

Operational Plan 2011-2015

DFID South Sudan

July 2011

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Introduction

The UK Government is determined to help reduce the inequalities of opportunity we see around the world today. We believe that promoting global prosperity is both a moral duty and in the UK's national interest. Aid is only ever a means to an end, never an end in itself. It is wealth creation and sustainable growth that will help people to lift themselves out of poverty.

In May 2010, the International Development Secretary, Andrew Mitchell, commissioned the Bilateral Aid Review to take a comprehensive and ambitious look at the countries in which DFID works through our direct country and regional programmes. The review focussed on the best ways for the UK to tackle extreme poverty, ensuring that we make the greatest impact with every pound we spend. In parallel, through the Multilateral Aid Review, DFID assessed how effective the international organisations we fund are at tackling poverty.

On the 1st March 2011, the key outcomes of the reviews were announced, including the results that UK aid will deliver for the world's poorest people over the next four years. The Bilateral Aid Review has refocused the aid programme in fewer countries so that we can target our support where it will make the biggest difference and where the need is greatest. The Multilateral Aid Review findings enable us to put more money behind effective international organisations which are critical to delivering the UK's development priorities. In addition the independent Humanitarian Emergency Response Review looked at how the UK can build on its strengths in responding impartially to humanitarian needs and help ensure future disaster responses can be better prepared and coordinated.

DFID is committed to being a global leader on transparency. In the current financial climate, we have a particular duty to show that we are achieving value for every pound of UK taxpayers' money that we spend on development. Results, transparency and accountability are our watchwords and guide everything we do. DFID regards transparency as fundamental to improving its accountability to UK citizens and to improving accountability to citizens in the countries in which it works. Transparency will also help us achieve more value for money in the programmes we deliver and will improve the effectiveness of aid in reducing poverty.

The UK Aid Transparency Guarantee commits DFID to making our aid fully transparent to citizens in both the UK and developing countries. As part of this commitment we are publishing Operational Plans for country programmes. The Operational Plans set out the vision, priorities and results that will be delivered in each of our country programmes.

We will concentrate our efforts on supporting achievement of the Millennium Development Goals, creating wealth in poor countries, strengthening their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.

1) Context

South Sudan is a highly complex political and development environment. The protracted civil war with the Khartoum government, which came to a formal end with the Comprehensive Peace Agreement (CPA) in 2005, resulted in two million dead, many more displaced, a population dependent on humanitarian aid for their survival and a highly militarised, fractured society. The Government of Southern Sudan, which came into being in 2005, inherited none of the institutions of a state and possessed virtually no infrastructure and very limited human resources. The following five years saw the establishment of state structures, but limited progress in addressing poverty and none in diversifying the economy away from dependence on oil revenues. Most significantly, the period saw stability return to much of the South, as the new administration in Juba successfully managed to reconcile and integrate most of the multiplicity of military forces in the South into one political and military structure. This enabled the peaceful outcome of the referendum in January 2011 on self-determination for the South, and the resulting emergence of the Republic of South Sudan as an independent state on 9th July 2011.

The challenges which confront the South as it comes into existence on 9th July 2011, are considerable – it will emerge as a new state with high levels of poverty, inadequate government capacity, an almost exclusive reliance on oil income, high unemployment, a bloated security sector which absorbs a disproportionately large level of government budget and an overmanned public sector. It inherits a society in which the fractures of the previous decades are re-emerging and which is slowly slipping into violent internal conflict, with its military still to make the transition from a guerrilla army to a national army. The administration continues to be dominated by the military, with limited accountability. In developmental terms, the indicators are among the lowest in the world, and the provision of services by the government minimal. Many Southerners have returned from the north and there are many displaced internally due to the conflicts - adding to the strain on limited services and infrastructure. A key challenge is thus to develop the institutional and human capacity to be able to absorb large cash flows (its own or from the international community) and put these to transformational and productive use. The likelihood of disillusionment is high and the possibility of renewed conflict over access to resources or power is significant.

