

# UNDP South Sudan Community Security & Arms Control Project

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## SUMMATIVE EVALUATION

### FINAL REPORT

*(May 2017)*

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&

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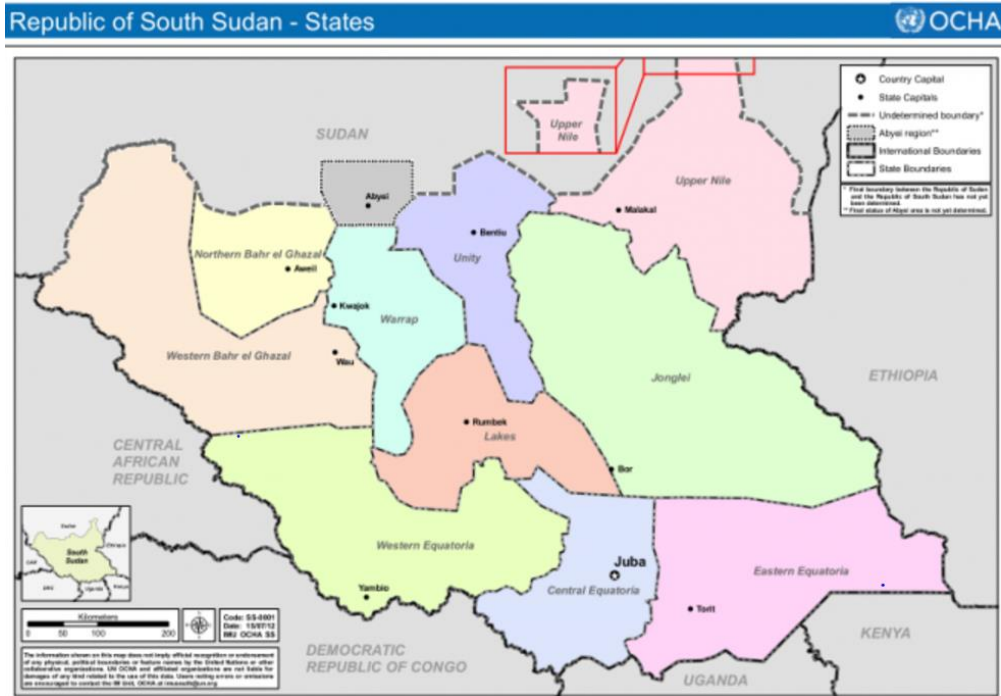
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## List of Acronyms

BCSSAC	Bureau for Community Security and Small Arms Control
CSAC	Community Security and Arms Control
CBR	Centre for Basic Research
CDC	Community Development Committees
CNHPR	Committee for National Healing, Peace and Reconciliation
CPA	Comprehensive Peace Agreement
CSB	County Support Bases
CSO	Civil Society Organization
CSARRP	Centre on Small Arms Recovery, Reintegration and Protection
DfID	Department for International Development
GRSS	Government of the Republic of South Sudan
IDPs	Internally Displaced Persons
MFA	Ministry of Foreign Affairs
NBS	National Bureau of Statistics
NGO	Nongovernment Organization
NPPR	National Platform for Peace and Reconciliation
SALW	Small Arms and Light Weapons
SCC	South Sudan Council of Churches
SPLM/SPLA	Sudan People's Liberation Army/Movement
SPLA-IO	Sudan People's Liberation Army -In Opposition
SSPRC	South Sudan Peace and Reconciliation Commission
UNDP	United Nations Development Programme
UNMISS	United Nations Mission in South Sudan

# Map of South Sudan



Original 10 States

## Executive Summary

South Sudan is a fractured country with deep ethnic division, a break down in social cohesion and a lack of trust between the citizens and the Government. The UNDP Community Security and Small Arms Control (CSSAC) aimed to develop a comprehensive and strategic approach address these challenges and to promote peace and reconciliation in South Sudan. CSAC has endeavoured to tackle the complex situation in South Sudan by supporting communities to identify conflict causes, develop local responses and building local capacity to prevent and resolve these conflicts. It has worked with communities and local government to identify common interests and develop interdependencies across tribal and ethnic divides. CSAC played an important role at a critical stage in the establishment of the new state and in this regard it has made a contribution to governance at the local level. The project has worked on four sets of relationships; intra community where there is a break down in relationships, inter group along tribal and ethnic fracture lines, between IDPs and host communities (often with an ethnic dimension) and between communities and the state particularly at county and state level.

The CSAC approach to community security was relevant and appropriate despite the changes in the context and the project was aligned with both national priorities and the UNDAF outcomes over this period. However this work has been somewhat isolated and has not reached the scale to make a difference at national level or to address the deteriorating ethnic based conflicts. The work at community level and the focus on interdependencies needs to be amplified and disseminated to highlight the value of peaceful co-existence and to build hope. The UNDP can play a key role in co-ordinating and creating synergies at local level, and at state and national levels.

At national level CSAC has worked to promote reconciliation and prevent violence through its support for the South Sudan Peace and Reconciliation Commission (SSPRC), the National Platform for Peace and Reconciliation (NPPR) and the Bureau of Community Security and Small Arms Control (BCSSA). Despite the challenges encountered CSAC was able to implement a number of relevant and strategic interventions particularly the support for county level work by the SSPRC, support to the SSPRC to get NPPR off the ground and support to the BCSSAC in introducing the firearms bill. The support for the NPPR and the creation of space for civil society and other actors to engage with and to input into discussion on the peace negotiations was important at a time when there was little or no opportunity for this to happen. The support for the BCSAC has not produced immediate results but it has left a legacy of the firearms Law which can underpin future disarmament initiatives.

CSACs work would have benefited from enhanced collaboration with livelihoods and rule of law sections and this should be prioritised in the next phase. It is also critical that CSAC retains its focus on conflict sensitivity and ensures that both previous and new work is conflict sensitive. It is important to recognise that these gains are fragile and that there is an ongoing risk to the work both from local factors and from the political conflict and wider ethnic tensions. Project that is designed to be conflict sensitive can easily become sources of conflict and loose sustainability. If security improves efforts should be made to review these projects and examine how they can be revived and used as focal points for renewed peacebuilding in these communities.

## Main findings

1. The evaluation identified a number of issues relating to the CSAC theory of change. The project was designed when the international community was focusing its efforts on state building extending the reach of the GoSS, and creating a "peace dividend" and CSAC was aligned with this overarching national and international strategy. However there are questions over the validity of this approach and the analysis which underpinned it on the basis that it was not addressing the critical issues of power, and ethnic divisions. While CSAC did tackle ethnic divisions at local level it is now evident that there was a need for more emphasis on the role of ethnicity and on power dynamics and that CSAC should have paid more attention to these issues from the outset. This highlights the importance of a comprehensive conflict analysis and clearly articulated and tested theory of change. These issues need to be kept to the forefront in the design of the next phase of CSAC.
2. The focus on community level initiatives and on strengthening conflict resolution structures and processes at local and county level was the most appropriate response both before and after the 2013 crises. Efforts to introduce arms control, to build a peace infrastructure and support wider engagement in the peace process through the NPPR were all relevant and timely.
3. The evaluation has found that CSAC interventions have contributed to peace and security at a local level by increasing peoples sense of security, improving inter group relationships and by building more resilient communities which are better able to resist violence and provocation. This work has also built the capacity of local government and strengthened the social contract in these states.
4. Overall the evaluation has found that CSAC has contributed to improved security and has strengthened the peace infrastructure at local level. The project made significant progress and has established a useful platform for scaling up and taking these approach to a national level. However the project was not of sufficient scale to make a significant impact at state and national level and the ongoing political and security crises has eroded earlier gains in several states.
5. Efforts to bring about change at the national level have been frustrated by the lack of progress on implementation of the peace agreement, a lack of political will, and institutional weaknesses and despite a significant investment the overall outcomes are disappointing. Despite this the evaluation has found that this was the right strategy and that SCAC played an important role in supporting and sustaining a national peace infrastructure at a difficult time. This provides a basis for further work when the space opens up for national dialogue and possible disarmament. There are lessons for CSAC on how to work in this arena which can inform their approach to the planned National dialogue process.
6. The Project was effective in a number of key areas. At local level it has increased people sense of security, Improved inter group relationships, helped create more resilient communities and strengthened the peace infrastructure at local level. The project has also facilitated the engagement and empowerment of women through capacity building, increased engagement in conflict resolution and peacebuilding and through livelihoods interventions including ones which specifically targeted marginalised women.
7. The CSO component has been significant and was an effective mechanism to extend the reach of the project and to strengthen sustainability. However the short term nature of the

support provided to these NGOs limits effectiveness and CSAC should extend the support provided and should also strengthen links and synergies between these NGOs

8. The ongoing conflict and the devastating impact on communities have limited the sustainability of some of CSAC work particularly early conflict sensitive development projects. However some elements have reasonable potential to be sustained in particular the work at community level on resource based conflicts, establishing and/or strengthening dispute resolution mechanisms and the interdependencies projects. CSAC needs to main its focus on sustainability and also needs to ensure that all projects remain conflict sensitive.
9. Elements of the CSAC project have reasonable potential to be sustained in particular the work at community level on resource based conflicts, establishing and/or strengthening dispute resolution mechanisms and the interdependencies projects. The work with local government also has some potential for sustainability especially the peace structures at county level.
10. CSAC has been involved in substantial work on livelihoods and in work related rule of law/access to Justice. There is scope and a need to connect the work of UNDP on livelihoods and access to justice/rule of law and this should be prioritised in the next phase.
11. There is a huge need for enhanced citizen engagement in peacebuilding in order to push for implementation of the agreement and to rebuild a fractured society and contribute to nation building. However there are limited opportunities for this to happen and CSAC needs to build on previous work and to extend its work in this area and work with other partners particularly CSOs, Universities, the Media to generate a more substantial dialogue.
12. Transitional Justice is a core element of the Peace agreement and will be critical to reconciliation and the future stability of South Sudan. CSAC can build on its work with the Peace Commission and at local level to support this process in the coming years. In order to engage effectively in this challenging area it will need to strengthen its capacity in both National Dialogue and Transitional Justice and form partnership with key international actors with expertise in these areas.

### **Strategic recommendations**

1. The CSAC project should be sustained and strengthened by the UNDP in order to enable it to build on the work implemented so far and to achieve the necessary scale to have national level impact.
2. CSAC should continue to use the twin track approach – working on security and social cohesion at community /county/ state level and increasing its contribution to national reconciliation and dialogue.
3. Donors should renew their support for CSACs work on both community security /social cohesion and on national reconciliation and ensure that there is sufficient flexibility to enabled CSAC to respond to the changing context.
4. Chapter 5 of the Peace Agreement (Transitional Justice, accountability, reconciliation and healing) will be a core element of any sustainable peace process in South Sudan and CSAC should engage with and support this process through a twin track approach; building grassroots initiatives and engaging strategically at the national level.

### **Summary of programmatic recommendations**

## **CSAC should**

1. Strengthen its capacity in political analysis, transitional justice reconciliation and dialogue
2. Ensure that the next phase of work is based on a clearly articulated and tested theory of change based on an up to date conflict analysis
3. Put in place strategies to ensure that there is ongoing support, and mentoring of projects implemented in this phase to ensure that they are sustainable remain conflict sensitive.
4. Carry out an audit of facilities established in the earlier phase and develop a sustainability strategy for these.
5. Strengthen the CSO network and continue to build the capacity of the CSO.
6. Provide more long term funding strategies for the implementing partners
7. Examine how it can expand the public dialogue element of the project
8. Collaborate closer with other stakeholders involved in community security initiatives particularly the Churches and NGOs/CSO.
9. Develop strategic partnerships with INGOs/ institutions involved in transitional justice and national dialogue.
10. Map CSOs capacity and interest in National Dialogue and TJ and support and co-ordinate grassroots initiatives in these areas.
11. The UNDP should ensure that there is increased internal collaboration and that CSACs work with in livelihoods and rule of law, gender and SGBV is integrated with and supported by the relevant sections of UNDP.



