



Management Response to the Recommendations of the Multi-Donor Evaluation of Support to Conflict Prevention and Peacebuilding Activities in Southern Sudan from 2005-2010

Introduction

This evaluation came at a critical juncture in Sudan's history, since the report was prepared in the months leading up to the January 2011 referendum on South Sudan independence. South Sudan has since become an independent country, which makes this evaluation particularly valuable as it deals with some of fundamental issues confronting the new state and its development partners. CIDA will work with other donors and the government of South Sudan over the coming months to reassess the significance of the recommendations in light of this new context, and to determine how they can best inform future programming and policy decisions.

Overall, CIDA's Sudan Program found the final evaluation report to be a useful analytical piece. The purpose of the evaluation was not to assess individual programmes or projects, nor provide a comprehensive overview of any one donor's activities, but rather to provide lessons to guide future donor engagement. We expect the recommendations to contribute to ongoing dialogue on how to improve the relevance, effectiveness and impact of conflict prevention and peacebuilding (CPPB) activities in South Sudan. CIDA's Sudan Program intends to make the best use of this evaluation through a series of concrete actions. For instance, by fully taking into account the key drivers of violence in planning and designing new programs and strategic directions.

CIDA's participation in this evaluation provided a unique learning opportunity for both the Sudan Program and the Evaluation Directorate because it was the first program-level multi-donor evaluation in which CIDA participated, and because it focused exclusively on a pilot for the evaluation of CPPB activities as defined by the OECD. The Sudan Program and the Evaluation Directorate will work together to identify some of the lessons learned from this process to feed into future multi-donor evaluations the Agency may wish to undertake.

Canada has a whole of government approach in South Sudan, based on a division of labour between federal departments and agencies and constant dialogue for coordination and cohesion purposes. This approach is critical to the successful implementation of CPPB activities in southern Sudan. The evaluation report has been discussed in Ottawa via the whole of government processes, and all relevant departments are aware of the findings. That said, the following is CIDA's Sudan Program management response to the recommendations that fall under its mandate, and does not cover the whole of government component or any humanitarian assistance.

The initial timeframe of the evaluation was to cover the period from 2005-2009. Subsequently, the end date of the period was extended until 31 March 2010. In 2009, new strategic directions were established for CIDA's engagement in Sudan as part of the aid



effectiveness agenda. The implementation of this new approach addresses many of the recommendations.

Recommendations: Conflict Analysis	Sudan Program Management Response: Conflict Analysis
<p>1. Ensure that revised and new programmes are always preceded by a conflict analysis that links wider dynamics to those specific to the area of operation. This should include a mapping of ethnic and political fault lines, a set of scenarios of likely events in the near future, and their implications for the programme. The design of logframes for multi-location programmes should be broken down to the specifics of State or sub-State indicators based on such a conflict analysis.</p> <p>2. Framing interventions in terms of conflict prevention and peacebuilding is to be encouraged in environments such as Southern Sudan. The Utstein Palette¹ and categories provide a useful tool for donors planning to intervene to understand the spread and reach of Conflict Prevention Peacebuilding (CPPB) across all types of interventions. However, they should not be used as the “conflict lens” for planning and evaluation; they serve to enhance the perception of the range of instrument available. The “lens” can only come from a nuanced understanding of the causes of conflict, and the relation that links aid outcomes and these causes. As factors and causes of conflict can be affected by interventions in different categories of the Utstein Palette, it is advisable to plan,</p>	<p>In 2009, the Sudan Program completed an in-depth conflict analysis for Sudan. The Sudan Program also recently undertook initiatives to promote conflict-sensitive programming, including conflict mapping to guide the design and implementation of new projects relating to children and youth and food security. Specifically, the design of projects involving the United Nations Children’s Fund and the Food and Agriculture Organization with the United Nations Industrial Development Organization involved a two-day workshop to do a collective mapping exercise to identify potential geographic locations for planned projects and to determine how to address root causes of conflict. Factors related to early recovery needs and opportunities for synergy between food security and youth development programming were taken into consideration.</p> <p>The Sudan Program recognizes the importance of conflict analysis throughout the project lifecycle, and will continue to place an emphasis on this type of analysis in the future. For example, the Sudan Program will include robust analysis of power relations, causes of vulnerability, and drivers of conflict in the design and execution of new projects and programs. This will include organizing meetings with implementing</p>

¹ The Utstein Palette outlines a framework of peacebuilding activities and contains four categories: socio-economic development, good governance, reform of justice and security institutions, and culture of justice, truth and reconciliation.



