their relevance for shaping societal practice needs to be visible, and alternatives to overcoming insecurities will be developed. The child justice systems have been significantly constrained by the recent outbreak of conflict and weakened rule of law institutions. Children are often arrested arbitrarily and detained with adults.

The UNCT will be committed to support surveys to monitor progress towards SDG16, including the SDG indicator 16.1.4 on the "Proportion of population that feel safe walking alone around the area they live", which is also a key indicator of the NDS.

Support will be targeted on relatively stable areas where there are real opportunities to build foundations for peace, provide peace dividends and a demonstration effect that can influence other conflict affected areas of the country. Relatively stable areas tend to be overshadowed by negative national narratives and conflict trends and the immense needs for humanitarian assistance. Such areas, which exist in different parts of the country, can help generate national momentum towards stabilization by demonstrating peace dividends. They can provide models and good practices for other parts of the country and by positively influencing surrounding areas through concerted efforts to engage with local actors, institutions and service delivery facilities such as schools and health centers. The aim is to build on their strengths, connect them with each other, and allow

them to demonstrate peace dividends to other, less stable parts of the country. This will help incentivize conflict prevention and non-violent political behavior and reduce the likelihood of conflict escalating and spreading.

UNCT support will strengthen the ability of communities, civil society and community-based and women's and youth organizations, traditional institutions, and local government to build peace structures and develop their capacities to address local conflicts, promote peaceful coexistence, challenge gender norms, withstand shocks, including from natural disaster, and reduce vulnerabilities to mobilization and recruitment. Efforts will be made to engage with communities on the wise use of natural resources and adaptation to climate change. The UNCT will promote dialogue, reconciliation, expand community interdependence, access and sustainable management of natural resources, and peaceful management of pastoral migrations. In addition, UNCT support will promote social cohesion including through peace education, expanding formal and informal access to justice and the rule of law, and strengthening law enforcement institutions and other measures that address real or perceived grievances. Furthermore, the UNCT will promote volunteer-based interventions to foster civic values and social cohesion and help create a common purpose by building trust and contributing to conflict resolution.

These efforts will also focus on ensuring accountability for all forms of human rights violations through relevant legal and policy mechanisms, raising awareness of explosive

remnants of war (ERW) and building local capacities for protection and clearance of these. In addition, cultural activities that promote social cohesion, intercultural dialogue and respect for diversity, equality and human rights will be organized at the local level. The shifting nature of the conflict and the local political landscape will also necessitate building a strong evidence base to underpin all forms of UNCT support. This support will be premised on increased collaboration, including joint analysis and joint programming, amongst UNCT members, and notably between the UNCT and humanitarian actors and UNMISS.

Opportunities at the national and sub-national levels

Local-level engagement is also designed to support national peace efforts. Here, in coordination with UNMISS, the UNCT will leverage its convening power and legitimacy in the eyes of the public to support the implementation of on-going peace processes such as the HLRF and National Dialogue, and broader economic and political governance processes. The UNCT and UNMISS will work to establish a UN-Wide approach to the protection of civilians. Activities may include technical assistance to facilitate power sharing, support the strong engagement of women and women's organizations and of youth groups in the political processes and gender sensitive legislation, foster dialogue and community engagement, support to enhancing transparency and accountability, promoting the rule of law, and rehabilitation and reform of the civil service.

The UNCT will support improved policy coherence, and public financial management at national and

sub-national levels to strengthen political and democratic processes, and support the effective participation of women and youth. Increasing the voice of women must be central to guide peace efforts and strengthen governance, not only in response to the immediate conflict, but as an opportunity to redress gender inequities. The UNCT will strengthen institutional capacity for participatory and gender responsive planning, budgeting, and monitoring of risk resilient plans, policies and development strategies that support the achievement of the SDGs, and will work with the National Bureau of Statistics to enhance national statistical systems and capacities for disaggregated data collection and analysis. The UNCT will work on improving the aid effectiveness architecture to improve development cooperation, dialogue and accountability.

UNCT support may also include capacity building to review and engender legislation, reconstitute and reform transitional institutions and mechanisms. When conditions are right, the UNCT support may extend to developing a permanent constitution with a strong focus on equality of rights and obligations for all citizens without discrimination. If the UN is mandated by the Security Council or requested by the Government of South Sudan to provide electoral assistance, UNMISS and the UNCT will provide such assistance in an integrated manner, following a needs assessment, led by the Department of Political Affairs (DPA) global Electoral Assistance Division. The UNCT will also build the capacity building of civil service institutions, institutions of democracy and participation, institutions of accountability and oversight, justice and rule of law institutions at national and state levels, and

transitional justice institutions if and when feasible. In addition, UNCT members will engage in security sector reform when security institutions are stable and capable enough to undergo substantive reform, and related efforts to address the challenge of proliferating small arms and light weapons. This will be done in compliance with the UN Human Rights Due Diligence Policy and with the understanding that all forms of human security are gendered, even though their manifestations may be specific and context dependent.

The UNCT, in partnership with UNMISS, will also seek to promote civic engagement and voice, and widen space for inclusive public debate and participation, including by supporting civil society and particularly, women's organizations. Activities will be pursued to strengthen an enabling environment for effective, participatory communication and quality public debate. This will include implementation of the UN Plan of Action on the Safety of Journalists, support to improve regulatory systems that protect freedom of expression, promote intercultural dialogue and cultural diversity. It will also include promoting the right to information, and facilitating non-discriminatory licensing of community radios and related support to expand its reach and a free, pluralist media.

Under this priority outcome, the UNCT will do analyses to enable geographical differentiation of programme approaches and allocation of resources to mitigate tensions between socially and politically excluded groups and beneficiaries. To this end, the UNCT will strengthen social cohesion

among different ethnic groups, support male engagement and challenging of negative social norms by promoting inter-cultural dialogue and sports for national identity, bridging inequalities, peace and unity. This will involve ensuring that UNCT support in relation to one group/gender does not inadvertently undermine access by another. The UNCT will also focus on an iterative learning process through research, validation and development of knowledge products, as well as enhancing accountability by improving the collection, use and sharing of data. For the protection of cultural and natural heritage, UNCT will work with local institutions and communities, especially women and youth, to strengthen the governance system for conservation and promotion of South Sudan's diverse cultural heritage.

Opportunities to build peace and strengthen inclusive governance will to a large extent be contingent on the outcomes of the HLRF, the National Dialogue and the broader peace process. UNCT support will therefore be flexible and involve contingency planning to accommodate a range of different scenarios, premised on the following:

- If peace talks result in positive outcomes, an increasing amount of support will be dedicated to national level initiatives while supporting community peacebuilding and inclusive governance at sub-national levels to consolidate peace dividends and begin the recovery and resilience building process;
- If the peace process is less successful, while looking for national-level opportunities, community-level peacebuilding and support to inclusive governance processes will be

prioritized. The UNCT will support local level peacebuilding that increases the voices of women and participation of youth, and centers of stability wherever possible, irrespective of the outcomes of national-level peace initiatives.

Priority Area II: Improving Food Security and Recovering Local Economies

Outcomes: Local economies are recovered and conditions and coping strategies are improved for vulnerable communities to end severe food insecurity.