# 1. Introduction

## 1.1 Background

The UNDP Community Security and Small Arms Control (CSSAC) project was established in 2008 to support the Government of South Sudan (GoSS) to build stability and security for communities and to prevent violent conflict. The project has been implemented in a very complex and dynamic context. Following independence in 2011 expectations were high both among both South Sudanese and the International community with real hope that the country could move forward and begin to address the many development challenges it faced. However the legacy of decades of conflict led to tensions both internally within South Sudan and with Sudan. In December 2013, a violent conflict erupted over access to power and resources, plunging the country into a deep political, socio-economic, security and humanitarian crisis. The situation has deteriorated considerably over the last four years with ongoing ethnic tension and conflict, forced displacement and serious food shortages across large parts of the country. (Additional details on the context is provided in Annex 5)

## 1.2 Overview of the evaluation

The purpose of this summative evaluation was to assess the overall contribution of the CSAC project towards improving community security and reducing the levels of ethnic conflicts, which are also characterised by high levels of sexual and gender based violence (SGBV). The evaluation covered a five year period from 2012 -2016.

### Evaluation objectives:

1. To determine the relevance of the CSAC project and whether the initial assumptions remained relevant during the whole duration of the project;
2. To assess the effectiveness of the CSAC project in terms of progress towards agreed outputs, gender equality, social inclusion and identify the factors that influenced achievement of results;
3. To assess the efficiency of project planning and implementation (including managerial arrangements, partnerships, linkages with other UNDP initiatives/projects and co-ordination mechanisms);
4. Assess the impact (including intended and unintended outcomes) of the CSAC project as well as sustainability of the results;
5. To identify best practices and lessons learned from the CSAC project and provide utilization focused recommendations for the post 2016 CSAC projects;

## 1.3 Methodology

The evaluation was carried out over a six week period (Mid-March to end April) and involved;

- Consultation with approx. 85 stakeholders - UNDP staff, implementing partners, Government Institutions, Donors, Community members, UNMISS and AU. (See Annex 1 for a list of people consulted)
- A field visits to Rumbek including meetings with GoSS representatives, implementing partners, civil society and UN agencies in the area.
- Field visit to Mahad IDP Camp
- A review of relevant documents

- A validation event in Juba (13/4/17) involving representatives of the UNDP, Implementing partners and donors (A list of participants is provided in Annex 1)

**Table 1: Summary of interviews conducted**

Sector	No of people interviewed
Implementing partners and community representatives	40
UNDP staff	20
Government of South Sudan	10
External informants and International actors	15
<b>Total</b>	<b>85</b>

#### 1.4 Limitations

There were a number of constraints which impacted on the evaluation process. The main limitations were;

- The time frame and the challenges of looking back over five years given the major changes which have taken place in South Sudan in this period. The disruption since 2013 has limited the scope to review activities implemented prior to the outbreak of conflict in 2012 -2013
- Staff turnover in implementing partners, among the donors and in the UNDP itself over this period and the resulting loss of institutional memory.
- The ongoing conflict and the deteriorating security situation in many part of South Sudan meant that it was not possible to conduct fieldwork in large parts of the country.
- Financial and time constraints meant that it was not possible to conduct more extensive field visits to review project activity on the ground in the more stable regions.

## 2. Context

The CSAC project has been implemented in a very complex and dynamic context and this has presented ongoing challenges and dilemmas for the UNDP. While the context in the earlier phase of CSAC 2012 -2013 was far from peaceful it was nevertheless more positive and it was realistic for the international community and projects such as CSAC to be reasonably optimistic and to work on the assumption that Sudan was on a positive trajectory. Reports from this period 2012 and 2013 show that there was a positive outlook at the time and the progress was being made on a number of fronts. Expectations were high both among South Sudanese themselves and in the International community with hope that the country could move forward and begin to address the many development challenges it faced.

However the new state faced challenges and difficulties on all fronts as a result of the legacy of decades of war. The continued disputes with the Republic of Sudan resulting in cross-border tensions led to a shutdown of oil production and a major loss of revenue forcing the new state to scale down on development, which affected joint interventions with donors and development partners. On 15 December 2013, a violent conflict erupted over access to power and resources, plunging the country into a deep political, socio-economic, security and humanitarian crisis. The context has deteriorated considerably over the last four years with ongoing tension and conflict across large parts of the country. This has led to the displacement of large number of people, a major humanitarian crises and famine in parts of the country.

*“While Jonglei, Upper Nile and Unity States have been declared the most conflict affected States as a result of direct military confrontations taking place between the Sudan People Liberation Movement (SPLM) and the Sudan People Liberation Movement – In Opposition (SPLM-IO), the other seven States of South Sudan have been more gradually affected by varying degrees of ethnic, resource-based and politically-motivated conflicts..... high and low intensity conflicts beginning in 2011 and escalating since 2014 have led to the widespread and unnecessary loss of human lives, massive internal and external population displacement, and the destruction of assets and livelihoods. The resulting mistrust created between and within various ethnic and livelihood groups is a major cause for concern on the future use of common shared resources in rural livelihood settings in the country”<sup>1</sup>.*

South Sudan now manifests several of the key indicators for a fragile state and is ranked second highest in the world (after Somalia) in the Fund for Peace index of fragile states. Key indicators include; the loss of physical control of its territory, the erosion of legitimate authority, an inability to provide reasonable public services, corruption, large-scale involuntary dislocation of the population, sharp economic decline, group-based inequality, institutionalized persecution or discrimination. The continuing conflict which began has had a devastating impact on the lives and livelihoods of millions of South Sudanese. It has displaced populations, reduced food production and disrupted livelihoods and markets, making South Sudan one of the most food-insecure countries in the world.

*South Sudan ranked 169th out of 188 countries on the UN Human Development Index in 2015 and held the same rank on the UN Gender Development Index (GDI), which compares disparities*

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<sup>1</sup> The Impact of Conflict on the Livestock Sector in South Sudan Food and Agriculture Organisation (Feb 2016)

*between women and men in three basic dimensions of human development – health, knowledge and living standards. The extreme poverty rate has increased to 65.9 percent. As of 2013, the country’s maternal mortality rate of 2,054 deaths per 100,000 births was one of the highest in the world”<sup>2</sup>*

The complexity of the conflict and the inter linkages between local conflicts, the wider national conflict and the increasingly fragmented opposition is highlighted in the SG report of Nov 2106 which noted

*“the extent to which the country is now plagued by a diverse set of local level conflicts that relate to the national crisis in different ways and to different extents. These local conflicts have been exacerbated by the introduction of the 28-state structure, which has served to heighten ethnic tensions, shift political loyalties and increase competition for power and resources in a deteriorating economy”<sup>3</sup>*

There are major questions regarding willingness of the Government to engage substantively in peace negotiation and serious issues around the legitimacy of the government and fears around the increased focus on identity based politics. Overall there appears to be a lack of leadership and political will to address the issues which are devastating the country.

*“The principal challenge is the lack of inclusivity in the political process, in particular with respect to Mr. Machar, who retains significant political and military support, and the increasing feelings of political marginalization among other ethnic groups, many of which believe that the Government is pursuing a policy of Dinka domination throughout the country ..... Inclusivity therefore needs to be restored as an urgent priority if the transition’s political credibility is to be maintained and partners are to continue to support it.”<sup>4</sup>*

The scale of the challenges in South Sudan and the reality of the context in which the CSAC project has been implemented is reflected in a recent report by the UN Panel of Experts<sup>5</sup> which highlighted the exclusive nature of the Government, the increasing focus on identity politics and tribalism and the role of the Government and its forces in escalating the conflict and in carrying out human rights violations. They Panel noted that the collapse of the transitional government had resulted in a

*“political arrangement .... that does not meaningfully include significant segments of the opposition, other political factions and many influential non-Dinka community leaders. This arrangement is consequently not nationally unifying, has not arrested the security and humanitarian crisis and is increasingly an obstacle to genuine political reconciliation, undermining the transition to the inclusive and sustainable peace envisaged in resolutions*

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<sup>2</sup> South Sudan Gender Analysis. Joint Agencies Consolidated Gender Analysis (March 2017)

<sup>3</sup> Special report of the Secretary-General on the review of the mandate of the United Nations Mission in South Sudan. 10/11/2016

<sup>4</sup> Special report of the Secretary-General on the review of the mandate of the United Nations Mission in South Sudan. 10/11/2016

<sup>5</sup> Final Report of the UN Panel of Experts in South Sudan (April 2017)

The Panel presented evidence of widespread violations of international human rights law and international humanitarian law committed by all parties between the outbreak of the war in December 2013 and November 2016 and concluded that *“these trends have continued unabated, with near complete impunity and a lack of any credible effort to prevent the violations or to punish the perpetrators”*.

The Panel also highlighted the challenges faced by the Aid community *“the aid response continues to be obstructed, mainly by SPLM/A in Government. South Sudan remains the deadliest country in the world for humanitarian workers, with the number of reported humanitarian access incidents spiking significantly in the second half of 2016.*

The failure of the Government to engage meaningfully in the peace process, its focus on identity politics and the role of government forces in human rights abuses has presented huge challenges to the international community and the UNDP. This has had a direct impact on the implementation of CSAC and in particular its strategy of working with Government institutions (the SSPRC and the BCSSAC) The escalating conflict and displacement has negatively impacted all aspects of the CSAC project over the last three years; eroding and destroying earlier progress, driving communities apart and destroying social cohesion and further weakening local government.

### 3. The Community Security and Small Arms Control (CSAC) Project

The CSAC project sought to enable a comprehensive and strategic approach to peace and reconciliation in South Sudan through the strengthening of the peace infrastructure, promoting the control of small arms and by providing support to local Government, civil society organizations and traditional structures and leaders to strengthen reconciliation and social cohesion at the local level. The approach has been firmly based on a number of core principles, facilitating communities to identify needs and develop appropriate responses, building ownership and working in partnership at local state and national level.

**Table 2: CSAC Financial summary 2012 -2106**

Year	Budget US\$
2012	14,428,702
2013	
2014	13,733,810
2015	7,072,266
2016	
Total	

The CSAC project was based on the overarching UNDP approach to crises prevention and recovery and encompasses a number of approaches namely community security, social cohesion and the social contract. These concepts are closely interconnected and the integration of these under the community security approach has provided a solid framework for the project. Community security is a broad approach which aims to ensure both “freedom from fear” and “freedom from want” and is based on a multi stakeholder approach which is driven by an analysis of local needs. Social cohesion focuses on reducing the disparities, inequalities and political, social and economic exclusion which often cause conflict and on the other hand works to promote engagement strengthen social capital, improve community relations and build trust between different sections of society. The social contract relates to state society relations, strengthening the legitimacy of governments and promoting good governance and inclusive politics. It connects two of the core strategy of the UNDP promoting good governance and peacebuilding.

South Sudan has had significant deficiencies in all these areas with the majority of the population living in situations of insecurity, sustained levels of inequality and marginalisation, a break down in trust among and between communities (often along ethnic divides ) weak governance and a parallel breakdown in state –society relations. This provides significant challenges with regard to the evaluation of the CSAC project as it has been delivered in a deteriorating context where development gains and progress around governance and peacebuilding are being wiped out through violence, and the movement of people of large sections of the population.

The initial phase of CSAC in 2012 and 2013 were primarily focused on state building as part of the UNDPs overall support to the GRSS to efforts to build confidence, stability and security for communities in South Sudan, thereby providing an enabling environment for post-war development and reconciliation. The project supported two state institutions - the Bureau for Community Security

& Small Arms Control (BCSSAC) and the South Sudan Peace & Reconciliation Commission (SSPRC) and worked with state and county structures in all of the former 10 states. The project output was “Conflict sensitivity and responsiveness mainstreamed into state and county planning” contributing to the overall UNDAF outcome of “reducing violence and increasing security”

The outbreak of conflict in Dec 2013 and the deterioration in the security situation over 2014 -2016 has had a serious impact on the implementation of the CSAC project. This has set back some of the gains made in the first phase and severely limited the scope to deliver follow up activities or even monitor earlier projects in some area. The crises has also negatively affected the overall context at local and national level and limited the potential for work carried out under CSAC to fully realise its potential. There have also been shifts in donor expectation as their interests evolved from an initial focus on extending state legitimacy to peacebuilding and dialogue at local level.