Recommendations: Conflict Analysis	Sudan Program Management Response: Conflict Analysis
<p>monitor and evaluate interventions according to the critical factors identified, not to the CPPB categories, nor to sectoral definitions.</p> <p>3. Conflict analysis should not lead to separate universally applicable principles of programming, but rather be referred to continually over the programming cycle. For example in analysing the political economy of an area of activity (geographic and/or sectoral), agencies should give due consideration to the manner in which a local dispute can be manipulated for wider political gains by elites. Balance and representation are generally desirable, but need to be checked against the wider dynamics of the country.</p> <p>Overall, considerations of efficiency and accountability should give equal weight to institutional compliance to guidelines and procedures, as to responsiveness to conflict factors. An intervention that is fully compliant with internal guidelines but does not respond to local conditions should be rated as performing poorly, and needing change.</p> <p>Action: donors and wider aid community</p>	<p>partners in the project development phase involving Project Team Leaders (PTLs), Program Analysts, and field counterparts.</p>

Recommendations: Three Areas and Oil	Sudan Program Management Response: Three Areas and Oil
<p>4. Reach agreement on all outstanding issues regarding full implementation of the Comprehensive Peace Agreement (CPA) wealth sharing provisions. This includes significantly upgrading Government of Southern Sudan's capacity regarding oil sector management and capacity at both Juba and State levels. Transparency over oil contracts and revenues should include</p>	<p>Based on the strategic directions and priorities established for the program in 2009, CIDA currently does not work with the AEC or in the oil sector, but is a participant in the Three Areas Donor Working Group.</p> <p>The Sudan Program recognizes the importance of fully implementing the CPA wealth sharing provisions, and will continue</p>



Recommendations: Three Areas and Oil	Sudan Program Management Response: Three Areas and Oil
<p>commissioning an audit of the oil sector. Action: GoNU, GoSS and donors</p> <p>5. Provide increased technical and advisory assistance to revitalize the Assessment and Evaluation Commission (AEC) Wealth Sharing Committee in order for it to perform its mandate better and serve as a constant check on implementation of CPA provisions.</p> <p>6. Likewise, help revitalize the AEC Three Areas Committee in order for it to perform its mandate better and serve as a constant check on implementation of CPA provisions. Also re-enable the Three Areas Donor Working Group.</p> <p>Action: donors</p>	<p>to support the implementation of the CPA provisions in the three sensitive areas of Abyei, Blue Nile State and Southern Kordofan/Nuba Mountains through its involvement in the Donor Working Group.</p>

Recommendations: Funding Mechanisms	Sudan Program Management Response: Funding Mechanisms
<p>7. Invest in monitoring the changing dynamics in the different States of Southern Sudan at regular intervals and ensure that chosen funding mechanisms are sufficiently flexible to respond to these changes. Although multi-year commitments should be encouraged, the disbursement of these funds – whether bilateral, multilateral or through pooled funds – should be dependent on at least bi-annual (twice-yearly) updates of events on the ground.</p> <p>8. Always monitor pooled funds for conflict prevention and peacebuilding as well as more conventional output/impact indicators. Sustained impact on youth employment/livelihoods should be a “cross-cutting” theme introduced as a key indicator in all programs funded through</p>	<p>Ongoing monitoring is conducted where CIDA is active to track results and to assess decisions on funding mechanisms. The Sudan Program uses a variety of modalities, such as pooled funding and project funding, to provide funding to trusted multilateral and non-governmental organizations (NGOs).</p> <p>The Sudan Program ensures that within the terms of contribution agreements with international and Canadian NGOs, advances of funds are dependent on various types of quarterly, bi-annual, and annual narrative and financial reports, among other conditions. Master arrangements have been signed with our multilateral partners, such as the United Nations Children’s Fund (UNICEF), that specify mutually agreed upon terms for reporting.</p> <p>With respect to pooled funds, the Sudan</p>