Priority SDGs: The SDG report and the consultative process highlights SDG 2 on ending hunger as crucial to South Sudan and an urgent priority with strong 'enabling' potential to unlock broader progress in other areas. In addition, SDG 8 on decent work and economic growth, was also identified as a priority objective.

South Sudan remains highly vulnerable to a range of economic, political, social, environmental and security related shocks. It is experiencing chronic food insecurity, which led to localized famine in early 2017, deepened poverty and reduced social cohesion. This is a result of the ongoing conflict and resulting insecurity, the ensuing mass displacement and the deepening economic crisis, which have disrupted every stage of the food value chain. Spikes in violence, displacement and period climate extremes resulting in extended dry spells and flooding have brought a persistent decline to food production. This is compounded by structural constraints related to access to quality inputs, tools and equipment, knowledge and skills to cope with climate extremes and for improved agricultural production. Concurrently, contamination of arable land by explosive hazards has hindered food production.

Transportation of food commodities have also been affected by restrictions imposed by armed

actors, insecurity, and the poor state of roads and supply routes. These factors have impacted market supply, dramatically increased prices, and reduced the ability of markets to operate. The diminished ability of people to purchase, process and store food has impacted people's food security and nutritional status and resulted in greater reliance on negative coping strategies during difficult times and heavy reliance on external food assistance. This particularly impacts vulnerable households, including female-headed households, with increasingly negative impacts on children. Furthermore, the ongoing conflict prevents South Sudan from sustainably using and maintaining its natural resources for the population's wellbeing. The livelihoods of farmers, pastoralists and fishermen are extremely vulnerable to the impacts of increased warming and unpredictable and reduced rainfall, given the country's fragility and its extreme dependence on rain-fed subsistence agriculture.

Women's lower coping and adaptive capacities, entrenched by discriminatory social norms, make the impact of food insecurity on them more pronounced and severe. With responsibilities of providing food to the family, women and girls continue to shoulder multiple layers of burden – of poor yield, traveling even longer distances to access food and exposure to GBV, and of reproduction and unpaid care activities.

Food security has been identified as a key focus area for UNCT implementation of the NWOW. The UNCT will work with humanitarian partners to pursue collective outcomes in areas pertaining to food security where there will be significant value added from stronger synergies between humanitarian and development actors.

Opportunities to Improve Food Security and Recovering Local Economies

UNCT support will draw on established methodologies and lessons from the ICF period but it will also be driven by stakeholder demand and strategies to build community resilience. The UNCT will continuously identify vulnerable populations and their unique challenges through gendered analysis, to help inform policies and programme modalities. Support will be targeted to create conditions for durable, safe, dignified and voluntary return of the displaced. UNCT activities will aim to stabilize and increase sustainable food production, increase access to food through promoting livelihood opportunities and expanding the role of the private sector. The UNCT will also work to ensure the uninhibited movement of food in collaboration with humanitarian partners

and UNMISS, and increase peaceful access and sustainable use of natural resources. Humanitarian and development actors will coordinate with UNMISS on effective force deployment for this purpose.

The UNCT will promote resilience to crises and stressors (for example climate-related hazards and socio-economic shocks) and expand basic services, including affordable and clean energy, to strengthen communities' ability to withstand high and unstable food prices. UNCT support will also reduce the reliance of displaced and conflict-affected people on emergency food assistance, promote social protection and reduce gender-based inequalities at all stages of the food value chain through greater community engagement, as well as improved accountability to affected population. Involvement of youth will be key for sustainable actions on food security and recovering local economies and help generate visible peace dividends. Additionally, the UNCT will promote common beneficiary registration and management system as a key step towards the development of future social protection systems.

The UNCT will also support efforts to reduce the economic stresses that underpin food insecurity. It will help rebuild assets, restore purchasing power and recover livelihoods, which have been particularly impacted by the conflict. The vast majority of South Sudanese, especially women and youth, are non-waged employees who depend on natural resources, particularly animal husbandry or crop farming to survive. Agriculture and diversified livelihoods initiatives will therefore be actively pursued by the UNCT, mainly in relatively stable

areas, as well as in areas with potential to bridge the humanitarian-development-peacebuilding nexus. The objective of these initiatives will be to enhance food security build resilience to climate change and help mitigate grievances and prevent outbreaks of violence among groups. Interventions will be driven by needs and opportunities and based on community aspirations. They will include vocational training, creating community assets and building life skills, developing entrepreneurship and access to financial services (including for pastoral and other marginalized communities) as well as survey and clearance of land from ERW. UNCT activities to recover local economies will pay particular attention to vulnerable populations, especially women and youth. The development and implementation of climate change adaptation strategies, including expanding access to climate resilient and green technology such as sustainable water provision for smallholder farmers through harvesting and small-scale irrigation, will stimulate the dual purpose of diversification of livelihoods and reduce environmental pressures. It will help reduce the pace of degradation of forest resources, as well as the time spent by women and children in accessing biomass for fuel and lighting.

The above measures are primarily designed as short to medium-term interventions towards creating a platform for local economic recovery. Moreover, the UNCT will pursue recovery opportunities in stable areas to further reconstitute the food value chain and 'build back better' in the agricultural sector. The UNCT will enhance the long-term coping mechanisms of communities and vulnerable populations, which will not only accommodate victims of the conflict but reduce

their susceptibility to mobilization and recruitment, especially the youth. A more stable national context will enable the UNCT to work closer with the government, both at the national and state level, to build social protection mechanisms that address vulnerability and enhance access to food. It will entail institutional capacity building to improve disaster preparedness and response, sustainable management and conservation of natural resources and mitigate the impact of climate change as it affects the food value chain.

Priority Area III: Strengthening Social Services

Outcomes: Most vulnerable populations including women and children increasingly use improved basic healthcare, nutrition, education and WASH services in South Sudan.

Priority SDGs: Different consultations among South Sudanese stakeholders have pointed to SDG 4 on education as the most important SDG related to social service delivery. In addition, SDG 3 on health and SDG 6 on clean water and sanitation will be priorities for UN support.

The availability and quality of basic and essential services in South Sudan has deteriorated progressively since the ICF starting point as national and state authorities are stripped of both capacity and resources. The conflict and the economic crisis has brought severe restrictions on the functionality of the education sector. While basic data is hard to come by, around two million children out of school and 1.3 million are at risk of dropping out. The building blocks of the health system are also severely impacted by the ongoing conflict, as over half the country's health facilities are non-functional and access to health services is constrained. Only 44 percent of the population are within a five kilometers radius of health facilities, most of which lack the human resources required to deliver basic health services. The share of the population that can access skilled health care is extremely low as the number of doctors per 10,000 people is only around 0.15. The maternal mortality ratio in South Sudan is estimated at 789 per 100,000 live births, and skilled birth attendance rate is also extremely low at 14.7 per cent. Only 40 per cent of

health facilities are functional, and most still lack equipment, supplies and sufficient number and mix of health personnel. Adult HIV prevalence rate is 2.5 per cent, and 30 per cent of new HIV infections occur amongst persons aged 15-24 years, with women and girls constituting 64 per cent. Further, since July 2016, most WASH development work has been suspended due to the spread of conflict. Nearly every part of the country now requires some form of humanitarian support to keep people alive. Limited access to social services is a particular challenge for displaced people, and for those living with food insecurity and malnutrition as well as victims of communicable diseases.