Over the last five years the CSAC project has evolved and the focus of the work changed to take into account the changes in the context. The outputs and activities have changed considerably particularly after the 2013 conflict. Despite the constraints caused by the escalating levels of conflict and the deterioration in the context the CSAC project reached a number of key targets and made progress in several key areas namely, work at national level and policy initiatives, creating interdependencies, building an infrastructure for peace, engaging target groups/communities and building Capacity

**Table 3: The evolution of CSAC: 2012 -2016**

Years	2012 /2013	2015	2016
<b>Expected Country Programme output</b>	Conflict sensitivity and responsiveness mainstreamed into state and county planning	Strengthened mechanisms for peacebuilding and peaceful management of conflicts at national and community levels	Strengthened mechanisms for consensus-building around contested priorities, and addressing conflicts through inclusive and peaceful processes at national and sub-national levels
<b>Project summary</b>	Support to the GRSS efforts to build confidence, stability and security for communities, thereby providing an enabling environment for post-war development and reconciliation. The project will work through key GSS institutions – the BCSSAC and the SSPRC – to ensure government ownership and sustainability of the project.	Provide technical and financial support to the GRSS, the BCSSAC, the SSPRC in areas of fostering dialogue and community engagement, improving community security, arms control, strengthening local government and rule of law institutions, and broader post-war recovery initiatives.	Provide technical and financial support to the GRSS, the BCSSAC, the SSPRC, the National Platform for Peace and Reconciliation (NPPR) and CSOs in areas of fostering dialogue and community engagement, improving community security, arms control, strengthening local government and rule of law institutions, and broader post-war recovery initiatives.

Details of CSAC outputs and activities in provided in Annex 3 and a list of CSAC implementing partners is provided in Annex 5

## Examples of achievement<sup>6</sup>

- Developed a strategic plan for the Peace and reconciliation Commission
- Developed and promoted the concept of interdependencies
- Community consultations – (using PRA tools) to understand the community perspective and to ensure projects are based on needs. These became the basis of activities and led to the conflict sensitive development and the interdependencies project.
- Contribution to the Peace agreement – facilitation of stakeholder consultations on what should be in the agreement
- Capacity building of Peace Cadres at community, county and state level
- Training for women in conflict analysis and mediation
- Collaborative dialogue at national level and county/local levels
- Developing an infrastructure for peace
- Working with CSOs at community level across the divide and building capacity
- Through two women peace initiatives, a women peace dialogue process and the commemoration of the International Day of Peace, 3,450 women were reached with peace messages at national and subnational level.
- Eleven UNDP supported County Support Bases (CSBs) facilitated the delivery of humanitarian and development assistance to communities, two of which have achieved financial independence through revenue generated through renting out the CSB to other development partners.

(A sample of activities by state is provided in Annex 4)

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<sup>6</sup> Source; Focus group with CSAC project team



## 4. Analysis of CSAC

### 4.1 Background

South Sudan has experienced serious conflict for over three years with a major deterioration in the security context and the displacement of huge numbers of people. This has had major implication for the evaluation and in particular how to judge the contribution of CSAC when the situation has deteriorated on all fronts. The earlier phase of CSAC (2012- 2013) was implemented in the context of a newly independent state and a high degree of optimism about the future of South Sudan both domestically and among the international community. The second phase was implemented in an increasingly challenging environment with major questions around how to support building peace and stability and how CSAC should position itself in a deteriorating context. CSAC faced a number of dilemmas; whether to support Government institutions at a time when there was international concern about the government's role in the conflict, whether to prioritise work at the local community level to stabilise communities or to work at the national level to try to support the peace agreement. It is also important to flag up the challenges facing CSAC in its efforts to promote peace and security at a local level and in particular; the history of conflict around land, grazing, access to water, a "tradition" of cattle raiding, a gun culture and proliferation of weapons across society as well as the impact of the ongoing political conflict and the fracturing of ethnic relations.

### 4.2 Relevance

The first phase of CSAC was framed in a state building framework and designed to extend the reach and credibility of the Government in the newly independent state. The emphasis was on building the social contract; by linking the state with the community through the provision of core services and conflict sensitive development. Some of the key issues in South Sudan after independence were the distance between the Government and the people, the lack of basic services and ongoing resource related conflicts. The CSAC outputs and outcome were consistent with and a reflection of both national, states and local levels priorities; to improve the delivery systems for vital services in key areas of peace building, capacity building and infrastructural supports. CSAS targeted conflict prone states and counties and the prioritized areas in the earlier phase were Central Equatoria, Unity, Eastern Equatoria, Jonglei and Lakes states and Western Equatoria. Under its revised project CSAC concentrated its efforts in the Western Jongeli, Southern Unity and Northern Lakes triangle a region that has been conflict prone and which have experienced considerable conflict in this period.

Building the capacity of both local and national government and extending the reach of the state was a priority in the first South Sudan development plan (SSDP). The CSAC framework supported this strategy at local level and was relevant to and consistent with both national priorities and the UNDAF outcomes. Examples of this are the establishment of infrastructure projects (community resource centre, police stations and water projects which were designed to meet local needs, provide basic services and strengthen the social contract. **There is broad consensus that the CSAC approach to community security was relevant and appropriate despite the changes in the context. People consulted (implementing partners, Local Government and communities) are consistent that the suite of support provided at community and county/state levels were the right strategies and most likely to bring about change. In order to ensure CSAC relevance in programming to the local level, there was a strong focus on community consultations and engaging all sections of the community (women, youth, traditional leaders) and on communities being centrally involved in**

**the selection of interventions that would improve security and further extend state authority and reach to the community levels.**

The conflicts in communities arise from competition for resources at local level combined with mistrust, cycles of revenge and the absence of mechanisms to resolve conflict (either traditional or formal state structures) These factors have been exacerbated and become increasingly entangled in the political conflict, the increased emphasis on identity politics and the devastation caused by armed groups.

CSAC has endeavoured to tackle this complex situation by supporting communities to identify conflict causes and develop local responses and local capacity to prevent and resolve conflicts, to identify common interests and develop interdependencies which reinforce relationships and ultimately transform this conflict. It has also worked to combat the political/ethnic conflict by building resilient communities with the capacity to resist manipulation and withstand shocks including movements of IDPs. CSAC has worked on four sets of relationships ; intra community where there is a break down in relationships, inter group along tribal and ethnic fracture lines, between IDPs and host communities (often with an ethnic dimension) and between these communities and the state at county and state level.

**The evaluation considers these approaches to be highly relevant in the context of South Sudan and these efforts were timely and appropriate to the context. South Sudan is a fractured country and the social fabric and social cohesion has been destroyed by decades of conflict. Efforts to build social cohesion particularly across the ethnic fault-lines and to start to build a social contract between the citizens and the state are essential for the future of South Sudan. The work is relevant both in terms of its direct results in the target communities and it terms of creating hope and providing some momentum for peace on the ground.**

There was a strong sense that communities and local government at county level had been consulted and agreed (to the projects and as well as the specific siting of infrastructure projects. In the field visits to Rumbek and national levels interviews in Juba affirmed that the priorities and projects were considered relevant at the time and continue to be viewed as important priorities. The projects identified community connectors and interdependencies, and addressed some of the factors that drive conflict and impede inter-communal peace.

The causes of the ongoing conflict in SS are complex and deep rooted with local resource based conflicts entwined with national political and power related conflicts. Stakeholders identified a range of factors including political fragmentation and power struggles at national level, political and economic marginalisation, resource conflict (land, pastures, water and cattle) conflicts around border increasingly linked to the establishment of the new states. Ethnic tensions and the exploitation and manipulation of these divisions and the proliferation of weapons have created a highly volatile and dangerous situation.

CSAC has concentrated its efforts on several of these factors particularly the resource based conflicts and disputes around tribal areas and county and state borders. It has also sought to address marginalisation at local level and to build trust and relationships at local level between ethnic groups. This work was very relevant to the context in South Sudan over the last 5 years.

Although it was not designed as a national peace and reconciliation project CSAC did endeavour to work national level to promote reconciliation and address the increasing ethnic tensions and violence taking place through its support for the SSPRC, the BCSSA and the NPPR but faced a number of challenges in attempting to do so. The main barrier was donor resistance to any links with the government after 2013 and increasingly so in 2015/16 and some resistance from the Government side. **Despite this CSAC was able to implement a number of strategic interventions which were highly relevant to the context at that time. It supported the Peace and Reconciliation Commission, played a central role in getting the NPPR off the ground and supported the BCSSAC in introducing the firearms bill. Overall CSAC worked on some of the key causes of conflict and focused its efforts on the critical issues facing the country, reconciliation, arms control, community security and the gap between the state and the citizens of the country. However there are some concerns that CSAC influenced by the wider international consensus on the need for state building and that the project did not focus sufficiently on the ethnic issue and the deep division in South Sudan.**

#### 4.3 Effectiveness

The earlier phase of CSAC combined elements of peacebuilding, state building and livelihood support. It aimed to support state building and start to build a social contract by extending the reach of the state and connecting it with the citizens. **The decision to focus the project primarily at the community level and to support grassroots initiatives was effective as it was addressing the issues on the ground and the concerns of communities. The emphasis on community consultations and the engagement of communities in decision making has been a key element of CSAC over this period. CSAC conducted assessments in 52 of the 79 counties and through the use of participatory methodologies has engaged thousands of South Sudanese in these processes. There has been a strong emphasis on communities undertaking conflict analysis and developing local and context appropriate solutions. This groundwork is valuable in building ownership and cohesion and is likely to create more sustainable outcomes.** The baseline perception survey on peace, community security and SGBV is another example of this approach to having up to date data for evidence based planning and should be a useful tool for policy makers.

CSAC supported a range of infrastructure projects such as police stations, bore holes, county community centres and also support local government agencies to reach to communities through the provision of transport ( jeeps, and boats) Given the context in SS at this period and the range of needs on the ground the strategy of linking peace and security with livelihood supports and creating some peace dividends at local level appears to have been effective at that time even though there are serious questions around sustainability. It is not clear if there had been sufficient emphasis on sustainability of these assets or if there was sufficient local capacity and local government commitment to sustain the results. It is unclear how effective a lot of this work was as the conflict in 2013 led to the withdrawal of CSAC from many of the areas supported. It appears that some of these infrastructure projects (particularly police stations) had become hubs for communities and encouraged people to move there for security. A number of the county development centres have been used by UNMISS, for training and community engagement processes and more recently for humanitarian assistance. The consensus among those consulted is that much of the gains from this period have been lost through conflict and displacement. However the analysis at that time was that

this work was useful and effective. This is reflected in a joint EU/DfID evaluation from 2013 which stated that;

*CSAC has performed well, particularly in relation to targets 2, 4 and 5 where conflict sensitive development projects have undoubtedly delivered security benefits within and between certain communities. The CSDPs have also contributed significantly to CSAC state-building, peacebuilding and social contract objectives by directly supporting, in a very practical fashion the extension of state authority, delivery of services and functional state-citizen relations at the local level. Whilst most of these advances require further consolidation they provide a sound basis for further progress<sup>7</sup>.*

CSAC has further developed this approach in its more recent work and through the interdependencies concept which is again linking peace and security with livelihoods but with an increased focus on bridging the ethnic fractures, building the capacity of the stakeholders and strengthening the engagement of local government. Through this approach CSAC has supported a number of projects including markets and fish co-operative which build interdependencies between divided communities including projects connecting IDPs and host communities.

