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**Draft country programme document for Sudan
(2009-2012)**

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I. Situation analysis

1. The Sudan country programme 2009 to 2012 covers Northern and Southern Sudan but not the three states of Darfur. It addresses the priority needs and challenges of the country, as identified in the 2007 country analysis and the United Nations Development Assistance Framework (UNDAF) 2009-2012, and takes full cognizance of the current UNDP strategic plan 2008-2011

2. Widespread poverty, regional disparity and the competition for scarce natural resources instigated the country's main conflicts since its independence in 1956. In 2005, the signing of the comprehensive peace agreement (CPA) between the Government of Sudan and the Sudan People's Liberation Movement ended Africa's longest armed conflict. With national elections in 2009, the planned referendum in 2011 on self-determination for Southern Sudan, and the ongoing efforts for peace in Darfur, Sudan now has its best chance for sustainable peace and human development.

3. In recent years Sudan has witnessed high economic growth fuelled by oil exports and Foreign Direct Investment. This growth, however, is unbalanced, and significant regional disparities persist, particularly in Southern Sudan where 90% of the population live below the poverty line. Gender-based inequalities in wages, employment and decision-making are of concern, and the HIV/AIDS incidence estimates at around 2.3%, are amongst the highest in the Middle East and Northern Africa. The Human Development Index (HDI) ranked Sudan at a low 147 out of 177 countries in 2007.

4. Although significant progress has been made towards peace and the democratization processes, major challenges remain, especially in conflict areas. Institutional capacity development is needed at all levels, as well as the capacity to deliver effective security, justice and basic services. The national women's empowerment policy endorsed by the President of the Government of National Unity (GoNU) in 2007 is a major breakthrough, reflecting national commitment in support of women's political and civil rights.

5. The slow transition from international humanitarian assistance to recovery and development has resulted in lower peace dividends. In South Sudan, the large-scale return of internally displaced persons and the need for extensive capacity building will require an above ordinary collective effort. The situation is further compounded by the continued existence of armed groups and armed civilians, and also the landmine/explosive remnants of war (ERW) contamination which seriously affect sustainable recovery in South Sudan.

6. Environmental degradation, exacerbated by climate change, desertification, and land degradation continues to impact livelihood development in rural areas, and contributes to the competition and conflict over the natural resources between different groups such as nomads and those engaged in pastoral and in agricultural pursuits.

II. Past cooperation and lessons learned

7. UNDP activities under the Country Cooperation Framework 2002-2006 (CCF-2), subsequently extended to 2008, had two themes: (a) Improving governance and environmental management for poverty reduction; and (b) Promoting peace and social inclusion for poverty reduction.

8. A major impact of the CPA was the need to scale up UNDP programmes and activities in Southern Sudan, for which UNDP established an office in Juba in 2005. The

low capacity of the Government of Southern Sudan (GoSS) institutions, certain initial difficulties, and slow resource disbursement by the World Bank managed Multi Donors Trust Funds (MDTFs) were among the key challenges facing recovery and development interventions in Southern Sudan.

9. UNDP has made important contributions to strengthening governance institutions at central, GoSS, state and local levels and influenced the establishment of constitutional and legislative bodies, making them more locally sensitive and responsive to gender equality. Regarding the of Rule of Law, UNDP has encouraged policy dialogue, awareness raising and legal aid, capacity building of legal and paralegal professionals and civil society, law enforcement and dialogue on customary law and its harmonization with statutory law. A key lesson from the CCF-2 period has been the need to pay increased attention to the role of customary institutions and their relationship to statutory law mechanisms.

10. Preparatory to the CPA, UNDP launched a Recovery and Rehabilitation Programme (RRP) funded by European Commission, to support reconstruction, rehabilitation and development across 10 states (five each in the North and South). Other initiatives to address impacts of the war included mine action, Demobilization, Disarmament and Reintegration (DDR) of ex-combatants, and support for community security and small arms control. A key lesson is the need for security at the community level as a precondition for recovery and development, and for an integrated approach to community security based on participatory and accountable local governance, as well as an effective Rule of Law.

III. Proposed programme

11. The UNDP country programme 2009-2012 aims to help realize the National Strategic Plan for timely achievement of the Millennium Development Goals (MDGs), as articulated in the United Nations Development Assistance Framework for the period 2009-2012.

12. UNDP, as the lead agency in recovery and development, will promote the coordination, efficiency and effectiveness of development assistance, and will further enhance its role as administrative agent for several pooled funding arrangements in Sudan.