The UK is the second largest Organisation for Economic Cooperation and Development bilateral donor in South Sudan after the USA. The main oil investors are China, Malaysia and India, while some Gulf States also invest in real estate, infrastructure and services. Trade with the UK has increased in recent years but remains relatively insignificant, owing in part to the risks linked to US sanctions (which hopefully should be resolved following independence), but also to the poor business environment. DFID works closely with other donors. We aim to follow best practice aid effectiveness principles for working in fragile states, and the international humanitarian donor principles. Thus far, the bulk of our programming has been funded via multi-donor trust funds and other pooled mechanisms. The Joint Donor Partnership (Canada, Denmark, Netherlands, Norway, Sweden and UK) established in 2006 has a common office in Juba and has recently reaffirmed its commitment to co-ordination and a division of labour. DFID has been operating in the South since 2005 though from shared premises – it opened its own office in November 2010. We work in close partnership with the European Union and the World Bank. We have signed a bilateral development agreement with USAID (the US development agency), and are also looking to engage more with important non-traditional donors such as China.

2) Vision

Overview

This four year Plan is launched in a period of political transition. This is likely to last for at least the first two years of this Plan as the separation of Sudan and South Sudan concludes, and the longer-term tasks of state-building and nation-building begin to be addressed. The Government of South Sudan has the resources it requires to eliminate poverty: the challenge is to support a demilitarisation of public expenditures and to build the capacity and the political will to direct the resources away from the core groups at the centre to a more equitable distribution focusing on productive and social sectors in the states.

Alignment to DFID and wider UK Government priorities

DFID will support the UK Government's objectives over the next four years for South Sudan. It will support the peaceful conclusion of any unresolved CPA issues, and will encourage the development of peaceful bilateral relations between the two new states. It will promote national and regional stability, human rights, and will support the development of democratic and accountable governments. It will support a more equitable distribution of South Sudan's resources and their allocation towards development.

The Operational Plan aligns closely with DFID's Structural Reform Plan, its Business Plan and its state-building framework. DFID will focus on helping South Sudan develop in ways which allow poor people, particularly girls and women, to benefit. Given the nascent nature of the South Sudanese state, DFID will additionally support the country's processes of state building, including developing the core functions of a democratic and accountable state. It will also support its integration into the global economy, the international community, and regional organisations, including through support to the development of a customs authority, road and communications networks, and the extension of English Language training.

DFID is determined to ensure that UK aid reaches the people who need it the most. South Sudan remains an expensive and high risk environment for development programming, but the potential return on investments is very high. DFID does not currently channel any money through the government in South Sudan, instead routing funds through Non-Governmental Organisations, private sector firms and multilateral agencies that have robust financial management systems. However, DFID will prioritise work with state and sub-national institutions, aligning UK funding with their priorities, and building their systems so that they can manage and administer the delivery of services. We will continue to work closely with other donors, including through joint programming and shared advisory / technical resources.

What we will stop doing

DFID has focused on improving its programme portfolio by dropping a large number of peripheral and poorly performing projects, by suspending outstanding payments to them and reallocating the funds through better-performing channels. DFID is focused on achieving optimum value for money in programme design and implementation. We will continue to close projects or reallocate funding from those which are performing poorly.

3) Results

Headline results			
Pillar/ Strategic Priority	Indicator	Baseline (including year)	Expected Results (including year)
Education	Number of children supported by DFID in primary education in South Sudan	0 (2011)	240 000 (2015) 180 000 = 75% girls (End year snapshot)
Education	Number of textbooks printed and distributed supported by DFID in South Sudan.	0 (2011)	12.5 million (2013) (End year snapshot)
Poverty, Hunger and Vulnerability	Number of people achieving food security supported by DFID in South Sudan	0 (2010)	1 million (2015) (End year snapshot)
Health	Couple Years of Protection delivered through DFID funding in South Sudan (i.e. years of protection from unintended pregnancy for one couple)	0 (2011)	143,000 (2015) (Cumulative)
Health	Number of people reached with one or more malaria prevention or treatment interventions through DFID support in South Sudan	0 (2011)	762,000 (2015) (Cumulative)
Governance and Security	Number of people who vote in elections supported by DFID in South Sudan		3 million (2014) (End year snapshot)
Governance and Security	Number of women with improved access to Justice Services through DFID support in South Sudan	0 (2011)	250 000 (2014) (End year snapshot)
Humanitarian*	Number of people reached by nutrition-related programmes through DFID support in South Sudan	2 million (2011)	2 million (2014) (End year snapshot)