**The addition of a CSO component has been a useful addition and an effective mechanism to reach to extend the reach of the project and to strengthen sustainability.** CSAC has supported 20 CSOs (19 National and one INGO) to deliver a range of peacebuilding initiatives. This has also been significant as it enabled CSAC to reach into areas under SPLA-IO control in Upper Nile and Jongeli and to support these communities. For example Sudd Relief and Development Agency and Sobat Community for Peace and Development have been implementing project and building relationships with these communities. These partners have also been able to facilitate links and humanitarian relief and some trade across these ethnic divides. These are important elements in the overall peacebuilding and reconciliation process as it creates links with both these communities and some level of trust with the SPLA-IO and have facilitated access by the UNDP to key political actors in the opposition. Working through CSOs has also extended the reach of CSAC and enabled it to support IDPs and to build relationships among IDPs and between IDPs and host communities.

The CSOs bring specific sectoral expertise and local knowledge to the project and have added value to the work. Examples of this are;

- Using local radio to disseminate peace message and training journalists in conflict sensitive programming and reporting
- Establishing peace committees /dialogue forums to prevent and manage cattle related disputes ( defining routes and rules on the movement of cattle, creating safe/gun free areas for grazing, using vaccination programmes to build relations among the herders )
- Supporting marginalised women and widows through leadership training and support to set up small businesses
- Working to diversify incomes and reduce dependencies on cattle
- Established local dialogue forums to bridge ethnic divides and address issues around boundaries of new states.
- Organising public debates on issues related to conflict and peacebuilding

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<sup>7</sup> Community Security and Small Arms Control Project: Joint Review by UNDP – BCPR and DFID (Feb 2013)

- Building relationships across ethnic divisions in among IDPs, between IDPs and host communities and between host communities and returnees.

The technical support and advice provided to these partners has been important in strengthening their capacity to deliver (both for CSAC and for other donors) and this component has created a platform of organisations with experience on the ground and increased capacity to deliver.

**The work at county level – conducting community consultations and conflict analysis, establishing county peace committees and connecting local government with the communities has been effective and this has strengthened the peace and security component at local level. The earlier strategy of providing infrastructure and technical support to the police at local level was significant at the time. Consultations with stakeholders verified that a lots of security improvements has resulted from work at local and county levels. The setting up of community structures such Peace Committee allowed for the local levels responses to security incidents and increased the confidence of the local populations.**

The development of a livestock patrol unit in Jongeli is recognised as being particularly relevant and effective with evidence that cattle raiding had decreased in the areas covered by this initiative. Interviews with communities and other various actors verified that this had contributed to the overall outcome of increased security and with reduced reports of inter-communal conflict, especially cattle raiding and inter-communal assaults. In Lakes state, it was confirmed at the community meeting that there is a shift from cattle “raids” to cattle ‘theft’ and large scale communal fighting to petty crimes. The understanding is that the role of CSAC brought a shift from inter-communal conflict to smaller ‘criminal’ groups, with smaller numbers or reduced fatalities. This and other similar projects have the potential for scaling up.

The efforts to support the Peace and Reconciliation Commission have faced significant challenges in relation to its capacity, the deterioration on the wider context and a lack of political will to implement the peace agreement and promote reconciliation. The Commission has to navigate a complex political arena with concerns around political interference, a lack of independence and the challenge of being an impartial actor in an escalating conflict. The lack of political will or real support for this work coupled with political interference has affected donors’ perceptions of these institutions and their willingness to support them. The fiscal crises have been a significant factor with little or no government resources to support the Commission. CSAC has invested considerable resources by providing technical support with four specialist staff either embedded in or available to support the institution. **This was important in the outreach work to develop state and county infrastructure which has provide to be effective. The Commission played a key role in the establishment of the National Platform for Peace and Reconciliation (NPPR) and in opening up space for wider engagement in the peace process. The main achievement of NPPR was to provide space to CSOs, at a time when there was no space to discuss key issues related to the peace talks. This is a critical element in a peace process and in this regard the work of CSAC to support the NPPR was effective and enabled CSOs to input into the peace talks in Addis. Building trust and opening channels for dialogue is critical in conflict situations and the support for the Peace Commission and the NPPR were useful and effective in this regard.** However the decision to support NPPR in the distribution of grants was not effective and may have been counterproductive as it diverted the NPPR from its core function and changed the perception of the institution.

Overall the Commission has struggled to make progress at national level and as a result of outcomes are disappointing and the overall legacy of this work is weak. However it is important to highlight the challenges it faced and to note the progress achieved at county level and through the establishment of the NPPR. The work of the Commission and the NPPR and the lessons learned will be very important in the development of the proposed National Dialogue process and all stakeholders should reflect on this learning and integrate it into the design process.

The work to develop a peace infrastructure at county and state level has been more effective and has resulted in the establishment of Peace committees and the Peace Actors Forum at county level which is co-chaired by CSAC and the Government. These structures are a key piece of the overall peace architecture and an effective mechanism for work at sub national level by linking the state and the citizens and they provide a good model for further work.

The passing of the firearms law (and the fact that this law incorporates state stockpile as well as those in civilian arms control and the ratification of international arms control treaties were significant achievement. CSACs support to the BSSAC was critical to this and the legislation provides a useful framework for future work on arms control including any future DDR and civilian voluntary disarmament processes. However the outbreak of conflict and the escalating violence means that it will be difficult to implement the legislation, and efforts at dissemination and awareness rising had no real impact. So overall this component has not been effective in contributing to improved security in this period. The work at community level on the "demand side" and efforts to reduce the need for weapons is an important element in the overall effort to change the gun culture in SS. This is slow and problematic in the middle of a civil war but could be an effective component in a more stable environment.

#### **4.4 Gender equality and empowerment of women**

CSAC appears to have been effective in some aspect of their gender work particularly in targeting and engaging women in their community level initiatives and in supporting women through livelihood initiatives. Through this women including marginalised women and women in IDP camps around Juba in Mangateen and Mahad camps and in Eastern Lakes with IDP camp in Mingkaman have become involved in peace committees, established small businesses and actively engaged in peacebuilding and interdependency initiatives. There is evidence that this work has empowered women in these communities and created a good platform for further work. The work by CSAC to stabilise communities and reduce the level of violence at local level has had a positive impact on these communities but particularly on women, girls and on young men. **However there has been limited work to address the problem of SGBV and this should be prioritised in the next phase of the project. The work on the baseline and the engagement with communities across the country including the involvement of increasing numbers of women provides a platform for this.**

#### **4.5 Efficiency**

CSAC and its partners have struggled to implement the project in a conflict environment and serious economic crises which has led to South Sudan having one the highest levels of inflation in the world. It is clear that reaching out to rural communities implementing project in remote areas is difficult and

expensive. As outlined elsewhere there are questions about the sustainability of assets delivered in the earlier phase of the project and an issue regarding value for money as it is likely that a substantial number of these are no longer being used as planned.

Despite these concerns the evaluation has found that there has been a strong emphasis on efficiency and getting value for money and that overall this has been achieved. There are a couple of areas where the project has been efficient. The decision to channel funds through a network of CSOs has enabled the project to build on the existing capacity and reach out to new areas and communities. The project has supported the national institutions (Peace Commission, BCSSA and the NPPR) through embedded staff and through direct funding of activities rather than block grants and this has been an efficient mechanism to provide support. The evaluation has found that the project has been well managed over the years with a strong team and a good sense of direction despite the challenges of implementing the project in a changing context. The current team has a strong national core and this aspect should be sustained as it will be critical as the project moves on to the next stage of development.

#### **4.6 Sustainability**

In a context of civil war, massive displacement and major human rights abuses there are real challenges in analysing sustainability as there is such a degree of uncertainty. **However the evaluation has found that some elements of CSAC have reasonable potential to be sustained. In particular the work at community level on resource based conflicts has elements which are sustainable. This includes work with the communities to build trust and enhance relationships, establishing and/or strengthening dispute resolution mechanisms and developing approaches which reduces the level of competition for resources (bore holes, grazing management etc.) The work with local government also has some potential for sustainability especially the peace structures at county level (Peace Committees and Peace Actors Committees)** The situation at state level is more complicated due to the establishment of new states and the fact that there are limited structures in place in many of these. However the approach and way of working is transferrable and increase the likelihood that these structures can be sustained and replicated in the new states.

The interdependencies projects have good potential for both social and economic sustainability due to the groundwork carried out by CSAC and the engagement of different stakeholders particularly local government and the communities themselves and the fact that there appears to be a viable economic case for these projects. However there are questions regarding the sustainability of some elements of CSAC including the early conflict sensitive development projects and work at national level with the BCSAC, the Peace Commission and the NPPR.

CSAC strategy of constructing the prisons and police posts has not been sustainable due to a mix of the outbreak of conflict and some inherent weaknesses in the projects themselves namely the Government to provide staff and the lack of staff accommodation in these remote locations. This led to posting of police officers difficult and has reduced the sustainability and development effectiveness of these CSAC investments and care should be taken to ensure that future investments of this nature are part of an integrated strategy. Provision of water facilities (boreholes and haffirs for human and animal consumption) was an important element of the conflict sensitivity initiative as conflict over water is a major issue in Lakes, Jonglei and Eastern Equatoria. However if water source was not well maintained and competition for water reappears these facilities can become sources of

conflicts. For this reason effectiveness is closely linked to sustainability of the assets and there is a need for ongoing work to ensure that these facilities remain “conflict sensitive”

#### **4.7 Co-ordination**

Promoting community security requires an integrated approach with aspects of Peacebuilding, Access to Justice and Rule of Law, Governance and Livelihoods. The UNDP approach tends to separate these elements and efforts to co-ordinate the work at the implementation have been slow. CSAC has been involved in substantial work on livelihoods particularly in the early phase and is now embarking on a new round of livelihood initiatives through its interdependencies work. There is a need for much closer collaboration with the relevant livelihoods structures in UNDP to ensure that these projects achieve their full potential. It is also important the CSAC retains its focus and applies its expertise to its core work of peace and security and draw in other resources so that it does not get too engaged in supporting livelihood projects. The work around resource conflicts appears to be effective and communities are actively engaging in both preventative measures and in dealing with the actual conflict which occur (mediation, retrieving stolen cattle, identifying perpetrators etc.) The project is therefore dealing with key issues around the rule of law and it is important that this work is linked into formal justice mechanism and that there is some clarity around the role of community led processes and the justice system. There is scope and a need to connect the work of UNDP on access to justice and rule of law with these CSAC initiatives and to ensure that local government and police in these areas are strengthened and able to work with the communities. **Overall CSACs work would have benefited from enhanced collaboration particularly with livelihoods and rule of law sections and this should be prioritised in the next phase.**



## 5. Conclusion and Recommendations

### 5.1 Conclusions

CSAC has been implemented in an extremely difficult and complex context and has faced a number of significant challenges over the last five years. As a result there are major problems in assessing how the project performed and the extent to which it was relevant or effective as the overall situation continued to deteriorate. Given the context in which the CSAC project was implemented particularly from 2014 on it is clear that there was a significant gap between the assumptions underpinning this work and the reality in South Sudan over that period. The CSAC project was designed at a time when the UNDP and the wider international community was focusing its efforts on state building, extending the reach of the GoSS and supporting efforts to build the credibility and legitimacy of the new state. There was a strong focus on creating a “peace dividend” and the first phase of CSAC (2012 -13) was based on this approach. However there were already serious questions over the validity of this approach and concerns that the focus on state building and a dividend was not addressing the critical issues such as power, patronage and the deep ethnic divisions. This issue was raised in a major multi donor evaluation in 2010.

*A dominant ‘theory of change’ emerged in which it was implied that lack of development was in itself a cause of conflict.... But the link between delivering services – creating a peace dividend and abating violence is not found in SS, despite this being the dominant paradigm that informs the aid operations.<sup>8</sup>*

This issue has also emerged in more recent analysis of aid to South Sudan with criticism that international support focused too much on technical state building and that it did not pay sufficient attention to the role of ethnicity and the risk of conflict. The Clingendael Institute has also been critical of the overall theory of change which underpinned the international effort in South Sudan.