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<p>pooled mechanisms.</p> <p>Action: donors</p>	<p>Program is actively involved in the management and monitoring of the Multi-Donor Trust Fund (MDTF), the Basic Services fund (BSF) and the Capacity Building Trust Fund (CBTF) through its field representatives from the Bilateral Program and the Joint Donor Office in Juba. While there have been challenges in the past to ensuring that programming through the MDTF remains responsive to the changing context of South Sudan, donors have worked with the World Bank and the Government of Southern Sudan (GoSS) to improve oversight of the fund. This has involved increased oversight committee meetings, the establishment of technical working groups, and improved, results-focused monitoring and evaluation.</p> <p>The Sudan Program is working with other donors to negotiate conflict prevention and peacebuilding indicators in programmes funded through pooled funds.</p>

Recommendation: Socioeconomic Development	Sudan Program Management Response: Socioeconomic Development
<p>9. Allocate major resources towards creating and maintaining livelihoods programmes for young men who are currently too easily drawn into criminal activity. As well as vocational training and improvements in access to higher education (also for women), this might include, for instance, imposing a local employment quota on all construction programmes undertaken, either by government or international agencies.</p> <p>10. In the most conflict-affected States, work closely with local (State and county) authorities in assessing and addressing</p>	<p>The Sudan Program recognizes the importance of programmes to improve the livelihoods of youth and to build the institutional capacity of government and non-government organizations to design and deliver basic services in a manner that takes into account the causes and consequences of conflict.</p> <p>Youth account for 70 percent of the population and require support to develop their life and livelihood skills and knowledge to make safe, healthy and productive choices, and to counter the draw of criminal activity. The current Sudan Program approach</p>



Recommendation: Socioeconomic Development	Sudan Program Management Response: Socioeconomic Development
<p>security priorities before access to basic services can be realized. This might involve, for instance, follow-up programmes to disarmament, a focus on the building of a trained and credible police force, the building of roads, and programmes targeting youth. Which of these interventions should be prioritized – and how these programmes should be implemented in each State – should be based on a thorough dialogue not only with local government but also with civil society, including local chiefs.</p> <p>11. In the demining sector, reduce parallel or overlapping mandates within the institutions concerned. The Southern Sudan Demining Commission should be given a clear and strategic mandate for mine action as part of a transitional hand over phase from United Nations Mine Action Office. Integrating demining into the development portfolio should be discouraged, since this is likely to reduce the required flexibility to respond to short-term needs. Continue funding demining and stock pile destruction through specific budget lines.</p> <p>Action: GoSS and donors</p>	<p>includes a focus on governance to support the development of core state functions as well as the development of national, state and local-level institutions. This has included teacher recruitment and training, payroll reforms, provision of supplies, infrastructure development and support for basic health services.</p> <p>The Sudan Program is supporting stabilization and peace by increasing the skills and knowledge of at-risk girls and boys and reinforcing the ability of government ministries and non-government organizations to deliver basic services and protection services to children. Working closely with the armed forces and groups to create child protection units facilitates the release and reintegration of children from armed groups and prevents their re-recruitment.</p> <p>In addition, the Sudan Program is increasing the capacity of state ministries and local community-based organizations to engage youth in income generating activities through training and access to credit for women and girls, increasing awareness of appropriate agricultural production techniques and sustainable sanitation practices, and increasing water sources to minimize resource-based conflicts.</p> <p>Mine action was a priority for several years, based on the needs assessed at the time. CIDA was one of the top donors in mine action from 2005-2008. The Sudan Program’s demining projects have all been successfully implemented. Over 95 percent of primary roads have been cleared, and most secondary roads have been as well.</p> <p>Based on the Landmine Impact Survey in Sudan, conducted from March 2006 to June 2009, it was established that needs in the demining sector have decreased relative to</p>



Recommendation: Socioeconomic Development	Sudan Program Management Response: Socioeconomic Development
	<p>other needs. Therefore, the Sudan Program will only continue its demining activities where it affects food security programming. For example, mine clearing to allow for subsistence agriculture projects.</p>