*DFID humanitarian assistance is based on an annual needs-based call for proposals. This operational plan will ensure assistance is delivered to those who need it. But it will also help build peace and stability so that people can look after themselves. Success might therefore be reflected in a reduction of the number of people assisted by our humanitarian spend.

3) Results (continued)

Evidence supporting results

- DFID South Sudan's programmes are based on strong evidence that building peaceful societies requires work to i) address conflict and fragility, ii) build inclusive political settlements and iii) develop core state functions that meets people's expectations. However the evidence base in South Sudan itself is very poor. Data availability and quality is extremely low in some areas of our work. We will address this during the design of new programmes, but further changes to the results offered and the framework may be required as the implications of independence for South Sudan become clearer.
- On education, the Government of South Sudan has brought over a million children into primary schools in the last three years. Studies such as one completed by Save the Children suggest that DFID's proposed interventions will target the right barriers to female education: early marriage and pregnancy, personal hygiene issues, and the perception that girls are assets.
- Our work on governance and security is based on strong evidence that a more inclusive and equitable political settlement, provision of security as a basic service, as well as access to justice, aids state-building and reduces conflict. Data collection in South Sudan has been hindered by ongoing conflict and limited government capacity. Whilst the UN does collect a broad range of evidence on a regular basis, this is not project specific, is difficult to verify, and has poor attribution to UK work. The situation has begun to improve, and we will improve our baselines and impact monitoring.
- There is little routine health data collection in South Sudan and health management information systems are weak. However, evidence is strong on the link from increasing contraceptive uptake to reduced maternal mortality and for community healthcare to reduced malaria. Initial findings from pilot family planning programmes indicate stronger demand than expected, despite a context in which people value large family size.
- DFID South Sudan's humanitarian programmes are informed by strong data on need. The UN produces regular analysis, including annual food security assessments in South Sudan, as well as a range of reports on the current humanitarian situation. The main weaknesses include: sporadic and non-comparable nutrition surveys lacking a gender split; and incomplete coverage due to poor access caused by insecurity. The Common Humanitarian Fund's (CHF) results reporting is improving, but monitoring and evaluation needs to be improved. Work is ongoing on this.

Value for Money (VfM) rationale

The primary VfM rationale for investing in South Sudan is around the risks and costs associated with renewed conflict. The war between the North and South lasted 20 years and cost two million lives. Frontier Economics estimates that a return to war would cost US\$50bn to Sudan and South Sudan in lost GDP, US\$25bn to neighbouring countries, and US\$30bn in peacekeeping and humanitarian costs to the international community. We believe that alongside the rest of the UK Government's activities in Sudan, success in the programme areas outlined on slide 3 will also deliver substantial savings to the UK government, representing good VfM.

Many parts of South Sudan are starting from an extremely low base in terms of development indicators. In this context, even small interventions can make a big difference. For example, in South Sudan only 50% of children are enrolled in primary schools compared to the average in sub-Saharan Africa of 75%. Through a comprehensive programme of school construction, teacher training, supply of textbooks and other measures, we believe that DFID's Education offer alone will push enrolment up to 70% (an additional 240,000 children) in the next 4 years. For this reason we believe we can achieve excellent VfM by focusing on basic services.

In South Sudan we will continue to provide urgent and life-saving support where it is needed. We will also move people from non-life-saving interventions supported by humanitarian funds to more durable and sustainable livelihoods. DFID's intended programming in this area will have the added benefit of improving overall VfM within South Sudan by building roads in a region with one of the lowest road densities in the world, thereby reducing transport costs.