*On the whole, donor engagement in South Sudan has been based on a flawed situational framing, informing a dominant theory of change that disregarded key elite interests, misjudged the main conflict driver, promoted a culture of appeasement, and obscured symptoms of a deeply rooted crisis of governance<sup>9</sup>*

The CSAC project relied on the support of the international community in South Sudan and was influenced by the overall strategy of the international community. The project was not of sufficient scale to address these critical issues at national level and focused its efforts on county and community levels. The evaluation has found that this work was relevant and useful in the context and that efforts to strengthen the social contract, build and infrastructure for peace and create interdependencies were all relevant and important. **However it is now evident that there was a need for more focus on**

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<sup>8</sup> A Multi-donor Evaluation of Support to Conflict Prevention and Peacebuilding Activities in Southern Sudan 2005–2010. Netherlands Ministry of Foreign Affairs

<sup>9</sup> When Peace is the exception; Shifting the Donor Narrative in South Sudan; Clingendael Institute June 2105

**the role of ethnicity and on power dynamics and CSAC should have paid more attention to these issues from the outset. This does raise some questions around the theory of change which underpinned CSACs earlier work and highlights the importance of a comprehensive conflict analysis and clearly articulated and tested theory of change. These issues need to be kept to the forefront in the design of the next phase of CSAC.**

The work of CSAC at national level was based on the premise that there would be legitimate government and reasonably independent and accountable institutions while at local and state levels the assumptions were that there would be relative stability and a commitment and some capacity by local government to extend services. The reality has been a country sliding deeper into crises with a serious deterioration in the political, economic, security and humanitarian context and apparently no political will to push the peace agenda.

Over the course of the last 5 years the CSAC project has been contributing to two CPD outcomes: Violence is reduced and community security improved (2012 -2106) and from June 2016 – Dec. 2107 the project contributed to strengthening peace and governance. **Overall the CSAC project demonstrated development effectiveness in the delivery of outputs including infrastructure projects such as police stations, county development centres and in providing soft support for peacebuilding and conflict transformation. However the crises and ongoing conflict has inevitably presented challenges for the implementation of CSAC and has contributed to the lack of progress at the national level and limited the effectiveness of the work at community and county level.**

**CSAC has been effective at a local level and the interventions have contributed to peace and security by increasing people sense of security, improving inter group relationships and helping communities to be more resilient and able to resist violence and provocation. These are significant and provide a useful platform for scaling up and expanding the work and taking it to a national level when the situation is more stable. Overall the evaluation has found that CSAC has reduced violence and contributed to improved security and has strengthened the peace infrastructure at local level.** It has made some contribution to improved governance in the earlier phase although this has been eroded in the interim. The later programmes have contributed to governance by strengthening local government and creating linkages between local government and the target communities. However this has not yet been of sufficient scale to impact on the national level. Efforts by CSAC to bring about change at the national level have been frustrated by the lack of progress on implementation of the peace agreement, a lack of political will, and institutional weaknesses including financial resources needed for works to support peace. So overall the results at this level are limited.

There is a view that CSAC should have put more emphasis on the national level over the last few years and provided space for different actors to promote and build peace. CSACs work to support the Peace Commission, the NPPR and the BSSAC have been difficult and this strategy has been questioned by some donors due to links with the government and concerns around political interference in these institutions. While the results have been limited and disappointing the evaluation has found that this was the right strategy and that SCAC played an important role in supporting these institutions. **The support for the NPPR and the creation of space for civil society and other actors to engage with and to input into discussion on the peace negotiations was important at a time when there was little or no opportunity for this to happen. This brought in women and youth to the process and helped built some relationships between the different stakeholders. In peace processes there is always a need**

**for dialogue and value in keeping channels of communication open and the support for the Commission and the NPPR was useful in this regard.** There are lessons for CSAC on how to work in this area which can inform their approach to the planned National dialogue process. The support for the BCSAC has also been problematic and progress on disarmament has been impossible. Nevertheless the work of CSAC has left a legacy of the firearms Law which can underpin future disarmament initiatives whether formal DDR or community disarmament.

There has been some criticism of donor priorities and a view that the international community had misjudged the situation and placed too much emphasis on state building and service delivery and not enough on the drivers of conflict, power and elite interests. A number of analysts have highlighted the need for stronger political analysis and greater focus on the deeper causes of conflict in order to inform future programmes. The earlier phase of CSAC did have a state building component but was part of a more coherent package which included extending the reach and legitimacy of the state, strengthening state –society relationships and overall building the social contract. **In this regard CSAC played an important role at a critical stage in the establishment of the new state and was laying a good foundation across the country. There was a good level of engagement by communities and local government were collaborating despite significant weaknesses in many areas. There has been ongoing work with local government structures particularly at county level and in this regard CSAC has made a contribution to governance at the local level.** Local Government is weak and in some cases non-existent and has no resources. However there is a willingness to work with both CSO partners and with CSAC and the work around peace committees and peace actors forum are good models which can be replicated and scaled up. Overall CSAC has worked effectively at the interface between local government and communities and this provides a good platform for further work. However this work has been set back by the government decision to increase the number of states and it is now difficult to plan effectively in this new context. This decision has also had a negative side effect by creating an additional layer of tension in areas that are being restructured and added further complications to the conflict dynamics due to new borders tension.

**Despite the challenges encountered the evaluation has found that the CSAC focus on community level initiatives and on strengthening conflict resolution structures and processes at local and county level was the most appropriate response both before and after the 2013 crises. The project has made important contributions to peace and security at local level and has been an agent for change. In particular it has created a sense of hope in these communities and demonstrated that local actors (communities and local government) can work together to improve the situation on the ground. It has also demonstrated that relationships and interdependencies can be built or rebuilt and that ethnic groups can work together despite the deepening tensions and divisions. Linking statebuilding with peace building and providing a livelihood element been effective and the more recent focus on interdependencies has also been effective and has resulted in a number of models of good practice.**

There are challenges in attribution in the current context but there is evidence the work of CSAC both directly with communities and through support for CSOs has reduced resource based conflict and stabilised communities and overall has contributed to peace and security. The work on building interdependencies, strengthening community and local government capacity and providing some livelihood supports has contributed to building more resilient communities. This is in the case of Likwangule in Greater Pibor Administrative Area (GPAA) of Murle people and Akobo East both in the former Jonglei state.

The current political crises is unlikely to be resolved quickly or fully and there are likely be an ongoing risk of political tensions and conflict in the years ahead. Therefore building resilient communities which can resist political manipulation and external shocks is critical. CSAC has done this in a number of areas with a history in conflict in Lakes, Jongeli and Eastern Equatoria states. The main weakness relating to the community level initiatives is that these are somewhat isolated and have not reached the scale to make a difference at a wider level. **The UNDP now needs to join these dots and connect these projects with other similar work being implemented by NGOs such as the CRS, OXFAM, AECOM/VISTAS, Non Violent Peace Force and the Churches. This work needs to be amplified and disseminated to highlight the value of peaceful co-existence and to build hope and the UNDP can play a key role in co-ordinating and creating synergies at local level, and at state and national levels and by giving visibility to this work.**

While CSAC has made progress on the community security front it is important to recognise that these gains are fragile and that there is an ongoing risk to the work both from local factors and from the political conflict and wider ethnic tensions. It is important to see the work as a process and to recognise the progress on the gender dimension and efforts to ensure sustainability and conflict sensitivity need to be nurtured and supported over the coming years. Project that is designed to be conflict sensitive can easily become sources of conflict and loose sustainability. **The project has made progress in engaging women both in the peacebuilding arena and in livelihood and interdependency projects. While the project has engaged women including marginalised women there does not appear to have been sufficient focus on SGBV and this is an area that needs to be strengthened going forward. Identifying and engaging these women has been an important first step but needs to be built on in the next phase in order to support these women to move to the next level and begin to change the structures and systems that cause exclusion and inequality.**

The CSO network provides a good mechanism and a valuable resource for ongoing support. It has enabled CSAC to reach out to areas and communities that the UNDP could not get to and has enabled CSAC to work in and support communities in opposition areas particularly the Greater Upper Nile state. These communities need support and the work of CSAC is vital in such communities as it opens up avenues for work across the fault lines and creates trust and relationship between these communities and the partners /UNDP which can be built on in the future.

However there is a concern that in some cases the work is seen as a project rather than a process. CSACs funding mechanism with short term grants of 3 to 6 months for implementing partners reinforce this mentality. The technical support provided by CSAC so far has been welcomed and has enabled these CSOs to be more effective in managing their organisation and projects. CSAC needs to provide longer term support to the partners and resource them to sustain the work they have implemented. CSAC should now examine how it can draw on the resources of the UNDP to strengthen partners in key programmatic areas. This approach should promote more collaborative approaches among these partners with cross over between projects. The CSOs could become more specialised and mentor other projects in particular areas such as livelihoods, gender, SGBV, using media in peacebuilding, trauma healing, mediation etc.

CASC invested significant resources in infrastructure in the earlier phase but it is unclear what has happened in many cases due to the levels of insecurity in these areas. If security improves efforts should be made to review these projects and examine how they can be revived and used as focal

points for renewed peacebuilding in these communities. It is also important to look at what worked during these earlier phases and to use this to strengthen current and future activities. Example include the county development centre which can be further developed, and the livestock patrol units in Jongeli which appears to have been effective in reducing cattle raiding and building relationships across ethnic divides. Current initiatives particularly the interdependency projects are important both in terms of what they offer to the communities involved and in terms of their wider value as models of how communities can co-operate and co-exist. These will need ongoing support and UNDP should ensure that the necessary support is available from CSAC and from other sections such as livelihoods and rule of law.

**There is a huge need for citizen engagement in peacebuilding in order to push to implementation of the agreement and to rebuild a fractured society and contribute to nation building. However there are limited opportunities for this to happen and civil society is unable to engage fully in these processes. CSAC has made efforts to create this space through the NPPR and the public debates carried out and facilitated through its partnership with Juba University. This initiative was effective and opened up space for informed and more evidence based debate outside Juba in Bor, Wau and Rumbek. This should be supported further with more outreach and should expand to cover the difficult issues facing the country such as transitional justice, SGBV, reconciliation and human rights (while recognising the risks and ensuring that these are conflict sensitive) There is a lot of emphasis on National dialogue and it is important that this is truly national and inclusive. CSAC has laid a foundation for this and needs to build on this and work with other partners particularly CSOs, Universities, the Media to generate a more substantial dialogue.**

**Transitional Justice is a core element of the Peace agreement and will be critical to reconciliation and the future stability of South Sudan. CSAC can build on its work with the Peace Commission and at local level to support this process in the coming years. It has struggled with the challenges of working at national level but has learned lessons and can now use this to contribute. However it will need to strengthen its capacity in both National Dialogue and Transitional Justice and form partnership with key international actors with expertise in these areas -for example the International Centre for Transitional Justice and the Humanitarian Dialogue Centre.**

## **5.2 Recommendations**

### **5.2.1 Strategic recommendations**

1. The CSAC project should be sustained and strengthened by the UNDP in order to enable it to build on the work implemented so far and to achieve the necessary scale to have national level impact.
2. CSAC should continue to use the twin track approach – working on security and social cohesion? g at community /county/ state level and increasing its contribution to national reconciliation and dialogue.
3. Donors should renew their support for CSACs work on both community security /social cohesion and on national reconciliation and ensure that there is sufficient flexibility to enabled CSAC to respond to the changing context.
4. Chapter 5 of the peace Agreement (Transitional Justice, accountability, reconciliation and healing) will be a core element of any sustainable peace process in South Sudan and CSAC should engage with and support this process through a twin track approach; building grassroots initiatives and engaging strategically at the national level.