13 Three key programme areas have been identified for 2009-2012, namely, (A) poverty reduction and achievement of MDGs; (B) democratic governance; and (C) crisis prevention and recovery. Particular attention will be accorded to crosscutting concerns, i.e. gender, peace and security, HIV/AIDS, environment, and a rights-based approach.

A. Poverty reduction and achievement of MDGs

14. UNDP will concentrate on scaling up policy advice, coordination and monitoring in support of the GoNU's efforts to achieve the MDGs. UNDP will address poverty through sustainable interventions in the areas of microfinance. Furthermore, linkages between poverty reduction and sustainable management of the environment will be strengthened.

(a) Enhanced national and sub-national capacities to plan, monitor, evaluate, and implement policies for achievement of the MDGs. UNDP will support the Government in implementing its development agendas through policy dialogue, poverty monitoring and MDG country reporting. The National MDG and Human Development Reports will serve as key policy and advocacy tools on critical human development concerns, particularly gender equality. UNDP will strengthen an aid coordination support programme to ensure

the implementation of the Paris Declaration, with particular emphasis on pro-poor policy reforms and strategies that will accelerate the achievement of the MDGs.

(b) Improved impact of available resources to fight HIV/AIDS. UNDP, within the framework of the Joint United Nations Strategy on HIV/AIDS led by UNAIDS, will work with relevant government institutions and other partners, including the private sector, to improve access to, and the impact of, resources provided by the Global Fund for Aids, Tuberculosis and Malaria (GFATM) to fight HIV/AIDS in Sudan.

B. Fostering and consolidation of democratic governance

15. UNDP will focus on the following three issues: capacity development for deepening democratic processes; support to decentralized governance; and strengthening effective and accessible justice systems that promote the Rule of Law.

(a) Deepening the democratic process and strengthening democratic institutions. UNDP will develop the capacities of the National Legislature, the Southern Sudan Legislative Assembly, and the State Assemblies to play their constitutional roles in support of the democratic processes in Sudan. UNDP will also strengthen capacities of the National Electoral Commission, civil society, and other key institutions critical for well managed elections in 2009 and the referendum in 2011.

(b) Support to decentralized governance to expand capacities for equitable delivery of public services. UNDP will support administrative and financial decentralization by developing national, state and local level capacities for public finance management.

(c) Rights upheld and protected through accountable, accessible and equitable Rule of Law institutions. UNDP will provide capacity development support to the Judiciary, the Ministry of Justice and law-enforcement institutions, with special attention to equitable access to justice for vulnerable groups including women and people living with HIV/AIDS. UNDP will help to address the challenges arising from the dual system of formal courts and customary/traditional norms and values.

C. Support to crisis prevention, conflict resolution and recovery

16. UNDP will concentrate on creating an enabling environment for consolidation of peace, confidence building and risk reduction of recurrence of conflict and natural disasters, as well as for the socio-economic recovery of conflict-affected populations and host communities. This will be done through the following two components:

(a) Strengthened capacity of institutions and communities to manage the environment and disaster risk, and to reduce conflict over natural resources UNDP will support creation of policy and institutional frameworks, systems and capacity development for environment management, natural disaster risk reduction and conflict prevention. UNDP will work towards structural solutions for natural resource management and related issues, such as land rights, in close collaboration with the United Nations Environment Programme (UNEP) and the Global Environment Facility (GEF).

(b) Post-conflict socio-economic recovery. UNDP will play a lead role in socio-economic recovery in South Sudan and other conflict-affected areas including Darfur, Eastern Sudan, and the three protocol areas. Additionally, UNDP will support national programmes on disarmament, demobilization and reintegration of ex-combatants. UNDP will support the GoSS in increasing human security in Southern Sudan by linking community security and

voluntary disarmament initiatives with longer-term development plans. UNDP will continue to strengthen national capacities to address land mine contamination in Sudan.

IV. Programme management, monitoring and evaluation

17. The Ministry of International Cooperation coordinates all external aid including the UNDP country programme, and is the designated UNDP counterpart. UNDP also maintains close coordination with the GoSS Ministries of Regional Cooperation, Finance, Economic Planning and line ministries. While direct execution will be the main project execution modality, UNDP will strive to increase the usage of national execution, using such modalities as the Harmonized Approach to Cash Transfers (HACT).