Opportunities to Strengthen Social Services

UNCT support will center on increasing equitable access and coverage of essential social services among the most vulnerable populations, including children, youth and women and will include access to safe, sustainable and quality services during crises. Together, the health, nutrition, education,

WASH and protection sectors, which are supported by Community for Development (C4D) efforts, offer important entry points for coordination between humanitarian and development actors. Collective outcomes will require a combination of short and long-term interventions and building gender literacy in all social service sectors.

UNCT support will help achieve universal coverage of basic health services, especially in Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) to lower rates of infant, child and maternal mortality, and will include implementation of the Health Sector Strategic Plan (2016-2021). Support will cover nutrition services, strengthening capacities for provision of midwifery services, youth friendly prevention and treatment of communicable and non-communicable diseases, HIV/AIDS prevention, treatment and care, including among populations of humanitarian concern and through Prevention of Mother to Child Transmission. UNCT support will also strengthen health services through protection activities, education, and emergencies and disaster preparedness and response. In partnership with other development partners, UNCT members will work towards strengthening the systems for supply chain management. The UNCT will address the limited capacity of health facilities while also building capacity for humanitarian response, including rapid response mechanisms, pre-positioning of supplies, emergency obstetrics care and clinical management of rape. These actions will require close collaboration between UNCT members and increased engagement with (and by) civil society.

In the education sector, the UNCT will implement cross-sectoral programmes centered on peacebuilding to build social cohesion, resilience, human security and create awareness and evidence of the transformative power of education in conflict situations. The UNCT will seize on opportunities to empower youth through building leadership and life skills, and participatory engagement skills to promote non-violence, community co-existence, conflict resolution and reduce inequalities. Outreach activities will be conducted to increase the enrolment and retention of children and youth in formal education, increase access to vocational training, and comprehensive sexuality education. Given the immense number of out of school children, targeted interventions will also take into consideration accelerated learning, improving the quality of teachers and curricula, and alternative education systems. This will also include providing relevant education to the needs of learners, which includes skills-based and technical and vocational education and training. Moreover, the UNCT will also scale up functional adult literacy, with a focus on women's literacy and second chance education opportunities.

In consideration of the volatile country context, and the fixed timeframe of the UNCF, objectives that can be met within a three-year timeframe will be prioritized. Still, the UNCT will approach social service delivery with a long-term view as insufficient service delivery is likely to remain widespread for some time to come. Encouraging ownership and sustainability in the education sector (e.g. among pastoralists) often requires lengthy processes of testing approaches, sustained

dialogue and scaling up. The UNCT will also strengthen the capacities of communities to resist man-made and natural shocks and the ability of local systems and institutions to address the root causes that underpin the lacking delivery and use of services and create conditions for durable, safe, dignified and voluntary return. As the political and security situation permits, the UNCT will strengthen the institutional foundations required to provide basic services. It will, however, be important to strike a balance and not allow the imperative to build government capacity impede efforts to meet existing, urgent service delivery requirements.

Priority Area IV: Empowering Women and Youth

Outcome: Participation and leadership in decision-making; and protection against gender-based violence for women and youth enhanced.

Priority SDGs: SDG 5 on gender equality and empowering women was discussed in depth at the national SDG report workshop in 2017. This area must be prioritized for it to act as an enabler for progress in other areas.

The challenges faced by vulnerable populations in South Sudan, especially women, children and youth are becoming increasingly severe. Discriminatory social norms, which promote unequal gender relationships between men and women have entrenched the vulnerabilities of women during the crisis and are compounded by the lack of gender responsive social protection programmes. Women have limited access to, and impact on, the political and socio-economic decision-making processes that affect their wellbeing. They also have disproportionately limited access to resources, which hinders their capacities to cope, and increases the severity of the effects brought on them by the conflict and natural environmental shocks such as drought and floods. This underrepresentation of women in decision-making bodies is partly due to a lack of knowledge, awareness and concern among the population about the correlation between the empowerment of women and sustainable peacebuilding. Also, women and girls are at high risk of sexual abuse, which is aggravated by the conflict, and particularly

during the perilous displacement process. GBV is endemic and commonly used as a reward for fighters, or weapon of war. GBV and discrimination are also contingent on social norms as South Sudan is a highly patriarchal society. Child marriage and intimate partner violence are very common, and there are clear and documented linkages between child marriage and GBV.

South Sudan is also a profoundly young nation. Children and youth under the age of 30 make up nearly 74 percent of the population and are uniquely affected by the war. A majority of youth are unemployed, and there is limited access for youth to quality and relevant education and training. There are few means of engagement in decision making structures and processes, and meaningful economic opportunities are limited. Youth are, generally speaking, in the rare position of simultaneously being victims and drivers of violence and social instability. This alone merits increased attention, and collection of disaggregated data, to better understand the challenging situation

they are in, and as part of broader efforts to address violence and conflict. As a preventative measure, UNCT will also promote and engage in the prevention of violent extremism to deter youth involvement in conflict.

Opportunities to Empower Women and Youth

In light of the limited awareness and concern for gender equality, GBV, child marriage and associated teenage pregnancy, the UNCT will scale-up efforts, in all priority areas, to institutionalize the meaningful representation and participation of women and youth in decision making structures and processes at all levels of society. It will strengthen male and community engagement in addressing social norms that are discriminatory and put women and girls at risk while denying them opportunities and support gender sensitive and responsive constitutional, legislative and transitional justice reforms. The UNCT will help devise the incentive and accountability mechanisms needed to do so, identify opportunities for women's participation in the broader peace process, and provide spaces for dialogue on negative masculinities and how sexism impacts conflict dynamics. Increasing participation and representation will also bring catalytic potential to address the drivers of conflict as well as its impacts, including GBV, which is a key collective outcome.

Collective outcomes between humanitarian and development actors regarding GBV could be pursued to build on the synergies between the protection activities of the sub-cluster and the programmatic activities in support of national

partners under the joint GBV programme. To address the current lack of relevant data in this area, a GBV survey will be conducted to establish a baseline for monitoring progress and setting outcome level targets that the UNCT will be committed to working towards. Activities to address GBV will focus on direct assistance to survivors, and will include promoting the role and capacities of women and youth in conflict-resolution mechanisms (e.g. reducing inter-communal tensions) as well as addressing the impunity of perpetrators. UNCT support will also include GBV-specific prevention and risk mitigation activities such as sensitization campaigns, awareness on available services, and institutional capacity building to better respond to GBV including practices of abductions of women and children. The UNCT will focus on supporting the implementation of existing laws and mainstreaming gender equality in planning, policy strategies and reporting mechanisms, including the National Action Plan for Security Council Resolution 1325 and the National Gender Policy.