### **5.2.2 Programmatic recommendations**

12. CSAC should strengthen its capacity in political analysis, transitional justice reconciliation and dialogue to enable it to effectively operate at the national level and contribute to the implementation of the agreement.
13. CSAC should ensure that the next phase of work is based on a clearly articulated and tested theory of change based on an up to date conflict analysis and taking into account the damage caused by identity politics and the deep ethnic division in the country.
14. CSAC should put in place strategies to ensure that there is ongoing support, and mentoring of projects implemented in this phase to ensure that they are sustainable, that that they remains conflict sensitive and that there is ongoing support for gender equality and empowerment.
15. As soon as it is feasible CSAC should carry out an audit of facilities established in the earlier phase and develop a sustainability strategy to use them or to ensure that they are handed over to local government or relevant NGOs/CSOs
16. The UNDP should ensure that there is increased internal collaboration and that CSACs work with in livelihoods and rule of law, gender and SGBV is integrated with and supported by the relevant sections of UNDP.
17. CSAC should strengthen the CSO network and continue to build the capacity of the CSO both to deliver their own projects and to support specific approaches and thematic areas of work across the project in areas such as livelihoods, gender, SGBV, media and mediation.
18. CSAC should provide more long term funding strategies for the implementing partners and provide annual support at a minimum to ensure that they can develop more effective and sustainable projects on the ground.
19. CSAC should examine how it can expand the public dialogue element of the project and increase the geographic reach, the level of engagement and the range of issues being researched and debated.

20. CSAC should collaborate closer with other stakeholders involved in community security initiatives particularly the Churches and NGOs/CSO to look for synergies, identify gaps and to build a momentum towards peace and security.
21. CSAC should develop strategic partnerships with INGOs/ institutions involved in transitional justice and national dialogue to strengthen its capacity and to ensure that it can effectively engage in and support the National Dialogue and Transitional Justice efforts.
22. CSAC should map CSOs capacity and interest in National Dialogue and TJ, support and co-ordinate grassroots initiatives in these areas and link these into national processes.

## Annex 1: List of people interviewed

<b>UNDP</b>	
Judy Wakahiu	CSAC Project
Margaret Atanasio	CSAC Project
Julia Odumuyiwa	CSAC Project
Aloise Sikuka	CSAC Project
Gloria Ekuyoa	CSAC Project
Yath Yath	CSAC Project
Dume Dunno	CSAC Project
Chrysantus Ayangafac	CSAC Project
Kamil Kamaluddeen	UNDP Country Director
Jan Luc Stalon	
Balazs Hovarth	Former Country Director
Kennedy Chibvonggodze	
Leilem Dinku	
Julie Van Dassen	Access to Justice and Rule of Law
Anou Borrey	UNDP- Gender Advisor
David Maker	
Baeil Nyama	
Andrew Shuruma	
Olympio Attipoe	

<b>Implementing partners</b>	
Chuol Rambang Louth	South Sudan Peace and Reconciliation Commission
Lt. General Kuol Nyuon	Bureau of Community Security and Small Arms Control
Dr. Marion Awet	Centre for Peace and Development Studies University of Juba
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Dr. Bennett Kenyi	Centre for Peace and Development Studies –University of Juba
Peter Wang	South Sudan Peace and Reconciliation Commission
Majier Manyiel	South Sudan Peace and Reconciliation Commission
Lual Daniel Kur	South Sudan Peace and Reconciliation Commission
Michael Roba	South Sudan Peace and Reconciliation Commission
Taban Charles	South Sudan Peace and Reconciliation Commission
Christopher	Bureau of Community Security and Small Arms Control
William Ongoro Peter	National Platform for Peace and Reconciliation (NPPR)
Dr. Hawa Abdullai Danga	Rumbek University of Science and Technology



Both Gatkuoth Wagak	Humane-AID for Community Organization (HACO)
Eric	Humane-AID for Community Organization (HACO)
Kassim Modi Bar	Women Aid Vision
Rebecca Yar	South Sudanese Network for Democracy and Elections-SSUNDE
Yohanis Riek	Integrated Development Organization-IDO
Gai Makuiew Gai	Integrated Development Organization-IDO
Hawa Rebecca	Integrated Development Organization-IDO
Achan Agei	Integrated Development Organization-IDO
Nyok Lual John	Sudd Relief and Development Action (SRDA)
Alphonse Okello	Sudd Relief and Development Action (SRDA)
Vivian Achol	Sudd Relief and Development Action (SRDA)
Joseph Dimber	Assistance Mission for Africa -AMA
Wettitute Binhil	Facilitating Action for Community Empowerment -FACE
Alela Santos	Facilitating Action for Community Empowerment (FACE)
Dina Atansio Tangun	Facilitating Action for Community Empowerment (FACE)
Petia Alex	Facilitating Action for Community Empowerment (FACE)
Isaac John	Rural Community Development Initiative (RCDI)
Zacharia Nyotto	Rural Community Development Initiative (RCDI)
Pulino Venancio	Rural Community Development Initiative (RCDI)
Ohicle Salvatore	Rural Community Development Initiative (RCDI)
Assanta Ossa Victor	Rural Community Development Initiative (RCDI)
Karama Okenial	Rural Community Development Initiative (RCDI)
Losike Lokwaar	Organisation for Peace Relief and Development (OPRD)
Bramatali Lo Lipo	Organisation for Peace Relief and Development (OPRD)
William Wek	Help Restore Youth (HeRY)
Kule Adam	Help Restore Youth (HeRY)
Mawien Ayom	Help Restore Youth (HeRY)
Angelina Nyajima Simon	Hope Restoration South Sudan (HRSS)

Youngson David	Hope Restoration South Sudan (HRSS)
Joseph Corcoran	Search for Common Ground
Ken	Search for Common Ground
Rev. James Baak	Solidarity Ministries Africa for Reconciliation & Development (SMARD)
Bernice	Solidarity Ministries Africa for Reconciliation & Development (SMARD)
<b>COMMUNITY MEMEBRS</b>	
Focus Group (6)	Mahad IDP Camp

<b>External parties</b>	
Sam Muhumure	UNMISS
Pius Ojara	South Sudan NGO Forum
Philippe Besson	Embassy of Switzerland
Stefano De Loe	Ambassador EU Delegation Juba
Philippe Coessens	European External Action Service Juba
Mashood Issaka	African Union Mission Juba
Benjamin Makur	Civil Affairs Officer; UNMISS-RUMBOK
Caroline Oproh	Relief Re-integration and Protection- UNMISS
Pamba Emmanuel	Local Governance and Service Delivery Project (LOGOSEED)
Samuel Mabor	Local Government –Lakes State
Fr. James Oyet Latansio	South Sudan Council of Churches
W Gatluakk	South Sudan Council of Churches
Malin Erickson	Swedish International Development Cooperation Agency (SIDA)

## Annex 2: South Sudan - Context

Following independence in 2011 expectations were high both among South Sudanese themselves and in the International community with hope that the country could move forward and begin to address the many development challenges it faced. However the development context began to change dramatically within 6 months of independence and the new state faced challenges and difficulties on all fronts as a result of the legacy of decades of war. The continued disputes with the Republic of Sudan resulting in cross-border tensions led to a shutdown of oil production and a major loss of revenue. With 98% of state revenue dependent upon oil, this forced the new state to draw on its reserves and scale down on development, which affected joint interventions with donors and development partners. In addition, widespread corruption further reduced confidence and support in the international community. There were also warning regarding the risks of power struggles and ethnic tensions. The 2013 joint evaluation of CSAC noted that;

*“Following independence, the loss of the unifying principle of opposition to Khartoum has allowed a number of internal drivers of conflict to expand and provide new challenges to the country’s unity. Despite efforts by the South Sudan’s top leadership to engage with these challenges, they have continued to mount in the short- term and may overwhelm progress made in several areas of peace consolidation and state building”<sup>10</sup>.*

On 15 December 2013, a violent conflict erupted over access to power and resources, plunging the country into a deep political, socio-economic, security and humanitarian crisis. The context has deteriorated considerably over the last four years with ongoing tension and conflict across large parts of the country. The situation has been exacerbated by the emergence of a number of armed militia groups and outbreaks of violent conflict in different areas but particularly in Upper Nile, Unity and Equatoria. This has led to the displacement of large number of people, a major humanitarian crises and famine in parts of the country.

*“While Jonglei, Upper Nile and Unity States have been declared the most conflict affected States as a result of direct military confrontations taking place between the Sudan People Liberation Movement (SPLM) and the Sudan People Liberation Movement – In Opposition (SPLM-IO), the other seven States of South Sudan have been more gradually affected by varying degrees of ethnic, resource-based and politically-motivated conflicts. As has been reported in the media, high and low intensity conflicts beginning in 2011 and escalating since 2014 have led to the widespread and unnecessary loss of human lives, massive internal and external population displacement, and the destruction of assets and livelihoods. The resulting mistrust created between and within various ethnic and livelihood groups is a major cause for concern on the future use of common shared resources in rural livelihood settings in the country”<sup>11</sup>.*

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10

UNDP South Sudan Community Security & Arms Control Project Joint Review by UNDP – BCPR and DFID (Feb 2013 )

<sup>11</sup> The Impact of Conflict on the Livestock Sector in South Sudan Food and Agriculture Organisation (Feb 2016)

The political, security and humanitarian crises is partly caused and exacerbated by a serious economic crises which has brought the country to the brink of total collapse and led to one of the highest rates of inflation in the world. South Sudan now manifests several of the key indicators for a fragile state and is ranked second highest in the world (after Somalia) in the Fund for Peace index of fragile states. Some of criteria which are present in SS are the loss of physical control of its territory or a monopoly on the legitimate use of force, the erosion of legitimate authority, and an inability to provide reasonable public services, corruption, and large-scale involuntary dislocation of the population, sharp economic decline, group-based inequality, institutionalized persecution or discrimination.

The continuing conflict which began has had a devastating impact on the lives and livelihoods of millions of South Sudanese. It has displaced populations, reduced food production and disrupted livelihoods and markets, making South Sudan one of the most food-insecure countries in the world. The population is suffering from the effects of conflict, including abuses and loss of control over, and access to, vital resources.

*South Sudan ranked 169th out of 188 countries on the UN Human Development Index in 2015 and held the same rank on the UN Gender Development Index (GDI), which compares disparities between women and men in three basic dimensions of human development – health, knowledge and living standards. The extreme poverty rate has increased to 65.9 percent. As of 2013, the country’s maternal mortality rate of 2,054 deaths per 100,000 births was one of the highest in the world”<sup>12</sup>*

The complexity of the conflict and the inter linkages between local conflicts, the wider national conflict and the increasingly fragmented opposition is highlighted in the SG report of Nov 2106 which noted

*“The extent to which the country is now plagued by a diverse set of local level conflicts that relate to the national crisis in different ways and to different extents. These local conflicts have been exacerbated by the introduction of the 28-state structure, which has served to heighten ethnic tensions, shift political loyalties and increase competition for power and resources in a deteriorating economy”<sup>13</sup>*

There are ongoing concerns regarding the viability of the Peace Agreement signed in Addis following the outbreak of violence in Juba in July 2016 and the subsequent flight of Riek Machar. There are major questions regarding willingness of the Government to engage substantively in peace negotiation and serious issues around the legitimacy of the government and fears around the increased focus on identity based politics. Overall there appears to be a lack of leadership and political will to address the issues which are devastating the country.