4) Delivery and Resources

Business Operating Model

DFID South Sudan has only just been established as a separate country office and some support will continue to be required from DFID Sudan in the north until DFID South Sudan is fully up to strength. Close cooperation with DFID Sudan will also be required on a number of programmes operating on both sides of the border in support of continued peace between the two countries. By December 2011, the office is expected to be fully operational.

As part of the joint UK Government working initiative, DFID is providing the management platform for all UK Government activities in South Sudan. We will need to ensure that corporate services functions are staffed adequately for this task. Capital resources will be required for a permanent UK Government Embassy/ DFID office, and in the interim it will be necessary to spend additional capital resources to expand the size of the current modular UK Government office in Juba.

Staffing

Advisers on Social Development, Infrastructure and Humanitarian Assistance will continue to be shared with DFID Sudan. Additional SAIC and HCS office management staff are also being engaged. DFID's focus on improving the design of programmes and portfolio quality over the next four years, indicates the need for more in-country technical capacity, some of which can be achieved through shared resources with other partners. Stronger corporate systems and a greater focus on developing skills and careers will also be essential. The need for additional staff was strongly supported by results of a People Survey of staff perceptions.

Programme Delivery

DFID's current programme delivery is primarily through large multi-donor pooled funds managed by multilateral agencies and we will continue to use such mechanisms where they are effective. However, the Multilateral Aid Review (MAR) has found a wide variation in the relevance and effectiveness of multilaterals operating internationally and in South Sudan. We will consider directly the MAR findings in appraising new projects and mitigate risk by linking funding more closely to performance. Where mechanisms are performing poorly we will reallocate funding to other delivery partners including the private sector and NGOs.

We will continue to align our assistance closely behind government priorities and harmonise programme design with other donors. Evidence from the DFID State-building / Peace-building framework and the OECD-DAC principles on international engagement in fragile states suggests that such approaches are essential in enhancing state capacity and avoiding long term aid-dependency.

We are working to help the government meet the UK's three partnership commitments (commitment to poverty reduction, human rights and international obligations, and improving financial management and accountability) for using government systems for budget support. It is in South Sudan's interests, and in line with the achievement of the UK Government's objectives that we support progress on these commitments over the period of the operational plan. This will leave open the option for an assessment and decision on the provision of sector/general budget support for the future.

Effective non-delivery partners will also be crucial in achieving the Operational Plan. Since many of the challenges will be political and conflict-related, we will work closely with our colleagues in the Sudan Unit, the Embassy, the Ministry of Defence, Stabilisation Unit, and British Council, as well as our Missions and Delegations to the UN, the European Union, the World Bank, the International Monetary Fund and the African Development Bank.

5) Delivery and Resources (continued)

Programme Spend

Pillar/Strategic priority	2011/12		2012/13		2013/14		2014/15		TOTAL	
	Resource £'000	Capital £'000								
Wealth Creation *									0	0
Climate Change									0	0
Governance and Security	10,000	1,000	8,000		10,000		10,000		38,000	1,000
Education	25,000	10,000	20,000	5,000	15,000	10,000	15,000	5,000	75,000	30,000
Reproductive, Maternal and Newborn Health	4,000		12,000		12,000		12,000		40,000	0
Malaria	4,000		12,000		12,000		12,000		40,000	0
HIV/AIDS									0	0
Other Health									0	0
Water and Sanitation									0	0
Poverty, Hunger and Vulnerability	9,000	12,000	8,000	14,000	13,000	16,000	31,000	8,000	61,000	50,000
Humanitarian	14,000		12,000		8,000		6,000		40,000	0
Other MDG's									0	0
Global Partnerships									0	0
TOTAL	66,000	23,000	72,000	19,000	70,000	26,000	86,000	13,000	294,000	81,000

2010/11 Baseline: Sudan and South Sudan shared a combined budget of £140 million.

* DFID South Sudan has recently identified Wealth Creation as a priority and is in the process of developing a new results offer in this area. Budgets will need to be reallocated in order to accommodate this.