UNCT activities will also seek to ensure equitable and inclusive access to services, and measures to tackle gender averse and harmful social norms such as forced and child marriage, abduction of women and children, and other discriminatory practices relating to women's right to property, reproductive health and safety. Government partners, including the Ministry of Gender and the Women Parliamentary Caucus, have a demonstrated interest to engage on issues including child marriage and GBV and how they are interlinked. This will be an important avenue for collaboration in the years to come and may



include a national strategy to address child marriage. Beyond representation and participation, gender equality must permeate all facets of UNCT engagement with its partners, throughout planning, policies, budgets and reporting mechanisms. Women's key role in safeguarding and transmitting tangible and intangible cultural heritage will be accentuated, and the role of youth and women in developing the creative economy in South Sudan will be nurtured.

In tandem, the UNCT will continue to pursue strategic initiatives that reduce the vulnerabilities of the country's youth. It will maintain and expand ongoing efforts (under the ICF) to increase youth empowerment including through creating educational, health and livelihood opportunities and ensuring their constituency-based representation in policy and decision-

making structures and processes. This includes on-going peace efforts at national and community levels. Opportunities will also be seized to build the potential of youth to counter hate speech and various forms of incitement at the grassroots level. Furthermore, the UNCT will support youth engagement in the nation-building process by investing in educating and empowering youth and enabling educated youth to better participate in the development of the country. Together, these actions will be pursued in a way that creates ripple effects on youth issues across the development, humanitarian and peace nexus and will draw on the knowledge and expertise of all actors working to address youth-specific challenges. Moreover, analysis produced as part of this priority area will incorporate, to the degree possible, views and perspectives of young adults, girls and boys, and differentiate their vulnerabilities and the impacts of the conflict they experience



7. IMPLEMENTATION ARRANGEMENTS

To deliver on the priorities outlined above, and translate the theory of change into practice, the UNCT will provide development services, leverage partnerships, and pursue effective resource mobilization and business operations strategies. These efforts are expected to reduce the risks associated with proactive engagement and promote the gradual re-engagement of development partners, including bilateral development partners. They will inform the development of annual joint work plans and flexible funding mechanisms, and contribute to improved knowledge and innovation, data collection and analysis. The UNCT will make every effort to adapt its programmes to South Sudan's highly fluid and changing context, and build the internal capacities required to adapt and respond to new developments quickly, as and when needed.

Coordination

Implementation of the UNCF will be coordinated on the basis of annual joint work plans for each of the four priority areas with participating agencies. The UNCT's Programme Management Team (PMT) and its four new results groups will be tasked to develop and monitor implementation of the annual joint work plans. Priority area IV on Women and Youth will also be tasked with ensuring that all other outcomes have clear indicators of bridging gender gaps and mainstreaming youth engagement within their interventions, and the PMT and its results groups will reinvigorate and strengthen their activities. The UNCT will ensure strong accountability and regular reporting on progress from the PMT. The UNCT will also reinvigorate

efforts to establish and roll out common implementation of Harmonized Approach to Cash Transfers (HACT). HACT implementing agencies will base this on the standard HACT provisions outlined in annex 4. The UNCT will task that Operations Management Team (OMT) to ensure operations aspects and operational efficiency.

Each UNCT member will maintain its functional relationships with relevant line Ministries on the basis of their own country programmes and action plans, and they will be the primary interface in setting and implementing priorities with their government partners in a coordinated way. The Ministry of Finance and Planning will remain the UNCT's institutional counterpart for its overall relations. The UNCT will present and discuss its annual results and financial with its government partners. In addition, UNCT result groups will seek to coordinate with existing government clusters established under the National Development Strategy.

Joint Communications

Communications and the implementation of the communications strategy will be the responsibility of the UN Communications Group (UNCG). The communications strategy will center on understanding and building resilience with and across UNCT and partners. The UN Communication Group will further elaborate the key audiences, tools and products required for ensuring that stakeholders are equipped to engage with UN partners based on sound information on the work of the UNCT and its results.

Preventing Sexual Exploitation and Abuse (PSEA)

As an integral part of all its support activities, the UNCT will reinforce efforts to prevent and respond to sexual exploitation and abuse (SEA) through its dedicated Task Force on Protection from Sexual Exploitation and Abuse with active participation of UNMISS, while prioritizing the safety and well-being of communities and victims. To this end, the UNCT will work with partners to foster a zero-tolerance environment for SEA and ensure safe and confidential reporting procedures are in place. The UNCT will disseminate the UN Whistle Blowing Policy as well as other relevant procedures and policy documents on a regular basis.

Leveraging Comparative Advantages

To utilize comparative advantages, the UNCT will ensure that strategic application of resources, knowledge and assets are pursued to maximum effect. The UNCT's 20-member organizations each have their own mandates, areas of expertise, and human and financial resources at their disposal. Through the UNCT and its related working mechanisms, enhanced coherence will be achieved.

More broadly, the United Nations' comparative advantages in South Sudan speak to its relatively strong capacity to implement programmes on the ground and to mobilize and channel resources from multiple sources. It can draw on its extensive networks including key ministries, civil society and local partners, its historical continuity in the country and its legitimacy representing UN norms and standards. The United Nations has

opportunities to influence and stimulate local peace solutions and strengthen ownership of peace and development at the local level, as well as through its cooperation with partners at the national level. Advantages of humanitarian actors in particular relate to their ability to quickly reach populations in remote areas of the country under highly volatile conditions, whereas development actors bring know-how and expertise, and the ability to work closely with national actors, including at the local level. Several UNCT member organizations are both humanitarian and development actors, which brings increased opportunities to bridge the humanitarian-development nexus within their own programme structures.

7.1 Joint Programming

The context in South Sudan is complex, and the breadth, scope and scale of interventions needed to tackle challenges require programming that is both multidimensional, integrated and localized. Joint UN programming is a recognized approach to working in a coordinated, coherent and effective way under the PMT results groups, and the UNCT and the PMT will ensure that one flagship joint programme or programming initiative is launched within each priority area, and that this is captured in the annual joint work plans. It enhances the role of the United Nations as a partner for peace and development, and the ability of the United Nations to build on and strengthen local and national ownership.

In South Sudan, the United Nations has adopted different approaches to 'Joint Programmes' and 'Joint Programming'. Joint Programmes

are understood as programmes where multiple agencies are responsible for the implementation of well-defined sector interventions. An example of this is the joint programme on prevention of Gender Based Violence. Joint Programmes are funded through the pass-through and parallel funding modalities, and include a joint monitoring and evaluation framework and a steering committee. Joint programmes should be launched when they can provide more efficient and effective support, and can maximize results, and this will require learning from past experience and good practices to ensure higher quality and better targeted support through joint analysis and assessments and partnerships, including among UN agencies, UNMISS and NGOs.

'Joint programming' is a more flexible approach where agencies and partners develop interventions based on their comparative advantages within a pre-defined strategy or framework. The strategy could be geographical or thematic. An example is the joint programming in Yambio to build local level resilience, which builds on the experience of the joint programming of a small group of UN agencies in Aweil. A coordinator may be engaged to ensure complementarity, efficiency, liaison with government and partners on behalf of agencies, and stakeholder consultations. A formal governance structure is not necessarily established and there may not be any formal requirements for joint accountability. Networks of stakeholders and partners may be formed to discuss progress and ongoing priorities as well as funding.