18. *Partnership strategy:* UNDP will continue to build on its partnership with the Government at all levels, with international organizations, donors, civil society, and the relevant organizations of the United Nations system such as the United Nations Development Fund for Women, United Nations Capital Development Fund (UNCDF), United Nations Office for Project Services (UNOPS), and United Nations Volunteers (UNV). UNDP will work closely with multilateral funding sources, such as the World Bank administered MDTF and the African Development Bank (AfDB). UNDP will establish new partnerships within the framework of the Sudan Recovery Fund, especially in the Southern Sudan, to ensure scaling up of short-to medium-term recovery and development programmes. Where possible, UNDP-supported programmes and projects will leverage Government counterpart contributions to enhance ownership and sustainability. All activities will be closely coordinated with the United Nations Mission in Sudan (UNMIS). Other strategic partners include international and national non-governmental organizations, civil society organizations (CSOs), international finance institutions, the private sector and academia. UNDP internal resources will be tapped, including regional experts/the Sub-Regional Resource Facility and the Bureau of Crisis Prevention and Recovery Strategic Partnership mechanism. The partnership modalities will include joint programming based on the “One UN” principle, collaborative technical assistance, achievement of synergies, using limited UNDP core resources as seed money to leverage basket funding, like the strategic partnership which was established between Department for International Development, the Netherlands, Denmark and UNDP Sudan in 2005.

19. *Monitoring and evaluation:* Results-based management mechanisms will be used in all UNDP supported projects. UNDP will strengthen the country office capacity in monitoring and evaluation, and strengthen national capacities for monitoring and reporting on MDG progress with the involvement of various national stakeholders. Key outcome, mid-term and end-term evaluations, in close collaboration with government and other stakeholders are planned. To the extent possible, data will be gender disaggregated.

20. UNDP will closely monitor the critical risks which may affect the country programme results, including any uncertain political situations or political decisions. The risk mitigation strategies will focus on strengthening communication with national counterparts, enhancing national and UNDP capacities to rapidly respond to political changes, and diversifying funding and implementing partners.

Results and resources framework for Sudan (2009–2012)