5) Delivery and Resources (continued)

Operating Costs

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	320	748	765	788	812	3,433
Frontline staff costs - Non Pay	1,700	1,800	1,800	1,800	1,800	8,900
Administrative Costs - Pay	60	195	200	206	213	874
Administrative Costs - Non Pay	1,380	1,570	1,570	1,560	1,560	7,640
Total	3,460	4,313	4,335	4,354	4,385	20,847

5) Delivery and Resources (continued)

Efficiency savings

Delivering Programme Efficiencies

Category	Details	Residual cost in the SR period £'000
Strategic Reprioritisation	See note below	
Further examples of Programme efficiency		

DFID South Sudan has already streamlined its programme portfolio – decreasing the overall number of projects (covering what will now be Sudan and South Sudan) from 60 to 35 at the end of 2010. We have done this through taking decisions not to allow extensions on programmes that were small or not performing strongly, and/or to reallocate resources from some poorly performing projects. Whilst DFID does not believe any further reduction in the number of programmes would increase efficiency, we will ensure that these savings are retained by continuing to focus on fewer, larger and more effective programmes.

Savings Initiative	2011/12		2012/13		2013/14		2014/15	
	PAY	Non Pay £'000	PAY	Non Pay £'000	PAY £'000	Non Pay £'000	PAY	Non Pay £'000
Reduction in Consultancy				5		5		5
Reduction in Admin staff					70	30		
Reduction in Travel				5		5		5
Reduction in Training						5		
Accommodation				74				
Total	0	0	0	84	70	45	0	10

6) Delivering Value for Money (VfM)

Prior to the creation of the DFID South Sudan, the Khartoum office attached high importance to demonstrating VfM in our current and future programming throughout Sudan, and in all our procurement. Additionally, we have prioritised the enhancement of our procurement capacity through training, and placed renewed emphasis on the VfM agenda in our management of pooled/multi-donor funds in South Sudan. Given the challenging operating environment, financial forecasting is a particular challenge – with unexpected eventualities frequently holding back project delivery and expenditure. We mitigate this risk by putting in place robust contingency plans and closely scrutinising forecasts.

Particular challenges are presented by the context in South Sudan, such as poor infrastructure and high security costs. For instance South Sudan has one of the lowest road densities anywhere in the world. Also much of the South Sudan programme will continue to be focussed on areas such as governance, state- and peace-building, and security where it is particularly difficult to demonstrate VfM. We will be working closely with central Departments to strengthen our understanding of how to address these challenges.

Within this context, DFID South Sudan has worked hard to identify the most cost effective options available for achieving results. Using an innovative approach to constructing schools we have been able to bring down the unit cost of a classroom in South Sudan to \$15,000. This compares very favourably to other approaches costing between \$30,000 and \$45,000.

Specific actions being taken to address economy, efficiency and effectiveness

- Testing VfM of different delivery models. DFID South Sudan is using a range of delivery models, including a private sector agent delivering basic services in South Sudan.
- Pressing UN and other partners on management fees, particularly in cases where agencies act as managers of funds and then sub-contract to other partners. We will minimise the money spent on management to increase the share spent on delivering results.
- Looking to learn from the reviews of the Common Humanitarian Fund in the DRC, Sudan and CAR and see how South Sudan's humanitarian assistance could be made more cost-effective. This mechanism currently represents around 15% of DFID South Sudan's programme. We intend to reduce the footprint of our humanitarian spend over the 4 years, based on the current trend towards recovery, as well as seek greater cost-effectiveness: both improvements will yield significant returns.
- Due to high, front-loaded start-up costs in South Sudan we will consider programmes of longer duration (e.g. more than 4 years), to maximise opportunities for transformational impact and to increase value for money by minimising start-up costs.