Joint programmes and programming can be operationalized through:

- Joint policy dialogue and policy support to national partners;
- Joint advocacy, assessment and high-level visits to local areas;
- Joint risk management and conflict sensitivity mechanisms;
- Development of joint planning frameworks or action plans, to which all actors can align their efforts and development partners can contribute funding according to their priorities and availability of funds;
- Joint accountability mechanisms at the local and national levels;
- Joint programmes may further include fully developed joint results and resource frameworks and joint reporting;
- Joint funding mechanisms.

7.2 Partnerships

Objectives and Challenges of Partnerships

Using the convening power of the United Nations, strong partnerships will be critical to support dialogue with all relevant national, regional and international stakeholders including civil society, women's organizations and non-governmental organizations. Partnerships will help ensure that development cooperation is pursued with due adherence to international standards, promote national ownership of peace and development, while also being customized to relevant contexts.

In practical terms, the UNCT will work with a range of government and non-government partners, and emphasize people- and community-focused engagement at the local level. Opportunities

for partnerships with private sector entities will be important to help develop food supply chains, improve trade prospects and develop the mechanisms needed to finance SDG implementation. As indicated above, the UNCT will pursue strong partnerships with humanitarian partners and bilateral development partners with a view to build confidence and enable their longer-term engagement. To this end, SDG 17 on partnerships for the global goals will be prioritized to strengthen the means of implementing the SDGs. Promoting learning and knowledge transfer through South-South and Triangular opportunities will also be an important partnership objective.

Partnership activities also incur transaction costs. These costs reflect the difficulties, time and financial resources that come with building institutional as well as personal relationships and the inefficiencies that come with duplicating efforts. The UNCT will therefore focus on enabling partnership mechanisms that align with programme priorities, respond to demand wherever it exists, and jointly identify opportunities to achieve priority outcomes.

Government Partners

Government ownership will be crucial to long-term results and sustainable development and peace. However, across all national government bodies and ministries, within the civil administration, and at state and local level institutions, capacities are generally weak. The vast majority of the limited resources that exist are being allocated to salaries and administration, not programmes. This puts the onus on the UNCT to work closely with both

central and local government structures, and to build on capacity and ownership wherever it exists, while ensuring a balance between the two. The UNCT will engage with all relevant ministries and departments, in particular those whose work corresponds to the UNCF's priority areas.

Humanitarian Partners

The UNCT will leverage existing partnership mechanisms and build new ones with humanitarian partners both within and outside the UN system to ensure synergy and complementarity across the humanitarian- development nexus and operationalize the New Way of Working. These partnerships will involve joint data collection and sharing, joint analysis and assessments, joint planning and combined programming where feasible. UNCT will also leverage existing footprint, interventions and asset of humanitarian actors and partners to carry out development work. Joint activities between the UNCT and their humanitarian partners will also involve continuous identification and mapping of new entry points for collaboration across mandate areas, among different actors and in different parts of the country.

Civil Society Partners

Deepening partnerships with civil society is critical as it has influential voice and conducts the majority of front line delivery of assistance on behalf of the United Nations. Stronger partnerships with civil society, including: national and international non-governmental organizations (NGOs), Community Based Organizations (CBOs), youth and women's groups, Faith Based Organizations (FBOs) and traditional and religious leaders will help

reduce risk, improve sustainability and enhance prospects of achieving outcomes. The UNCT will pay particular attention to building partnerships with national NGOs that bring complementary capacities, mandates and expertise, and with those that can facilitate engagement with national and local stakeholders on sensitive priority issues. These issues may relate to education, GBV, transitional justice, justice and reconciliation issues, freedom of expression and pluralistic media, child marriage, intercommunal conflict and related issues with distinctly political, ethnic or identity-based components. Working directly with these organizations and building their capacity will enable more coordinated and targeted approaches. Utilizing their comparative advantages in working at the local level and their ability to strengthen local societal fabric will also increase prospects of achieving results.

UNMISS

The UNCT will strengthen existing partnerships with UNMISS in multiple areas, including through joint analysis and joint programming. The partnership in the thematic areas will include, but not be limited to, support to the South Sudan National Police Service and rule of law institutions; national mechanisms to promote accountability; reconciliation and social cohesion; human rights and gender-based violence; transitional justice mechanisms; and recovery and resilience. UNMISS activities to support the peace process, facilitate local peace and reconciliation efforts at the sub-national level, and the protection of civilians and UN staff and assets by UNMISS peacekeepers will also provide enabling conditions for the support

activities by humanitarian and development partners. Institutionally, UNMISS will continue to take part in the various assessment, planning and coordination mechanisms of the UNCT, including the UNCT Programme Management Team, Operations Management Team, Communications Group and Joint Policy Advisory Team, and co-chair the UN Task Force on the support to the National Dialogue. It is anticipated that UNMISS will also co-chair the follow-up group for the Priority Area 1 (Building Peace and Strengthening Governance) in the implementation of this UNCF.

Bilateral Development Partners

The UNCT will seek partnerships with both bilateral and multilateral development partners on the basis of their country priorities and resource allocations, their approaches to engagement in the country as well as their sectoral and geographical reach. This will help obtain buy in and support for UNCT activities and mobilize resource for these. The UNCT will task its Programme Management Team as the main body to coordinate and reach out to development partners in specific thematic areas through the results groups. Strong partnerships between the UNCT and development partners will also help address challenges pertaining to funding for government activities, and concerns about potential misuse or allocating of funds to the security sector.

International Financial Institutions

Building and maintaining close ties with the World Bank, as well as the African Development Bank, will be a priority for the UNCT, including on public financial management and macro-economic

reform. Collaboration with the World Bank will be particularly important in the agricultural, infrastructure and transport sectors. It will be imperative to find useful areas of convergence with its new Country Engagement Note, which will guide the Bank's activities in South Sudan over the coming two years.

7.3 Financing and Resource Mobilization

The total resources required to implement this partnership framework over the three-year period amount to USD 650 million, assuming a gradual scaling up of programmes over the period. This represents a continuation of the existing trend in implementation of the ICF after the 2016 crisis, and assumes a continued gradually improving environment. Should the peace process accelerate, and new opportunities open up, funding levels should accelerate accordingly. In order to strengthen resource mobilization, the UNCT will increase its efforts to prepare high quality, evidence-based programmes with clear results frameworks and strong Monitoring and Evaluation (M&E) components that are aligned with the UNCT's overall strategic priorities. The UNCT will actively coordinate resource mobilization to ensure that development partners receive well-consolidated and focused programmes and will strengthen its efforts to coordinate this at the level of key priority areas. The UNCT will build on on-going efforts to reposition the UN Development System in this regard and make it applicable to the South Sudanese context while ensuring access to pooled funding as part of the foundation for a new generation of UNCTs led by empowered and independent RCs.