MDG Goals 1, 4, 5, 6; National goals: Reduce poverty, progress towards achieving MDGs by expanding basic services in health/education/water/sanitation, with quick impact projects for war returnees/affected Intended UNDAF outcome 3: By end 2012, poverty reduced/equitable economic growth increased through increased employment, food security, sustainable natural resource management and self reliance Intended UNDAF outcome 4: By end 2012, equitable access to/increased utilization of quality social services within an enabling environment with special emphasis on women, children, and vulnerable groups					
Programme component	Programme outcomes	Programme outputs	Outcome indicators, baselines and targets	Partners	Resources by goal (\$'000)
Poverty reduction and the achievement of the MDGs	1. Enhanced national and sub-national capacities to plan, monitor, evaluate, and implement the MDGs and related national development policies and priorities	1.1 MDG reports and National Human Development Report (NHDR) produced and disseminated to inform policy processes	<i>Indicator:</i> Number of MDG and NHDR reports produced <i>Baseline:</i> MDG report produced every two years; NHDR never produced. <i>Target:</i> 2 MDG reports and 2 NHDR to be produced	Ministries of Finance, Health, Social Welfare, International Cooperation, Presidential Affairs, National Statistical Bureau, Statistics Commission; Southern Sudan Commission for Census, Statistics and Evaluation, National Council for Strategic Planning, United Nations Children's Fund World Bank, media, CSOs, NGOs, Southern Sudan Aids Commission, World Health Organization, UNAIDS	Outcome 1 Regular resources: 2,000 Trac 2,3 6,000 Other: Third Party - 10,000 <i>Subtotal</i> 18,000 Outcome 2 Other: GFATM - 260,179 <i>Subtotal</i> 260,179
		1.2 Strengthened aid management and coordination to implement Paris Declaration on Aid Effectiveness	<i>Indicator:</i> Database/analytical capacity for development aid coordination strategies. <i>Baseline:</i> Databases in design phase. <i>Target:</i> Aid information database set up/used in monitoring and tracking development aid		
		1.3 Policy and regulatory reforms for micro, small and medium scale enterprises	<i>Indicator:</i> No. of clients using micro finance providers by north/south/gender. <i>Baseline:</i> No micro finance facility <i>Target:</i> 50,000 clients accessing micro finance		
		1.4 Broadened social and economic opportunities for vulnerable groups, including women and youth, through livelihood and poverty initiatives and empowerment of women	<i>Indicator:</i> No. of pilot programmes to improve livelihood opportunities <i>Baseline:</i> No state level pilot programmes to improve livelihood opportunities for marginalized groups <i>Target:</i> Six state level livelihood pilot programmes implemented for marginalized/impoverished groups <i>Indicator:</i> No. of people helped by programmes for vulnerable groups <i>Baseline:</i> Approximately 800,000 people benefited from the Reconstruction and Rehabilitation programme (RRP). <i>Target:</i> 2.4 million people helped by livelihood improvement programmes		
	2. Improved impact of resources to fight HIV/AIDS	2.1 Better delivery/usage of the GFATM funds for response to HIV/AIDS and other diseases	<i>Indicators:</i> No. of delivery points for HIV services according to defined minimum standards, disaggregated by counselling/testing/antiretroviral treatment. <i>Baseline:</i> 38 points. <i>Target:</i> 64 points providing HIV services		
MDG Goal 1,4,5,6; National goals: 1. Strengthen public accountability, Good Governance and the Rule of Law. 2. Build capacity of public institutions/civil society to strengthen social fabric Intended UNDAF outcome 2: By end 2012, improved democratic governance at all levels based on human rights standards, aimed at achieving sustainable peace and development					
Fostering and consolidating democratic governance :	3. Institutions, systems and processes of democratic governance strengthened	3.1 Technical support and capacity development assistance for free and fair elections and referendum based on international standards	<i>Indicator 1:</i> Number of institutions supported through the electoral programme disaggregated by North and South Sudan <i>Baseline:</i> Electoral programme under conceptualization <i>Target:</i> All recognized institutions involved in electoral process supported through electoral programme <i>Indicator 2:</i> Voter turnout during elections and referendum among targeted citizens disaggregated by gender. <i>Baseline:</i> N/A.. <i>Target:</i> At least 60% of female and 70% of male turnout to vote	Ministries of Justice, Federal Government, Parliamentary Affairs, Presidential Affairs, Legal Affairs and Constitutional Development, Interior, Labour, Southern Sudan Legislative Assembly; State Assemblies; States Desk, Local Government Board, State Governments; Judiciary of Southern Sudan, Southern Sudan Human Rights Commission, National Assembly, media, CSOs, international and national NGOs, World Bank, AfDB, UNOPS, UNODC, UNMIS, UNCDF and	Outcome 3 Other: Third Party - 30,008 Other Trust Funds - 4,000 <i>Subtotal</i> 34,008 Outcome 4 Regular resources: 2,000 Trac 2,3 5,000 Other: Third Party - 25,500 Trust Fund - 10,000
		3.2 Capacities strengthened of national, sub-national and state assemblies	<i>Indicator:</i> No. of national/sub-national assemblies with capacities strengthened for oversight functions. <i>Baseline:</i> 10 assemblies in south and 2 assemblies in north have capacities strengthened for oversight functions (all at sub-national level). <i>Target:</i> 2 national and 25 sub-national assemblies supported to strengthen their capacities for oversight functions		
		3.3 Capacities strengthened of political, parties, media, and civil society, including women, to play their mandated roles in the democratic process	<i>Indicator:</i> Number of political parties supported to develop capacity to play their mandated roles in the democratic process <i>Baseline:</i> 24 political parties supported in North Sudan <i>Target:</i> At least 30 political parties provided with support to strengthen their capacities for democratic governance		
	4. National/sub-national/state/local levels of governance expand their capacities to manage	4.1 Capacities developed of state and local governments to plan, budget and manage expenditure, accelerating progress towards the MDGs	<i>Indicator:</i> Number of states with completed 3 and/or 5 year strategic plans. <i>Baseline:</i> 2 states each in the south and north with 3 and 5 year completed strategic plans <i>Target:</i> 15 states with approved 3 and/or 5 year approved strategic plans; annual plans prepared each year		

equitable delivery of public services 5. Rights upheld and protected through accountable, accessible and equitable Rule of Law institutions	5.1 Capacities strengthened of Rule of Law institutions	<i>Indicator:</i> No. of Rule of Law institutions helped to provide quality legal services to population. <i>Baseline:</i> 20 (courts/prisons/police) institutions (at all levels) helped to provide effective and quality services; 10 in South Sudan <i>Target:</i> At least 90 (courts/prisons/police) institutions (national, state and local levels) supported to provide effective and quality services	UNV	<i>Subtotal</i> 42,500 Outcome 5 Regular resources: 1,688 Trac 2,3 3,000 Other: MDTF - 29,624 Third Party - 49,000 Trust Fund - 10,000 Government Cost-Sharing - 13,376 <i>Subtotal</i> 106,688
	5.2 Access to justice, particularly for vulnerable groups, improved	<i>Indicator:</i> Vulnerable groups/individuals accessing effective justice through justice institutions, legal aid or law clinics, disaggregated by gender <i>Baseline:</i> 45% in North and 20% in South of vulnerable groups/individuals are accessing effective justice remedies. <i>Target:</i> 70% individuals in target vulnerable groups accessing effective justice remedies		

MDG Goals 1, 2, 6, 7; National goals: : Sustain peace and stability through the continued implementation of the CPA, Darfur Peace Agreement and Eastern Sudan Peace Agreement, whilst safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community based on mutual interest.