*“The principal challenge is the lack of inclusivity in the political process, in particular with respect to Mr. Machar, who retains significant political and military support, and the increasing feelings of political marginalization among other ethnic groups, many of which believe that the Government is pursuing a policy of Dinka domination*

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<sup>12</sup> South Sudan Gender Analysis. Joint Agencies Consolidated Gender Analysis (March 2017)

<sup>13</sup> Special report of the Secretary-General on the review of the mandate of the United Nations Mission in South Sudan. 10/11/2016

*throughout the country ..... Inclusivity therefore needs to be restored as an urgent priority if the transition's political credibility is to be maintained and partners are to continue to support it.”<sup>14</sup>*

The CSAC project has been implemented in this very complex and dynamic context and this has presented ongoing challenges and dilemmas for the UNDP. While the context in the earlier phase of CSAC 2012 -2013 was far from peaceful it was nevertheless more positive and it was realistic for the international community and projects such as CSAC to be reasonably optimistic and to work on the assumption that Sudan was on a positive trajectory. Reports from this period 2012 and 2013 show that there was a positive outlook at the time and the progress was being made on a number of fronts. For examples the 2012 UNDP annual report noted that “despite challenges arising from the onset of austerity, South Sudan has made continued progress in developing the executive, judicial and legislative branches of Government” It also highlighted the fact that there had been an agreement in Addis to resolve the conflict with Sudan and notes that that “promising gains” have also been made in the Government’s efforts to address inter-communal violence in Jonglei State. OCHA’s 2012 year in review highlights reductions in the number of conflict incidents (from 495 in 2011 to 237 in 2012), conflict-related deaths (down from 3,415 in 2011 to 1,326 in 2012), and displacement (down from 506,000 in 2011 to 170,000 in 2012).

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<sup>14</sup> Special report of the Secretary-General on the review of the mandate of the United Nations Mission in South Sudan. 10/11/2016

### Annex 3 : CSAC Activities by state 2012-2016

States	Implemented by UNDP	Implemented by CSO partners
Jonglei	Livestock Patrol Unit established to facilitate community policing activities 2 Community Centers constructed and 1 suspended Fish Market Project initiate to facilitate inter-communal dependency between the Lou-Nuer in Ayod County and Bor-Dinka from the Duk County	NGOS: SCA,SRDA, Wadeng Wings of Hope, KSA, SRDA, IDCS, Impact: help building of the improved relations between the Dinka in Duk County and Lou-Nuer from Ayod
Unity	3 Construction of Community Centers affected or cancelled due to insecurity	NGOs: DRI,RCDI,AMA, HACCO, IDO Impact: The NGOs have use peacebuilding through the delivery of service such as the vaccination of livestock The effort contributed to reduce cattle raiding between the Unity and Lakes states
Upper Nile	3 Community centers including conference hall Constructed Tractors and vehicles were given to support the CSAC	NGOs: SCPD,IDO Impact: Help in confidence building and establishing local structures
Lakes	1 Community Center Constructed and 1 suspended because of conflict	NGOs: IDCS, SSUNDE,WAV, IDO,MAYA, DoR Impact: The NGOs helped in conflict mitigation and peace building between and among the Nuer and Dinks
Northern Bhar el-Ghazel	3 Community Centers constructed	
Western Bhar-el Ghazel	2 Community Centers constructed	
Warrap	1 Community Center constructed	NGOs: SMARD Impact:
Central Equatoria State	2 Community Centers constructed	NGOs: IPCA,IDO, FACE,SCPD Impact: Created awareness and dissemination of peace agreement documents Community empowerment to mitigate conflict and peace building
Western Equatoria State	1 Community Center constructed	NGOs: WAV,MAYA, FACE Created awareness and dissemination of peace agreement documents Community empowerment to mitigate conflict and peace building
Eastern Equatoria State	2 Community Centers constructed	

## Annex 4: Project summary

### Project summary and outputs 2012 /2013

<b>Expected Country Programme output</b>	Conflict sensitivity and responsiveness mainstreamed into state and county planning
<b>Project summary</b>	Support to the Government of South Sudan's efforts to build confidence, stability and security for communities in South Sudan, thereby providing an enabling environment for post-war development and reconciliation. The project will work through key GSS institutions - the Bureau for Community Security & Small Arms Control (BCSSAC) and the South Sudan Peace & Reconciliation Commission (SSPRC) – to ensure government ownership and sustainability of the project. .
<b>Outputs</b>	<ol style="list-style-type: none"> <li>1. The CSSAC Bureau is fully operational and active, integrating gender dimensions into policy development.</li> <li>2. Improved security environment allows for development at the community level with specific attention to women's security needs.</li> <li>3. The capacity of the South Sudan Peace &amp; Reconciliation Commission is enhanced in supporting peace building, conflict transformation and mitigation at county and lower levels.</li> <li>4. Operational capacity of county governments in conflict-prone counties improved through infrastructure rehabilitation and provision of equipment</li> </ol>
<b>Selected activities</b>	<p>Provision of technical and institutional support to BCSSAC and Bureaus state office ensuring gender dimensions are fully integrated into policy development</p> <p>Support to effectively engage with regional bodies on arms control agenda</p> <p>Provision of material (communication and transportation equipment) support for SSPS and civil authorities in Jonglei, Lakes and Unity</p> <p>Implement conflict sensitive development projects (CSPDs) in the new target states (Warrap, Unity, Lakes and Jonglei) and support completed CSPDs in Eastern Equatoria and Upper Nile to become fully sustainable and reach their maximum impact</p> <p>Provision of technical support to the South Sudan Peace &amp; Reconciliation Commission (SSPRC) in order to strengthen their institutional and functional capacity at the national level ensuring gender dimensions are fully integrated into policy development</p> <p>Development and implementation State Conflict Transformation Strategy (CTS) in 6 states, with primary focus on women and youth components</p> <p>Priority construction, renovations and equipping of local governments in 8 counties</p>

### Project summary and outputs 2014

<b>Expected Country programme output</b>	Conflict sensitivity and responsiveness mainstreamed into state and county planning
<b>Project summary</b>	UNDP's Community Security & Arms Control (CSAC) project provides technical and financial support to the Government of the Republic of South Sudan (GRSS) – the Bureau for Community Security & Small Arms Control (BCSSAC) and the South Sudan Peace & Reconciliation Commission (SSPRC) – in areas of fostering dialogue and community engagement, improving community security, arms control, strengthening local government and rule of law institutions, and broader post-war recovery initiatives. These interventions help the new State to extend its authority and consolidate peace in South Sudan.

<b>Outputs</b>	<p>GRSS Community Security &amp; Small Arms Control Agenda Strengthened</p> <p>Conflict sensitivity and community participation is mainstreamed into development planning, public policy advocacy and government response to community insecurity</p> <p>'Infrastructures for Peace' are established and operational, ensuring effective coordination of national unity and reconciliation at all levels</p> <p>Operational capacity of county governments in conflict-prone counties improved through infrastructure rehabilitation and provision of equipment</p>
<b>Selected activities</b>	<p>National policies and legislation on small arms control are developed and implemented in adherence with regional and international norms to address the threat posed by the recent re-armament of communities.</p> <p>Conflict sensitivity and participatory approaches integrated into government development planning and decision-making processes, particularly at the local level</p> <p>Key national 'Peace &amp; Reconciliation' institutions undertake public outreach efforts through public awareness raising, peace promotion and national unity messaging</p> <p>Core functions of 'IfPs' are strengthened at national and state level, particularly in management and administration</p> <p>Political Dialogue and peacebuilding space is expanded to include national 'peace and reconciliation' institutions and civic participation</p> <p>Conflict Transformation Facilitation effectively supports conflict mediation efforts in hotspot conflict systems and are integrated into South Sudan's early warning system</p>

### Project summary and outputs 2015

<b>Expected Country programme outcome</b>	Strengthened mechanisms for peacebuilding and peaceful management of conflicts at national and community levels
<b>Summary</b>	<p>UNDP's Community Security &amp; Arms Control (CSAC) project provides technical and financial support to the Government of the Republic of South Sudan (GRSS); the Bureau for Community Security and Small Arms Control (BCSSAC) and the South Sudan Peace and Reconciliation Commission (SSPRC) in areas of fostering dialogue and community engagement, improving community security, arms control, strengthening local government and rule of law institutions, and broader post-war recovery initiatives. These interventions help the new State to extend its authority and consolidate peace in South Sudan.</p>
<b>Outputs</b>	<p>The Bureau for Community Security &amp; Small Arms Control's (BCSSAC) capacity is strengthened to advance the agenda for small arms control in South Sudan</p> <p>Conflict-sensitivity integrated into early recovery and development programming to improve the local stability and peacebuilding environment in three conflict clusters across Jonglei, Lakes and Eastern Equatoria States</p> <p>South Sudan institutions, constituencies and communities work together for inclusive peace and reconciliation</p> <p>Operational capacity of county governments in conflict-prone counties improved through infrastructure rehabilitation and provision of equipment</p>
<b>Selected activities</b>	<p>Core management and administration functions of the Bureau are strengthened at national and state level</p> <p>National policies and legislation on small arms control are developed and passed in adherence with regional and international norms</p> <p>National institutions undertake public outreach efforts through public awareness raising, peace promotion, community security and national unity messaging</p> <p>Inter-communal interdependencies and forms of exchange are strengthened to promote increased dialogue and mutual cooperation across fault lines</p> <p>Conflict-sensitivity and civic participation mainstreamed into county budgeting and planning processes in five counties in Eastern Equatoria State</p>



	<p>Political and governance discourse and agenda influenced towards peace and reconciliation</p> <p>NPPR is strengthened and carries out its functions in an accountable, transparent and coordinated manner</p>
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### Project summary and outputs 2016

<b>Expected Country programme outcome and output</b>	<p>Peace and Governance strengthened</p> <p>Strengthened mechanisms for consensus-building around contested priorities, and addressing conflicts through inclusive and peaceful processes at national and sub-national levels</p>
<b>Summary</b>	<p>UNDP's Community Security &amp; Arms Control (CSAC) project provides technical and financial support to the Government of the Republic of South Sudan (GRSS); the Bureau for Community Security and Small Arms Control (BCSSAC), South Sudan Peace and Reconciliation Commission (SSPRC), National Platform for Peace and Reconciliation (NPPR) and Civil Society Organizations (CSOs) in areas of fostering dialogue and community engagement, improving community security, arms control, strengthening local government and rule of law institutions, and broader post-war recovery initiatives. These interventions help the implementation of the peace agreement through consolidating peace, conciliation, resilience, community stability and safety in South Sudan.</p>
<b>Outputs</b>	<p>The Bureau for Community Security &amp; Small Arms Control's (BCSSAC) capacity is strengthened to advance the agenda for small arms control in South Sudan</p> <p>Conflict Sensitivity Integrated into Early Recover and Development Programming to improve the local stability and peacebuilding environment in three Conflict Clusters across Jonglei, Lakes and Eastern Equatoria States</p> <p>Inter-communal interdependencies and forms of exchange are strengthened to promote increased dialogue and mutual cooperation across fault lines</p> <p>Conflict-sensitivity is and civic participation mainstreamed into county budgeting and planning processes</p> <p>South Sudan institutions, constituencies and communities work together for inclusive peace and reconciliation</p> <p>Operational capacity of county governments in conflict-prone counties improved through infrastructure rehabilitation and provision of equipment</p> <p>Strengthen civil voice, promote accountability and engender social cohesion</p>
<b>Selected activities</b>	<p>National Policies and Legislation on small arms control are developed and passed in adherence with the regional and international norms and address the threat posed by the current rearmament of communities</p> <p>National institutions undertake public outreach efforts through public awareness raising, peace promotion, community security and national unity messaging</p> <p>Political and governance discourse and agenda influenced towards peace and reconciliation</p> <p>22 CSBs are fully completed, handed over, operational and serve as hubs for humanitarian and development actions</p> <p>Support Mitigation of conflict drivers through down stream dialogues and local government initiatives on security, social cohesion and Peacebuilding</p> <p>Facilitate upstream dialogue and civil society positioning on key social, political and economic decision making process</p>

## Annex 5: CSAC Implementing Partners

South Sudan Peace and Reconciliation Commission (SSPRC)
Bureau for Community Security and Smalls Arms Control (BCSSAC)
Centre for Peace and Development studies – Juba University (CPDS)
Search for Common Grounds (SFCG)
South Sudanese Network for Democracy and Elections (SSUNDE)
Solidarity Ministries Africa for Reconciliation & Development (SMARD)
Women Aid Vision (WAV)
Humane Aid for Community Organization (HACO)
Sobat Community for Peace and Development (SCPD)
Sudd Relief and Development Agency (SRDA)
Assistance Mission Africa (AMA)
South Sudan Integrated Development Organization (IDO)
Facilitating Action for Community Empowerment (FACE)
Mundri Active Youth Association (MAYA)
Organization for Peace Relief and Development (OPRD)
Initiative for Peace and Communication Association (IPCA)
New Page for Peace and Development (NP4PD)
Hope Restoration South Sudan(HRSS)
Help Restore Youth (HeRY)
Rural Community Development Initiative (RCDI)

## Annex 6: Evaluation Terms of Reference



### UNITED NATIONS DEVELOPMENT PROGRAMME TERMS OF REFERENCE

#### 1. Consultancy Information

**Consultancy title:** Summative evaluation of the Community Security and Arms Control project

**Duration:** 30 days

**Duty Station:** Juba, South Sudan

#### 2. Context

The United Nations Development Programme (UNDP) is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP provides policy advice and helps build institutional and human capacity that generates equitable growth. In South Sudan, UNDP is committed to promoting good governance at all levels of society and building coalitions for actions on issues critical to sustainable human development and conflict prevention.