Under the leadership of the DSRSG/RC/HC, the UNCT will pursue several opportunities to strengthen resource mobilization, including the following:

- In line with proposed reform of the UN Development System, a UN-led pooled funding mechanism such as a Multi Partner Trust Fund (MPTF) will be explored. This pooled fund would channel resources to key focus areas of the UNCF with a strong potential for results and clear funding gaps. The UNCT will develop and collectively mobilize resources for joint programmes in key priority areas that are focused on a technical or sector-based approach, with a strong potential for coordinated and consolidated approaches led by one or more agencies with a particular expertise or mandate.
- The new global joint fund for the 2030 agenda established as part of the on-going UN reform efforts will support innovative joint projects in support of SDG goals with an emphasis on building partnerships. In partnership with national stakeholder institutions, the UNCT will also engage global financing mechanisms such as the Global Environment Facility (GEF) and Green Climate Fund (GCF).
- The Peacebuilding Fund is already closely engaged in the UNCT in South Sudan with two projects in support of local level peacebuilding. The collaboration will be further expanded. A peacebuilding plan is currently being established as a platform from which more projects targeted at building trust and sustaining peace will be developed for consideration by the PBSO.

Furthermore:

- Individual agencies will continue to develop high-quality programmes and mobilize funding from development partners directly when speed and flexibility are crucial and where the gains from consolidation and coordination are limited.
- The World Bank has recently provided significant funding to UN agencies for emergency livelihood and service delivery support. UNCT members will work directly with the World Bank to identify opportunities for funding activities of joint priority.

7.4 Business Operations Strategy

The UNCT's forthcoming Business operations Strategy (BoS) will serve as a guiding framework to increase both the cost efficiency and quality of its operational support to strengthen the United Nations' value proposition, operational practices and to improve its resource mobilization. Operations must better support UNCT programmes through continuous learning as well as needs and opportunity analyses. The UNCT's OMT will be responsible for overseeing the implementation of the BoS and promote common services and reduce duplication of operational processes to maximize efficiency and cost saving measures.

The BoS will aim to create synergies, efficiencies and productivity gains in operational processes, jointly undertaken by UN agencies in the implementation of their respective programmes. Through the BoS framework key UN Agencies' operations in Finance, Procurement, Human

Resources Management, ICT Management and Administration and logistic support shall be guided and administered. The BoS framework aims to achieve the following:

- Under Common Administration and Logistics: The United Nations in South Sudan has adopted a common approach to light vehicle maintenance and light vehicle disposal, achieving a 10 percent efficiency in vehicle maintenance cost, and reducing auctioning fees to 8 percent. For the same period the UN Agencies are co-located in at least fifteen more field locations thereby reducing operating cost by at least 10 percent.
- Under Common Finance: The United Nations in South Sudan has harmonized its approach to the cash transfer of programme resources to field locations, reducing delivery times to 3-4 business days, and saving operations cost by USD 2 million.
- Under Common Human Resource Management: The United Nations in South Sudan is using harmonized recruitment practices and are working closely with the Ministry of Labor to more efficiently tap into local labor workforce.
- Under Common Procurement: The United Nations in South Sudan has harmonized its procurement services via an expanded Long Term Agreement (LTA) portfolio, reducing transactional costs by USD 5 million, and by the same period the UNCT members in South Sudan have expanded the number of LTAs to meet the Agencies requirements for common services solutions, reducing cost and improving efficiency.

7.5 Monitoring and Evaluation

The importance of continuous monitoring and evaluation to accurately assess the efficacy and added value of each priority area, and progress towards achieving outcomes cannot be overstated. To capture relevant lessons, the UNCT will provide annual results, with indicators on bridging gender inequality in each priority area, and financial reports on progress to its partners, and will review additional intermediary reports on progress at least once a year. Adequate monitoring and evaluation practices, that include geographic location, sex and where applicable age disaggregated data, will also serve to enhance mutual accountability between the UNCT, government and partners. Reporting will be results based and will register outputs and activities based on annual joint work plans that will be developed, coordinated and monitored by the results groups, reporting to the PMT. M&E work will be supported and quality assured by a dedicated working group of M&E experts reporting to the PMT.

Monitoring and evaluation efforts will be impacted by the limited availability of timely, quality and disaggregated data. This lack of operationally useful data is a serious constraint to the work of the UNCT and will be addressed gradually and as opportunities arise for working with and building the capacity of national counterparts, including the National Bureau of Statistics. In addition, the UNCT will support efforts to strengthen coordination between national and international actors on data and statistics.



8. Risks and Assumptions

The context of South Sudan presents interlinked political, security, economic and programmatic risks that require mitigation for the UNCF results to be achieved. The UNCF is therefore fundamentally a risk informed strategy that aims at mitigating risks through a resilience-based approach through all its elements. In this, the UNCT will be guided by United Nations policies and instruments to improve compliance, assure quality and minimize risks. Accounting fully for these risks - not avoiding them - will be key to successful UNCF implementation.

A breakdown of the HLRF, failure of the ND process and outbreak of conflict are significant political and security risks. The UNCT will partner with UNMISS to analyze conflict dynamics. Such a partnership will ensure that UNCT programmes are conflict sensitive and contribute to positive outcomes. The programme will comply with the Human Rights Charter and obligations under international law including the UN Human Rights Due Diligence Policy. Security risks related to communal violence could worsen if perpetrators are not held accountable. This would impede access and operations in several parts of the country. Measures to mitigate these risks include joint programme criticality assessments, updated business continuity plans, conflict sensitive programming, partnership with CSOs and CBOs, third-party monitoring, and co-location with UNMISS.

Programmatic risks include worsening humanitarian situation leading to more resources being allocated toward humanitarian needs. This may constrain resource mobilization prospects and pose a financial risk requiring recalibration



of programming. UNCT will work to secure the funding necessary to sustain the programme and expand the donor base, including through improved reporting on results, outreach, and communication strategies. The UNCF will be implemented predominantly through the direct implementation modality due to the underdeveloped public financial management system in a fragile context. UNCT will

undertake comprehensive capacity assessments of implementing partners as part of implementing the Harmonized Approach to Cash Transfers (HACT). Mitigating risk will involve building strong partnerships to support CSOs' and other national partners' capacity to implement projects in a sustainable fashion.