Stepping up VfM in 2011

- A stronger approach to improving VfM will be developed in the second quarter of the year. A number of issues around VfM such as future security costs and ways of working in South Sudan will become clearer as the shape and politics of the post-CPA transition firms up.
- Plans include establishing a set of benchmarks for unit costs. These should take account of the costly environment but also measure performance and challenge partners to find ways to work more cost-effectively. We will also increase understanding of VfM among our implementing partners and ensure that they maximise it through their management of DFID-supported programmes.
- We will look more at cost-determination so that cost-effectiveness can be better addressed in our programmes. A clearer understanding of how costs are broken down will allow us to identify factors largely outside of our control, such as the cost of private delivery of utilities and additional security in South Sudan, and areas where we can most improve and press partners to do so.
- We will harness Corporate and Divisional financial improvement strategies and tools to ensure we have the correct systems, procedures and practice in place to drive continued improvement in financial management. We will further strengthen financial forecasting by implementing a monthly three-step quality assurance process including peer review by the Programme Team and sign-off by the Senior Management Team.
- We will improve portfolio performance by taking emergency steps or closing down poor performing projects and through an enhanced portfolio review process.

7) Monitoring and Evaluation

Monitoring

How – DFID South Sudan will work with partner institutions to ensure that all new projects have a monitoring strategy, including metadata for programme monitoring, plans for data collection, reporting, programme evaluation and risk management (capturing changes in the political and security situation which impinge on data collection). These will include partnerships with third parties with specialist expertise in specific sectors: e.g. we have begun a conversation with IFPRI on impact evaluation in agriculture/food security in South Sudan. Data for monitoring will come from a variety of sources, including national representative surveys, government information management systems, participant perception surveys and programme specific information systems. We will work to improve the evidence base of our programmes as set out in slide 4 – with a particular emphasis on gathering and monitoring data by gender. We will ensure that capacity for working in these areas is built into the structure of programmes – including allocating funding for both Monitoring and Evaluation of up to 7%. Particular attention will be paid to programmes which are innovative or pilots and we will include clear review points at which decisions over continued investment will be made.

Who – Implementing partners will be responsible for day to day programme monitoring, and DFID lead advisers and programme managers will provide oversight. The DFID South Sudan Programme Team will provide a quality assurance role, developing concepts, feeding into design work, and commenting on and contributing to Annual Reviews and Project Completion Reviews. The new Results Adviser will be responsible for advising on and providing quality control of results.

When – DFID South Sudan will maintain continuous dialogue with implementing partners about programme performance, and we will formally agree with partners a results reporting schedule, at least every six months, which will include results, narrative and financial reporting. We will aim to carry out up to two field visits per project per year – bearing in mind the principle of proportionality and the reality of DFID institutional capacity. Programme performance and results will be reviewed annually and at completion in line with blue book requirements. DFID South Sudan will also review its results framework every 6 months, and formally refresh its overall operational plan annually. We will also review the entire operational plan every six months from July, once the implications of independence for South Sudan are clear.

What - the information will be used to inform programming decisions and review value for money. The programme team will determine how to use the results to improve the project portfolio. We will design a Performance Improvement Action Plan (PIAP) for poor performing projects to ensure closer monitoring. If milestones are not being met in year the programme manager and lead adviser will advise whether a PIAP is needed. We will set-out what minimum results a project must achieve to continue receiving DFID support, and consider terminating programmes that fall-short.

Evaluation

For each new programme we will consider whether an independent evaluation is required depending on its size, strategic importance, degree of novelty and the strength of pre-existing evidence. For existing programmes, we will consider whether an evaluation is appropriate; where we know that there is a low evidence base we will work to improve this through evaluation. We propose to earmark a minimum of 1% and up to 7% of programme funds to evaluation depending on the project and whether primary data collection is needed. The outcome of the evaluations will be shared with partners and stakeholders. DFID South Sudan has recruited a Results Adviser with appropriate evaluation skills. DFID South Sudan will also identify at least one staff member to be trained and accredited to the evaluation cadre to provide advice and support to the office.

Building capacity of partners

Our priority is to support national partners and help build their capacity. Where possible we will work with government to improve national systems and the quality, relevance and timeliness of the data. We will continue our support to the South Sudan Centre for Census, Statistics and Evaluation including by working with them on results and data relating to our own programmes, and by funding Overseas Development Institute Fellows to work in the Centre.