Recommendations: Governance and Rule of Law	Sudan Program Management Response: Governance and Rule of Law
<p>12. Focus capacity building and support to decentralized levels of government and increase the level of performance monitoring. At the same time, further encourage a medium-term capacity “provision” and technical assistance programme that uses civil service skills from neighbouring countries, and ensure adequate funding for at least 5 to 10 years. Action: donors</p> <p>13. Ensure that the urgent training of the judiciary at State and sub-State levels is always in tandem with dialogue with chiefs and those responsible for customary law. There should be a consistently applied procedure to ensure that the parameters of responsibility for each party are mutually understood and in accordance with the country Constitution. In particular, this applies to gender equity.</p> <p>14. Enable traditional authority (chiefs) to address root causes of conflict (including disputes over land or bride wealth) at their customary courts by providing capacity building programmes for these courts. Action: GoSS and donors</p>	<p>The Sudan Program recognizes the importance of strengthening capacity building at the state level and providing support to decentralised levels of government in order to enhance stability and reduce poverty. With the separation of South Sudan and the related state building activities that are to take place over the coming years, this will become increasingly important.</p> <p>Governance is an approved thematic priority for the Sudan Program, and is considered a cross-cutting issue in our food security and children and youth programming.</p> <p>The Sudan Program is working to strengthen public sector capacity to better manage public resources and deliver basic services to Sudan's citizens. A particular focus has been placed on building capacity in the South, where in the last five years the government has had to establish a civil service from scratch, make the transition from a military organization, and recruit public servants from a limited pool. The Sudan Program supports ministries of the Government of Southern Sudan (GoSS) with financial management reforms, provides short- and long-term consultant support, and provides training to civil servants in essential sectors such as procurement, finance, and budget management.</p> <p>The Sudan Program is supporting</p>



Recommendations: Governance and Rule of Law	Sudan Program Management Response: Governance and Rule of Law
	<p>decentralized levels of government through the Capacity Building Trust Fund and ongoing donor dialogue in Juba. The maternal, newborn and child health (MNCH) projects to be developed in 2011 will also need to address both national and state level Health Ministry capacity.</p> <p>CIDA is also working with other donors to identify the most effective ways of supporting the nascent Government of South Sudan to build the institutions necessary for peace, stability, good governance and democratic change.</p> <p>The issues of security sector reforms and judiciary programming fall under the responsibility of other government departments (OGDs), within Canada's whole of government approach to fragile states. Therefore, recommendations 13 and 14 are not directly applicable to CIDA. CIDA will contribute any relevant development-related input to OGDs to assist them in their work on these issues.</p>



Recommendation: Justice and Security	Sudan Program Management Response: Justice and Security
<p>15. Develop a common donor strategy that links disarmament, demobilization, and reintegration and security sector reform in a more robust fashion, including the issue of how to promote greater national ownership.</p> <p>Action: donors</p> <p>16. In order to promote accountability and transparency in decision making and operational law enforcement, support the development of effective oversight mechanisms to monitor the security agencies. Such mechanisms should include civil society groups.</p> <p>Action: GoSS and donors</p>	<p>The Sudan Program agrees in principle and will continue to discuss the issue with other government departments and donors involved in this sector.</p> <p>Again, the issues of security and justice sector reforms fall under the responsibility of other government departments (OGDs), within Canada's whole of government approach to fragile states. CIDA is only involved in re-integration of ex-combatants into agricultural livelihoods though one project, but will examine appropriate future approaches with OGDs.</p>

Recommendations: Civilian Protection	Sudan Program Management Response: Civilian Protection
<p>17. Where civilian disarmament is carried out, there should be three preconditions: (1) a full consultation with communities concerned; (2) mechanisms in place for civilian oversight and monitoring of the armed services; and (3) plans in place for incentives and rewards – for example, community services and livelihoods programmes. Donors should be involved in all three of these.</p> <p>Action: GoSS and donors</p> <p>18. Strongly encourage the United Nations Security Council to strengthen the civilian protection mandate of the United Nations Mission in Sudan and its operational strength to fulfill the mandate. This would be through, for instance, creating a rapid response capability for conflict-prone areas and establishing a comprehensive civilian protection and conflict monitoring system.</p>	<p>The Sudan Program agrees with the recommendations and will continue to discuss the issue with OGDs involved in this issue, as well as with other donors involved in civilian protection in Sudan.</p> <p>The Sudan Program is supporting sustainable peace and economic development in southern Sudan by providing former combatants and their households with alternative livelihoods, and by addressing issues of local instability related to their reintegration. Equipping former combatants with alternative livelihoods and new skills is essential to ensuring their smooth transition back into civilian life.</p> <p>The issue of security sector falls under the responsibility of other government departments (OGDs), within Canada's whole of government approach to fragile states. Therefore, recommendation 18 is not directly</p>



Recommendations: Civilian Protection	Sudan Program Management Response: Civilian Protection
<p>This should include the deployment of more human rights officers across Southern Sudan, especially in disputed border areas and areas prone to frequent communal conflict, and the provision of regular public reporting on human rights violations.</p> <p>Action: donors</p>	<p>applicable to CIDA. CIDA will contribute any relevant development-related input to OGDs to assist them in their work on this issue.</p>