ANNEX 1: RESULTS AND RESOURCES FRAMEWORK

PRIORITY AREA I: BUILDING PEACE AND STRENGTHENING GOVERNANCE

<p>Priority SDG: SDG 16 Peace, Justice and Strong Institutions: Identified in consultations as the fundamental priority SDG for South Sudan today that will function as an enabler for other SDGs.</p>			
<p>NDS outcome: Population feels safe to go about their business.</p>			
<p>UNCF outcome: The South Sudanese population, particularly the most vulnerable groups, benefit from strengthened peace infrastructures and accountable governance at the national, state and local levels.</p>			
Indicators, baseline, targets	Means of verification	Assumptions and risks	Indicative budget request (USD million) 2019-2021
<p>Indicator 1.1: Percentage of individual respondents with confidence in peace and security disaggregated by sex, age, and geography.</p> <p>Baseline:(2018): 47.4% (46.6% male and 48.7% female) individual respondents with confidence in peace and security</p> <p>Target (2021): 60% (58% male and 62% female)</p>	<p>Government gazette</p> <p>Permanent constitution and NCRC reports</p> <p>JMEC reports</p> <p>Rule of Law Institutions reports</p> <p>Government line ministries reports</p> <p>National perception survey</p>	<p>Assumptions: High Level Revitalization Forum (HLRF) revives the stalled 2015 peace agreement and the new agreement holds</p> <p>International and regional partners enables a conducive political transition and donors reengage</p> <p>Domestic political will to implement the outcomes of the HLRF and National Dialogue (ND) processes</p>	<p>120</p>

<p>Indicator 1.2: Number of HLRF-agreed governance and security reforms completed and implemented</p> <p>Baseline (2018): The High-Level Revitalization Forum (HLRF) attempts to revive stalled 2015 peace agreement for the completion and implementation of key transitional</p> <p>Target (2021): Permanent constitution with full guarantees of rights and non-discriminatory drafted, 3 rule of law institutions' Acts reviewed, engendered and enacted, 20 transitional institutions and mechanisms reformed and reconstituted</p>	<p>CTSAM reports</p>	<p>UNCT is able to bring in the right internal capacity and agility</p> <p>Risks:</p> <p>High Level Revitalization Forum (HLRF) will be slower or abandoned</p> <p>Competing interests within IGAD member states may compromise implementation of the agreement</p> <p>TGoNU will not be able to take joint decisions</p> <p>Macro-economic stability does not improve, perpetuating tensions, grievances and diminishes opportunities for recovery and return</p>	
<p>Indicator 1.3: Number of national and sub-national development policies, plans, budgets and revenue management systems that are SDG aligned, inclusive and utilize gender disaggregated data.</p> <p>Baseline (2018): 1</p> <p>Target: 5</p>			

PRIORITY AREA II: IMPROVING FOOD SECURITY AND RECOVERING LOCAL ECONOMIES

<p>Priority SDG: SDG 2 Zero Hunger: Consultations highlight SDG 2 on ending hunger as crucial to South Sudan and an urgent priority with strong ‘enabling’ potential to unlock broader progress in other areas. SDG 8 Decent Work and Economic Growth: This was also identified as a priority objective in consultations.</p>			
<p>NDS outcome: Population enjoys stable prices.</p>			
<p>UNCF outcome: Local economies are recovered and conditions and coping strategies are improved for vulnerable communities to end severe food insecurity.</p>			
Indicators, baseline, targets	Means of verification	Assumptions and risks	Indicative budget request (USD million) 2019-2021
<p>Indicator 2.1: Average household level Consumption-based Coping Strategy Index (rCSI)</p> <p>Baseline (2017): 9.4</p> <p>Target (2021): 7</p>	<p>Post Distribution Outcome Monitoring</p> <p>Food Security and Nutrition Monitoring System (FSNMS)</p> <p>Crop Monitoring Reports</p>	<p>Assumptions:</p> <p>Community participation in activity and site selection and management starts at project inception and remains ongoing</p> <p>Value of entitlement is attractive against work norms, and entitlements and complementary resources are sufficient to prevent negative coping strategies</p>	210
<p>Indicator 2.2: Percentage of households with poor Food Consumption Scores (FCS)</p> <p>Baseline (2017): 20%</p> <p>Target (2021): 15%</p>	<p>FSNMS reports</p> <p>IPC reports</p> <p>Project Reports</p>	<p>Households have access to local functioning markets, inputs and extension services</p> <p>Macro-economic reforms and exchange rate stabilization initiatives are in place with limited price inflation or fluctuation</p>	
<p>Indicator 2.3: Reduction in food consumption gap from national production</p> <p>Baseline (2018): Food consumption gap is equivalent to 5 months cereal production</p> <p>Target (2021): Food gap reduced from 5 months to 2 months in project areas.</p>	<p>Project Reports</p> <p>National budget</p> <p>Statistical yearbook</p>	<p>Security situation allows free movement of goods and services and households have unlimited access to their fields</p> <p>Risks:</p> <p>Economic services may not be targeted properly</p> <p>Increased economic activities may not benefit women equally/in proportionate measures</p> <p>Macro-economic stability may not improve, perpetuating tensions, grievances and diminishes opportunities for recovery and return</p>	

PRIORITY AREA III: STRENGTHENING SOCIAL SERVICES

<p>Priority SDG: SDG 4 Quality Education: Consultations among South Sudanese stakeholders have pointed to SDG 4 on education as the most important SDG related to social service delivery. SDG 3 Good Health and Wellbeing. SDG 6 Clean Water and Sanitation.</p>			
<p>NDS outcome: Population has access to basic services.</p>			
<p>UNCF outcome: Most vulnerable populations including women and children increasingly use improved basic healthcare, nutrition, education and WASH services in South Sudan.</p>			
Indicators, baseline, targets	Means of verification	Assumptions and risks	Indicative budget request (USD million) 2019-2021
<p>Indicator 3.1: Proportion of births attended by skilled health professionals, disaggregated by geography</p> <p>Baseline (2016): 14.7%</p> <p>Target (2021): 25%</p>	<p>In-Patient Department records, Health MIS, Antenatal Care records, UNHCR HIS (Health Information system)</p>	<p>Assumptions:</p> <p>Investment in health infrastructure and human resources required:</p> <ul style="list-style-type: none"> • Partner capacity present • Availability of funding • Peace prevails in most states and IDPs return home • Ability to access care points <p>Investment in other infrastructure also required.</p> <p>Risk:</p> <p>Lack of resources and insecurity</p>	<p>230</p>
<p>Indicator 3.2: Number of people newly infected with HIV in the reporting period</p> <p>Baseline (2017): All Ages: 14,000; Adults 15+: 12,000; Women: 7000; Children 0-14 = 1,800</p> <p>Target (2021): 4800</p>	<p>Household Health Survey</p> <p>Spectrum, Program Data (DHIS 2).</p>		
<p>Indicator 3.3: % of children 6-59 months with SAM/ MAM who are admitted for treatment and recover, disaggregated by sex and geography.</p> <p>Baseline (2017): SAM: 87%; MAM: 85%</p> <p>Target (2021): SAM: 90%, MAM: 87%</p>	<p>Nutrition Information System (NIS)</p> <p>Nutrition Survey reports</p>		
<p>Indicator 3.4: % of children, youth and adults enrolled in formal and non-formal education (sex and age-disaggregated)</p>	<p>Monitoring reports with sex-disaggregated figures, Education MIS</p>		

<p>Baseline (2016): ECDE 10% (9% female, 10% male); primary 57% (48 female, 64% male); secondary 7% (4% female, 8% male); Out of school children and youth (aged 6-17) enrolled in Accelerated Learning Programme (ALP), Community Girls School (CGS) and Pastoralist Education Program (PEP) 6% (2015) - percentage of female 42%</p> <p>Target (2021): ECDE 15% (15% female, 15% male); primary 75% (70% female, 79% male); secondary 11% (8% female, 13% male); Out of school children and youth (aged 6-17) enrolled in Accelerated Learning Programme (ALP), Community Girls School (CGS) and Pastoralist Education Programme (PEP) 16% - percentage of female 45%</p>			
<p>Indicator 3.5: % of households with basic water services, disaggregated by sex and geography</p> <p>Baseline (2017): 50%</p> <p>Target (2021): 60%</p>	<p>UNICEF-WHO joint monitoring programme reports</p>		