8) Transparency

DFID South Sudan will meet its commitments under the UK Aid Transparency Guarantee.

Transparency is one of the top priorities for the UK Government. We will meet our commitments under the UK Aid Transparency Guarantee: we will publish detailed information about DFID projects, including programme documents and all spend above £500. Information will be accessible, comparable, accurate, timely and in a common standard with other donors. We will also provide opportunities for those directly affected by our projects to provide feedback. We will publish detailed information of all new programmes on the DFID website, and all procurement over the £25,000 threshold. Annual project performance reporting and end of project evaluation from April 2011 will also be published. We will ensure that wherever possible all information in the public domain is comprehensive, accessible, comparable, accurate and timely.

DFID South Sudan will work hard to promote accessibility to information in South Sudan. This will include continuing to contribute to HMG websites and issuing local press releases on our work through the FCO communications team. We will also begin to produce an information sheet detailing our work in South Sudan, highlighting our impact and results. The UKaid logo will be used appropriately on buildings, commodities and other materials for DFID-funded programmes so it is clear what UKaid is supporting.

DFID South Sudan does not presently provide information directly in the main local languages. In South Sudan there are a wide range of local languages but government has said that English is the official language. With the Embassy, we will explore the option of more proactively working with radio broadcasters working in local languages across South Sudan to publicise our support and also to increase the demand side for accountability of public resources in South Sudan.

We will meet the standards set out in the International Aid Transparency Initiative (IATI), and encourage our partners in civil society, multilateral organisations and other donors to do the same. Through our relationships with the government in South Sudan we will encourage greater transparency from the government to their citizens about their budgets and the aid which they receive.

We will increase opportunities for feedback by those benefiting from DFID programmes. DFID South Sudan is currently designing a number of large new programmes, including in education, health and social safety nets. We will explore what will be the most effective ways for the voices of the beneficiaries to be heard during the design process as well as during the operation and appraisal of the programmes. We will look at easy, innovative and cost effective ways of gathering the views of beneficiaries, including through traditional means such as field visits and interviews as well as through technology such as mobile communications.

REPUBLIC OF SOUTH SUDAN: OPERATIONAL PLAN: GENDER ANNEX

The challenges for women and girls in South Sudan

- Sudan (pre independence) ranks 154 of 169 countries in the updates Gender Equality Index for countries where there are data (<http://hdrstats.undp.org/en/indicators/89106.html>)
- A combination of conflict, large-scale population displacement and underlying hunger and poverty makes South Sudan a focus of significant humanitarian action. As at June 2011 over 300,000 returnees have crossed the border with the Republic of Sudan and this number will increase following independence on 9 July 2011.ⁱ Many of these will be women and children;
- Decades of war have left South Sudan's health system extremely weakened, with severe shortages of health workers and functional facilities. Women are more likely to die in childbirth than in almost any other country in the world (2,054 deaths per 100,000 births). Only 10% of deliveries are attended by a skilled health professional. This compares to 46% across Sub-Saharan Africa;
- In South Sudan teenage pregnancy is common with 40.7% of girls married before their 18th birthday;ⁱⁱ
- Across South Sudan women are politically underrepresented. There are few women at senior levels in the Government of South Sudan
- A 25 year civil war left thousands of adults unable to read or write. South Sudan has over 1 million children out-of-school including 60% of girls. Girls' primary enrolment lags behind the boys by 15%.ⁱⁱⁱ

Overview

1. Improving women's and girls' access to basic services, economic opportunities, and human rights in South Sudan is a top priority for DFID South Sudan. Although consolidated data are currently scarce, it is clear that women and girls suffer disproportionately from the impact of conflict and displacement, and exclusion from access to basic education and primary healthcare, whilst remaining responsible for a large share of the family workload.