Recommendations: Civil Society	Sudan Program Management Response: Civil Society
<p>19. In recognising the importance of decentralisation and development of civil society for long-term conflict prevention and peacebuilding, develop and apply norms to ensure that international non-governmental organization activity provides better support both to government and Sudanese non-governmental organizations.</p> <p>Action: GoSS and donors</p>	<p>The Sudan Program recognizes the importance of civil society in contributing to stability and long-term peace and encourages partners to engage local civil society organizations. The Sudan Program provides support to small projects that are proposed and implemented by local organizations in Sudan. It also supports peacebuilding activities, good governance, and human rights initiatives to help improve livelihoods in target communities. During fiscal year 2010-2011, the Sudan Program is providing funding to seven local civil society organizations in southern Sudan.</p>

Recommendations: Gender	Sudan Program Management Response: Gender
<p>20. Provide long-term support for gender mainstreaming in governance. This should include gender responsive policies and legislation aimed at reducing/ending gender-based discrimination, and a systematic strategy and guidelines for integration and participation of women in governance. For example, GoSS should be encouraged to establish committees and structures that involve women in the</p>	<p>The Sudan Program recognizes the importance of gender equality in poverty reduction and building a sustainable peace. The Sudan Program has a gender equality strategy. Gender equality is considered a cross-cutting issue in all programming, and gender dynamics are carefully considered in the development of all projects. Prior to submission for approval, all proposed projects are reviewed and assessed by a</p>



Recommendations: Gender	Sudan Program Management Response: Gender
<p>promotion of gender equity in land matters and their greater representation on land committees. Support should be given to national processes that collect gender-disaggregated data that can be used to assess progress.</p> <p>Action: GoSS and donors</p>	<p>gender equality specialist for their expected contribution to gender equality results.</p> <p>In 2010, the Sudan Program conducted a gender equality mini-audit to document results achieved, lessons learned, and key challenges from three selected projects representing a range of project modalities. The mini-audit provided useful insights into gender equality challenges, which the Sudan Program is addressing in new projects.</p> <p>Furthermore, in a recently approved UNICEF project the Sudan Program set aside funding for specific gender equality monitoring and evaluation in the form of a case study on gender integration and best practices in the project. The expectation is that this will contribute to learning for other disarmament, demobilization, and reintegration and to social service provision programming supported by CIDA and other donors.</p> <p>In response to weak implementation of gender-sensitive measures, donors involved in the MDTF requested that MDTF projects mainstream gender and that MDTF gender specialists develop gender requirements for all projects. In response, the World Bank hired two gender advisors for the MDTF in 2009, one in the South and one in the North. The gender advisors developed a Guidance Note for all projects, which will ensure that gender analysis and gender sensitive measures are present throughout the project cycle for all initiatives funded under the MDTF.</p> <p>In addition, CIDA staff based out of the Joint Donor Office in Juba participate in a Gender-Based Violence (GBV)/Gender Working Group to enhance coordination, capacity building and advocacy on gender issues. In fiscal year 2009/10, the group provided</p>



Recommendations: Gender	Sudan Program Management Response: Gender
	support to the Ministry of Gender, Child and Social Welfare to draft its 5-year strategic plan for the Directorate of Gender, anticipated to be finalized in 2011.

Recommendation: Local Peacebuilding	Sudan Program Management Response: Local Peacebuilding
<p>21. Ensure that local peacebuilding initiatives are linked to development inputs to consolidate solutions reached. This implies the use of “do no harm” tests, especially in conflict areas. Efforts should be made to encourage greater female involvement in peace committees.</p> <p>Action: donors</p>	<p>In line with the OECD’s Fragile States Principle 2: Do no harm; the Sudan Program is pursuing an evidence-based approach to programming that incorporates conflict analysis at the project level to ensure that programming does not inadvertently undermine state building processes.</p> <p>The Civil Society in Action Fund (CSAF) supports local peacebuilding activities, good governance, and human rights initiatives. The Sudan Program is committed to increasing female involvement in peacebuilding initiatives. For the current fiscal year (2010-2011), two of the six organizations receiving funding from the CSAF are women’s organizations.</p> <p>The Sudan Program is supporting Community Peace Councils consisting of men and women to facilitate conflict resolution and mitigation using appropriate non-violent means.</p>