PRIORITY AREA IV: EMPOWERING WOMEN AND YOUTH

Priority SDG: SDG 5 Gender Equality: Consultations show that SDG 5 can act as an enabler for progress in other areas.			
National frameworks: National Action Plan 1325, National Gender Policy, Action Plan on the Joint Communiqué on Sexual Violence in Conflict and the draft National Action Plan to ending child marriage.			
UNCF outcome: Participation and leadership in decision-making, and protection against gender-based violence for women and youth enhanced. education and WASH services in South Sudan.			
Indicators, baseline, targets	Means of verification	Assumptions and risks	Indicative budget request (USD million) 2019-2021
Indicator 4.1: Percentage of Women in leadership position both at National, state level. Baseline (2018): 26.25% NLA, 10% Ministries NG Target (2021): 40% NLA; 15% ministries	Ministry of Information/ South Sudan, Records of Parliament	Assumption: Government commitment to women and youth empowerment. Risks: Direct or indirect pressure of conservative forces against women's engagement. Direct or indirect pressure of conservative forces against youth empowerment	90
Indicator 4.2: Existence of youth act that institutionalize youth leadership and participation at national and state level Baseline (2018): No Target (2021): Yes			
Indicator 4.3: Percentage of women aged 20-24 years married before 18 years. Baseline (2017): 45 Target (2021): 40			

ANNEX 2: FINANCIAL OVERVIEW.....

USD	ICF			UNCF			
	2016	2017	2018	2019	2020	2021	Total for the UNCF period
	<i>Delivery</i>	<i>Delivery</i>	<i>Work plan</i>	<i>Estimated</i>	<i>Estimated</i>	<i>Estimated</i>	
Priority area I: Building peace and strengthening governance	24,067,177	32,274,430	26,493,862	35,000,000	40,000,000	45,000,000	120,000,000
Priority area II: Improving food security and recovering local economies	55,050,124	54,218,141	60,592,532	65,000,000	70,000,000	75,000,000	210,000,000
Priority area III: Strengthening social services	40,246,332	45,576,368	55,886,054	65,000,000	75,000,000	90,000,000	230,000,000
Priority area IV: Empowering women and youth	NA*	27,686,563	15,923,480	25,000,000	30,000,000	35,000,000	90,000,000
Total	119,363,633	159,755,502	158,895,928	190,000,000	215,000,000	245,000,000	650,000,000

* Outcome 5 on women and youth did not establish a separate budget in 2016, as it was implemented across the other four outcomes. Data for the five outcome areas under the ICF are arranged according to the four new priority areas of the UNCF

ANNEX 3: LEGAL CLAUSE

Whereas the Government of the Republic of South Sudan (hereinafter referred to as “the Government”) has entered into the following:

- a) WHEREAS the Government and the United Nations Development Programme (hereinafter referred to as the UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)), which was signed by both parties on 16 November 2011. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG simplification and harmonization initiative. In light of this decision this Cooperation Framework together with a work plan (which shall form part of this Cooperation Framework and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.
- b) With the United Nations Children’s Fund (UNICEF) a Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 9 July 2011.
- c) With the Office of the United Nations High Commissioner for Refugees (UNHCR) a Cooperation Agreement concluded between the Government and UNHCR in 2011.
- d) With the World Food Programme a Basic Agreement concerning assistance from the World Food Programme, which Agreement was signed by the Government and WFP on 23 October 2013.
- e) The Standard Basic Assistance Agreement (SBAA) signed between the Government and the United Nations Development Programme (UNDP), dated 16 November 2011 constitutes the legal basis for the relationship between the Government and UNFPA. The SBAA applies mutatis mutandis to UNFPA activities and personnel in South Sudan, until a bilateral Standard Basic Assistance Agreement is concluded and signed between UNFPA and the Government. This SBAA is complemented by Implementing Partner Agreements and Work Plans that are signed between UNFPA and concerned line ministries of Health, the National Bureau of Statistics, etc. that further strengthen the basis of the relationship between the Government and UNFPA.
- f) With UNIDO the Agreement between the Government of the Republic of South Sudan and Ministry of Trade for the establishment of the UNIDO Office as established in 2011.
- g) With the Food and Agriculture Organization of the United Nations the Host Country Agreement between the Government of South Sudan and FAO on 21 June 2017
- h) With the United Nations Educational, Scientific and Cultural Organization (UNESCO) the Seat Agreement concluded between the Government of South Sudan and UNESCO on 22 June 2014.
- i) With the International Organization for Migration (IOM) a Cooperation Agreement between the the Government of the Republic of South Sudan and the IOM, which was signed on September 1st 2011.
- j) For all agencies: Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency’s governing structures.

The Cooperation Framework will, in respect of each of the United Nations system agencies signing, be read, interpreted, and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the Host Government.

The Government will honor its commitments in accordance with the provisions of the cooperation and assistance agreements outlined above.

Without prejudice to these agreements, the Government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the "General Convention") or the Convention on the Privileges and Immunities of the Specialized Agencies (the "Specialized Agencies Convention") to the Agencies' property, funds, and assets and to their officials and experts on mission.

The Government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government. In addition, it is understood that all United Nations Volunteers shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such officials under the General Convention or the Specialized Agencies Convention.

The Government will be responsible for dealing with any claims, which may be brought by third parties against any of the Agencies and their officials, experts on mission or other persons performing services on their behalf and shall hold them harmless in respect of any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is any claims and liabilities resulting from

operations under the cooperation and assistance agreements, except where it is mutually agreed by Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services.

- (a) Nothing in this Agreement shall imply a waiver by the United Nations or any of its Agencies or Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement.
- (b) Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21st November 1947, as applicable, and no provisions of this document or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.

ANNEX 4: Harmonized Approach to Cash Transfers (HACT)

All cash transfers to an Implementing Partner are based on the Work Plans (WPs) agreed between the Implementing Partner and the UN system agencies.

Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:
 - a. Prior to the start of activities (direct cash transfer), or
 - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner in 21 days. In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with

Implementing Partners, the UN system agencies shall proceed with the payment within 14 days. The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor.

Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that UN system agencies will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only. Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and

ensuring that reports on the utilization of all received cash are submitted to UN system agencies within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to UN system agencies within six months after receipt of the funds.

Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific

clauses of their engagement documents/ contracts with the UN system agencies'

2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring,
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from UN system agencies will provide the UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by UN system agencies, together with relevant documentation;
- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed.

The findings of each audit will be reported to the Implementing Partner and UN system agencies. Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to UN system agencies that provided cash so that the auditors include these statements in their final audit report before submitting it to UN system agencies.
- Undertake timely actions to address the accepted audit recommendations.
- Report on the actions taken to implement accepted recommendations to the UN system agencies.

The audits will be commissioned by the UN system agencies and undertaken by private audit services.





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