2. The DFID South Sudan Gender Plan links directly to the four objectives in DFID's Gender Vision:

- Delaying first pregnancy and supporting safe childbirth
- Direct assets for girls and women
- Get girls through secondary school
- Prevent violence against girls and women

3. DFID South Sudan, in collaboration with the FCO and MoD will also work to:

- Challenge discrimination against girls and women and build effective legal frameworks to protect girls' and women's human rights and sustain political commitment
- Increase the value given to girls and women by society
- Increase the power of girls and women to make informed choices and control decisions that affect them

4. Sudan (as a united country prior to South Sudan independence) recognised the equality of men and women and required the state to protect the rights of both. A new constitution for the Republic of South Sudan is currently under preparation: it is

hoped that it will enshrine a continued commitment to uphold values of justice, equality, human dignity and equal rights and duties of men and women.

5. Despite these advances, the importance of the customs and traditions of the Sudanese people continue to create tensions within the Sudanese legal framework. The gap in application and enforcement between customary and formal law allows the abuse of women's human rights, permitting, for example, early marriage and limiting women's property rights. The range of employment opportunities for women and girls, men and boys is limited by these customary roles. Gender based discrimination also inhibits women's access education and health services. Sexual and gender based violence remains a serious concern, especially in the conflict affected areas of South Sudan.

6. The opportunities and mechanisms available to the poor wanting to hold government accountable for the fair delivery of services and fulfilment of human rights are limited currently. But in the creation of the new country, there are both opportunities and risks to achieving gender equality in South Sudan.

Our approach

7. DFID's work to achieve gender equality in South Sudan is informed by the Analysis of Gender and Social Exclusion in Sudan (2008), the Sudan Household Survey (2008) and a range of UN and World Bank reports containing data disaggregated by gender. This work highlights the barriers and potential opportunities to ensure that all sections of society participate in and benefit directly from poverty reduction efforts. In 2009 DFID commissioned a study to help us improve our performance on achieving gender equality. We are acting on these recommendations.

8. DFID South Sudan has ambitious targets. The Operational Plan commits DFID to help South Sudan to develop in a way which particularly benefits girls and women; states an intention to integrate targets on gender across DFID programming and includes specific commitments on maternal health, education, economic empowerment and eliminating violence against women. As such, the Operational Plan for South Sudan will deliver results against each of the four pillars in DFID's overall strategy on girls and women:

9. To realise these ambitions DFID will:

i. Invest in our staff skills and knowledge to ensure that DFID is able to promote and incorporate gender and social inclusion in all its work in South Sudan.

ii. Improve understanding of the attitudes, behaviours, and barriers which constrain achievement of the full rights of women and girls in South Sudan.

iii. Deliver programmes with a clear focus on women and girls.

iv. Measure the impact of DFID programmes with better information and analysis broken down by age, sex and location.

v. Strengthen the participation of communities, including women and girls, in DFID programmes.

vi. Use the UK Government position as a major donor in South Sudan to influence the work of others, including our partners in national and state government, the United Nations, and International NGOs, to leverage greater change.

Focus on results

10. The following table of BAR offers sets out results for programmes where women and girls are the direct beneficiaries and for programmes that have a particular benefit for women and girls.

Sector	South Sudan
EDUCATION	An additional 20,000 girls complete secondary education
HEALTH	7,000 more births attended by skilled personnel Contraceptive prevalence rate increased to 7% 20% increase in the number of women with a birth in the last two years who receive at least two doses of sulfadoxine-pyremethanime
GOVERNANCE AND SECURITY	
POVERTY, HUNGER AND VULNERABILITY	Creation of up to 11,000 jobs in labour-based road construction for women and men
HUMANITARIAN (INCLUDING WATER AND SANITATION)	Up to 2 million people a year provided with safe water and sanitation Up to 2.5 million people a year provided with food security and livelihoods support Up to 1.5 million people a year provided with non-food items and emergency shelter Up to 4 million people provided with life-saving health and nutrition support

ⁱ S Sudan Education Cluster document: 'South Sudan: The Changing Context' published May 2011

ⁱⁱ Sudan Household Survey (2006) Quest No. 2756926

ⁱⁱⁱ MoEST (2010) Education Statistics for Southern Sudan 2009. Juba, Southern Sudan.