Post-independence, the UNDP South Sudan programme was guided by the 2012-2016 United Nations Development Assistance Framework (UNDAF) and 2012-2016 UNDP Country Programme Document (CPD). Working at all three levels of government: national, state and county; UNDP South Sudan employs a knowledge-based approach that provides support to policy formulation and implementation, capacity development, and service delivery. Until June 2016, UNDP focussed on achieving results under five outcomes:

- 1) Core governance and civil service functions are established and operational
- 2) Chronic food insecurity is reduced and household incomes increase
- 3) Key service delivery systems are in place
- 4) Violence is reduced and community security improved
- 5) Access to Justice and the Rule of Law improves.

The UNDAF was succeeded by a UN Interim Cooperation Framework (ICF) 2016-2017. To align its programme to the ICF, UNDP developed an interim CPD (June 2016-December 2017) with three outcome areas: a) more resilient communities, b) local economy reinvigorated, and c) peace and governance strengthened.

The United Nations Development Programme (UNDP) South Sudan Country Office has been implementing a Community Security & Arms Control (CSAC) project which aims to support the Government of South Sudan and the local community to improve community security for South Sudanese citizens, and ultimately prevent violent conflicts. Until 30 June 2016, the project contributed towards CPD outcome 4: Violence is reduced and community security improves. Within the new CPD, the project contributes to the peace and governance outcome area.

The CSAC project ends on 31 December 2016. However, UNDP is seeking a no cost extension from the project's donor partners up to 31 March 2017. This summative evaluation aims to inform the design of the five-year post 2016 CSAC project.

#### 3. Purpose of the Evaluation

This independent summative evaluation seeks to assess the overall contribution of CSAC project towards improving

community security and reducing the levels of ethnic conflicts, which are also characterised by high levels of sexual and gender based violence (SGBV). The evaluation will be forward looking with lessons learnt and best practices informing the post 2016 CSAC programming. This evaluation will assess relevance, effectiveness and efficiency and impact of the project and sustainability of the results. The evaluation will assess the intended and unintended outcomes of the CSAC project and recommend strategies to enhance operational and programmatic effectiveness of similar initiatives in comparable situations.

The evaluation findings will be disseminated to all stakeholders including the Government of South Sudan, donors, the civil society and think tanks.

#### **4. Scope of the evaluation**

##### **4.1 Scope**

This evaluation will cover all CSAC project activities on in Central, Eastern and Western Equatoria, Jonglei, Lakes, and Unity states over the period 2012-2016. The evaluation will cover programme conceptualisation, design, implementation, monitoring and evaluation of results. The evaluation will focus performance of indicators agreed with donors – DfID, Norway, Switzerland, Sweden and UNDP.

In addition to assessing the relevance, effectiveness and efficiency of the CSAC project, the summative evaluation will explore the key factors that have contributed to the achieving or not achieving of the intended results; determine the extent to which the CSAC project contributed to forging partnership at different levels, including with government, donors, UN agencies, and communities; sustainability of the CSAC project for continued realisation of results; and to draw lessons learned and best practices and make recommendations for future programming of projects of similar nature. The evaluation will also assess the synergy between the CSAC project and other UNDP initiatives contributing towards the same outcome areas; access to justice and rule of law, democracy and participation, public financial management and support to public administration.

##### **4.2 Specific evaluation objectives are:**

6. To determine the relevance of the CSAC project and whether the initial assumptions remained relevant during the whole duration of the project;
7. To assess the effectiveness of the CSAC project in terms of progress towards agreed outputs, gender equality, social inclusion and identify the factors that influenced achievement of results;
8. To assess the efficiency of project planning and implementation (including managerial arrangements, partnerships, linkages with other UNDP initiatives/projects and co-ordination mechanisms);
9. Assess the impact (including intended and unintended outcomes) of the CSAC project as well as sustainability of the results;
10. To identify best practices and lessons learned from the CSAC project and provide utilization focused recommendations for the post 2016 CSAC projects;

##### **4.3 Evaluation questions**

The following key questions will guide the end of project evaluation:

###### **Relevance**

- To what extent is the project in line with UNDP's mandate (as per the 2012-2016 CPD & CPAP and 2014-2017 Strategic Plan) UNCT and national priorities (as per the 2012-2016 UNDAF and South Sudan Development Plan) and the requirements of targeted women and men?
- How did the project promote UNDP principles of gender equality, human rights and human development?
- To what extent was the project conflict sensitive and adaptive to the volatile South Sudan context?
- To what extent was the theory of change a relevant and appropriate vision on which to base the initiatives of the CSAC project?

###### **Effectiveness**

- To what extent have outcomes/targets been achieved or has progress been made towards their achievement as per the agreed performance framework?

- How have corresponding outputs delivered by the project affected the project/CPD outcome, and in what ways have they not been effective?
- What has been the contribution of other UNDP projects, partners and other organizations to achievement of project results, and how effective has CSAC partnerships been in contributing to achieving the results?
- What were the positive or negative, intended or unintended changes brought about by the CSAC project?
- To what extent did the results achieved benefit women and men, girls and boys equally?

#### **Efficiency**

- To what extent have the project outputs resulted from economic use of resources?
- To what extent were quality outputs delivered on time?
- Could a different approach have produced better results?
- To what extent were partnership modalities conducive to the delivery of outputs?
- How is the programme management structure operating?

#### **Sustainability**

- What indications are there that the project results will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?
- To what extent has a sustainability strategy, including capacity development of key national stakeholders, including on gender and conflict sensitive programming, been developed or implemented?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- To what extent have partners committed to providing continuing support?

#### **Gender considerations**

- How were gender issues implemented as a cross-cutting theme? Was there sufficient attention to promote gender equality and gender-sensitivity including SGBV?
- How were gaps identified in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfil their obligations, including an analysis of gender and marginalized and vulnerable groups? How did the design and implementation of the project address these gaps?
- To what extent did the project monitor, review and evaluate, results and impediments within the rights framework.

#### **Social inclusion**

- How did the project take into account the plight and needs of the vulnerable and disadvantaged to promote social equity, for example, women, youth, disabled persons?

The above evaluation questions will be agreed upon among users and other stakeholders and accepted or refined in consultation with the evaluation team.

### **5. Methodology for the evaluation**

The summative evaluation will be carried out in accordance with UNEG evaluation norms and standards of evaluation and ethical standards as well as OECD/DAC evaluation principles and guidelines and fully compliant with the DAC Evaluation Quality Standards (2016). The evaluation involves qualitative and quantitative methods from primary and secondary sources to evaluate the CSAC project implementation and performance and to make recommendations for the post 2016 project cycles.

#### **Data Collection**

The evaluation process will include the following:

- Document review and analysis;
- Interviews and discussions with key beneficiaries and key stakeholders including donors, government officials, UN agencies, civil society organisations, think tanks, academia
- Field visits;
- Participatory observation and
- Incorporation of stakeholder feedback to the draft evaluation report.

## 5.2. Basic Documents for Desk Review

The summative evaluation will take cognisance of UNDP reports, donor reviews and other UNDP evaluations. Other documents to be reviewed are in **Annex 1**.

The evaluation should also take into account the lessons learned from the UNDAF and other relevant evaluations in terms of:

- i. Response to the national development objectives (relevance);
- ii. Creating a common, coherent and results-oriented strategy for successor programmes
- iii. Facilitating joint programmes to the extent possible (reducing overall transactions costs)

### Key activities and deliverables

Activity	Deliverable	Time allocated
Evaluation design, methodology and detailed work plan	Inception report	5 days
Inception meeting initial briefing		
Documents review and stakeholder consultations	Draft report	20 days
Field visits		
Data analysis, debriefing and presentation of draft evaluation report		
Validation workshop		
Finalization of evaluation report incorporating additions and comments provided by all stakeholders and submission to UNDP South Sudan, and including good examples from other countries that can potentially provide guidelines for the next programming.	Final evaluation report	5 days
Total number of working days		30 days

## 6. Deliverables

Under the guidance and supervision of the CSAC project manager, and the evaluation reference group, the evaluator shall provide the following deliverables:

- i. **Inception report:** The evaluator will prepare an inception report which details the evaluators understanding of the evaluation and how the evaluation questions will be addressed. This is to ensure that the evaluator and the stakeholders have a shared understanding of the evaluation. The inception report will include the evaluation matrix summarizing the evaluation design, methodology, evaluation questions, data sources and collection analysis tool for each data source and the measure by which each question will be evaluated. **(structure in annex 2)**
- ii. **Draft summative evaluation report** - The consultant will prepare the draft evaluation report cognisant of the proposed format of the report and checklist used for the assessment of evaluation reports (see annexes). The report will be submitted to the evaluation reference group through the CSAC project manager for validation. Comments from the reference group and stakeholders will be provided within 7 days after receiving the draft report. The report will be reviewed to ensure that the evaluation meets the required quality criteria. The report will be produced in English.
- iii. **Final summative evaluation report.** The final report (30-50 pages) which include comments from the reference group and other stakeholders will be submitted within seven days after receiving all comments. **(structure in Annex 3)**

## 7. Competencies

### **Functional competencies**

- Extensive expertise, knowledge, and experience in the fields of community security, conflict prevention, peace building and reconciliation, governance, inclusive participation, gender mainstreaming and human rights promotion;
- Excellent writing skills with a strong background in report drafting;
- Demonstrated ability and willingness to work with people of different cultural, ethnic and religious background, different gender, most at risk populations and diverse political views;
- Ability to use critical thinking, conceptualize ideas, and articulate relevant subject matter in a clear and concise way.

### **Corporate competencies**

- Demonstrated integrity by upholding the United Nations' values and ethical standards;
- Appreciate differences in values and learning from cultural diversities;
- Promotes UNDP vision, mission and strategic goals;
- Displays cultural, gender, religion, race, nationality and age-based sensitivity and adaptability;
- Demonstrates diplomacy and tact in dealing with sensitive and complex situations.

### **Professionalism**

- Demonstrates professional competence and mastery of subject matter;
- Demonstrated ability to negotiate and apply good judgment;
- Is conscientious and efficient in meeting commitments, observing deadlines and achieving results.

### **Planning & Organizing**

- Establishes, builds and maintains effective working relationships with colleagues to achieve the planned results.

## **8. Qualifications of the successful consultant**

**Education:** At least master's degree in Law, Public Policy and Management, Public Administration, Development Studies, International Development, or any other relevant university degree.

### **Experience**

An individual consultant with the following expertise

- At least 10 years of experience in working with international organizations and donors on conflict prevention and peace building project;
- Extensive experience of programme formulation, monitoring and evaluation;
- Experience in evaluating similar programmes.

### **Language**

- Strong communication skills - Excellent knowledge of written and spoken English.

## **9. Institutional arrangements**

- The consultant will work full time, based in UNDP South Sudan. Office space and limited administrative and logistical support will be provided. The consultant will use her/his own laptop and cell phone.
- The consultant will report to the CSAC project manager and the evaluation reference group that will review progress and will certify delivery of outputs.