Intended UNDAF outcome 1: By end 2012, improved environment for sustainable peace in Sudan, through increased respect for rights and human security with special attention to individuals and communities directly affected by conflict and disasters

Crisis prevention and recovery	6. Strengthened capacity of national, sub-national, state and local institutions and communities to manage the environment and natural disasters to reduce conflict over natural resources	6.1 National and sub-national level capacities enhanced for natural disaster risk reduction.	<i>Indicator:</i> Disaster management and risk reduction systems available and operational <i>Baseline:</i> Disaster management and risk reduction systems not in place <i>Target:</i> Disaster management and risk reduction systems established, adopted and implemented	Ministries of Presidential Affairs – Disaster Management Desk, Agriculture, Environment, Humanitarian Affairs, State Governments, UNCDF, International Labour Organization, International Organization for Migration, UNEP, UNMIS, UNOPS, National/Southern Sudan DDR Commission, National Mine Action Center, Southern Sudan De-mining Commission, local communities, CSOs, NGOs	Outcome 6: Regular resources: 2,096 Trac 2,3 6,000 Other: GEF - 11,000 Third Party - 19,654 <i>Subtotal</i> 38,750 Outcome 7: Regular resources: 2,000 Trac 2,3 3,200 Other: Common Humanitarian Fund - 70,000 Darfur Community Peace/Stability Fund - 12,000 Third Party - 31,657 Trust Fund -
		6.2 Socio-economic threat and risk mapping and analysis conducted by state governments to reduce conflict through prioritized planning and spending	<i>Indicator:</i> No. of states covered with threat/risk mapping assessment <i>Baseline:</i> 3 states covered with threat and risk mapping assessment <i>Target:</i> 18 states covered with threat and risk mapping assessment <i>Indicator:</i> No. of social threat/risk mapping recommendations endorsed and implemented <i>Baseline:</i> N/A; <i>Target:</i> N/A		
		6.3 Comprehensive strategic frameworks developed at national and sub-national levels regarding environment and natural resource management	<i>Indicator:</i> National Adaptation Programmes of Action to Climate Change follow up project developed/implemented with Least Developed Countries (LDC) adaptation fund <i>Baseline:</i> Project preparation grant of \$150,000 available for preparing full size document. Provisional funding approval of \$3m. for full size project. <i>Target:</i> Submission of the full size proposal and securing of \$6 m. for its implementation		
7. Post –conflict socio-economic infrastructure restored, economy revived and employment generated. Threats to human security (mines, small arms) reduced, and crisis affected groups returned and reintegrated	7.1 National/sub-national capacities strengthened to manage the national mine action programme	7.1 National/sub-national capacities strengthened to manage the national mine action programme	<i>Indicator:</i> No. of national de-miners trained/equipped/field deployed for clearance of mine/ERW affected areas. <i>Baseline:</i> 240 national de-miners trained/equipped & 110 de-miners field deployed. Cleared 446 km of Babanusa-Wau railway line and 234 km of roads in Kassala state. <i>Target:</i> 130 national de-miners equipped/deployed		
		7.2 Reintegration of ex-combatants completed in accordance with the national DDR strategy with support of UNMIS	<i>Indicator:</i> No. of ex-combatants disarmed, demobilized & reintegrated, disaggregated by children/adults and gender <i>Baseline:</i> 1,700 ex-combatants disarmed and demobilized. <i>Target:</i> 138,500 ex-combatants disarmed and demobilized; 3,500 children demobilized and reintegrated		
		7.3 Proliferation and circulation of small arms reduced through implementation of GoSS policy and programmes in high risk	<i>Indicator:</i> State level community security and arms control action plans developed and implemented. <i>Baseline:</i> No community security and arms control action plans developed. <i>Target:</i> All 10		

		<p>communities</p> <p>7.4 Post-conflict recovery accelerated in strategic areas to ensure peace dividends are visible and tangible to conflict affected populations</p>	<p>southern states develop and implement community security and arms control action plans</p> <p><i>Baseline:</i> 11 community based projects for the socio-economic reintegration of approximately 200 victims of mines/ERW implemented. <i>Target:</i> 30 projects implemented benefiting approximately 500 victims of mines/ERW who will be assisted in terms of socio-economic reintegration</p>	<p>52,343</p> <p><i>Subtotal:</i> 171,200</p> <p>Total: 671,315</p>
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