SIGNATURE PAGE

Country: Sudan (GOSS)

UNDAF Outcome(s)/Indicator(s):

As an extension of the current UNDAF to year-end 2007, the UN aims to support the effective implementation of the CPA and peaceful resolution of conflicts throughout the country through the creation of an enabling environment for (1) the expansion of the delivery of basic social services of acceptable quality, (2) facilitating the spontaneous and organized voluntary return and reintegration of displaced people, (3) ensuring improved access to adequate levels of essential/life-sustaining assistance for people in need, (4) the promotion and protection of human rights and the rule of law (5) the implementation of a national DDR programme, (6) formulating and implementing a comprehensive response to HIV/AIDS, and (7) the implementation of a well-designed mine action programme, including targeted Mine Risk Education.

Expected Outcome(s)/Indicator (s):

Outcome: Local government in Southern Sudan capable of playing a leadership role in recovery and socio-economic development in 30 counties, contributing to democratic development and sustainable peace.

Indicators: By the end of three years, in 30 counties local governments are playing a leadership role in democratic governance and service delivery, as manifested significantly by technical and political leadership in developing and overseeing implementation of county plans.

Expected Output(s)/Annual Targets:

1. Formal establishment or LGs (including facilities, staffing, legal status, etc.) with clear and conducive legal and policy framework.
2. Extensive capacity building (various modalities – see below)
3. Development and implementation of comprehensive participatory local planning systems, including modest initial funding for Local Government Funds.
4. Increased public confidence in their local government, perceived by Southern Sudanese as capable and legitimate, and highly relevant to their socio-economic well-being.

Implementing partner: UNDP
(designated institution/formerly executing entity)

Responsible parties: CRS and PACT
(formerly implementing entities)

Programme Period: _____	Budget: USD 43,605,389
	General Mngt Support Fee: USD **3,282,126**
Programme Component: Governance	**Total budget:** **USD 46,887,515**
Project Title: Local Government Recovery Programme	**Allocated resources:** **USD 6,133,630**
	• Government -
Project ID: 00042718	• Regular -
	• Other:
Project Duration: 1 Jan 2006 – 31 Dec 2008	o EC: USD 1,153,194
	o DIFD: USD 2,850,258
Management Arrangement: Direct Execution by UNDP (DEX)	o Netherlands: USD 2,130,177
	• In kind contributions -
	Unfunded budget: **USD 40,753,885**

Agreed by (Government): _____ **Date:** 05 January 2006

Agreed by (Implementing partner/Executing Entity): _____ **Date:** 05 January 2006

Agreed by (UNDP): _____ **Date:** 05 January 2006

SIGNATURE PAGE

Country: Sudan (GOSS)

UNDAF Outcome(s)/Indicator(s):

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Implementing partner: UNDP
(designated institution/formerly executing entity)

Responsible parties: CRS and PACT
(formerly implementing entities)

Programme Period: _____	Budget: USD 43,384,389
Programme Component: Governance	General Mngt Support Fee: USD 3,262,126
	Total budget: **USD 46,887,515**
Project Title: Local Government Recovery Programme	**Allocated resources:** **USD 6,133,630**
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Agreed by (Government): _____   **Date:** 05 January 2006

Agreed by
(Implementing partner/Executing Entity): _____   **Date:** 05 January 2006

Agreed by (UNDP): _____   **Date:** 05 January 2006

(Stamp: MINISTRY OF FINANCE & ECONOMIC PLANNING — 05 JAN 2006 — GOVERNMENT OF SOUTHERN SUDAN)

SIGNATURE PAGE

Country: Sudan (GOSS)

UNDAF Outcome(s)/Indicator(s):

As an extension of the current UNDAF to year-end 2007, the UN aims to support the effective implementation of the CPA and peaceful resolution of conflicts throughout the country through the creation of an enabling environment for (1) the expansion of the delivery of basic social services of acceptable quality, (2) facilitating the spontaneous and organized voluntary return and reintegration of displaced people, (3) ensuring improved access to adequate levels of essential/life-sustaining assistance for people in need, (4) the promotion and protection of human rights and the rule of law (5) the implementation of a national DDR programme, (6) formulating and implementing a comprehensive response to HIV/AIDS, and (7) the implementation of a well-designed mine action programme, including targeted Mine Risk Education.

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Implementing partner: UNDP
(designated institution/formerly executing entity)

Responsible parties: CRS and PACT
(formerly implementing entities)

Programme Period: _____	Budget: USD 43,605,389
ogramme Component: Governance	General Mngt Support Fee: USD 3,282,126
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Project Title: Local Government Recovery Programme	**Allocated resources:** **USD 6,133,630**
	• Government -
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Agreed by (Government):   _____   **Date:** 05 January 2006

**Agreed by
(Implementing partner/Executing Entity):** _____ **Date:** 05 January 2006

Agreed by (UNDP):   _____   **Date:** 05 January 2006

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ANNEXES

LIST OF ACRONYMS

AWP   Annual Work Plan

CPA   Comprehensive Peace Agreement

CRS   Catholic Relief Services

GONU   Government of National Unity

GOSS   Government of Southern Sudan

FS   Finance Secretariat (of SPLM/GOSS)

HRD   Human Resource Development

IDPs   Internally Displaced Persons

ISSC   Interim Southern Sudan Constitution

JAM   Joint Assessment Mission

LG(s)   Local Government(s)

LGF   Local Government Framework

LGS   Local Government Secretariat (of SPLM/GOSS)

LGRP   Local Government and Recovery Programme

MDGs   Millennium Development Goals

MOU   Memorandum of Understanding

OD   Organizational Development

PCs   Planning Committees

PDs   Planning Departments

PM   Programme Manager

PSC   Programme Steering Committee

PTC   Programme Technical Committee

RRF   Results and Resources Framework

SPLM   Sudan Peoples' Liberation Movement

UNDP   United Nations Development Programme

SECTION I: NARRATIVE

PART I.1   SITUATION ANALYSIS

The Comprehensive Peace Agreement (CPA) signed in January 2005 marks a critical juncture for Sudan and opportunity for the people of Southern Sudan in particular as the area, historically, most affected by Africa's longest running civil war. Since independence in 1956 Sudan has suffered from civil war for all but 11 years (1972-1983). Since 1983 there have been an estimated 2 million deaths attributable to the conflict (mostly from war-induced famine and disease), 4 million internally displaced people (attributed to the so-called North-South conflict, in addition to the more recent 2 million IDPs caused by the situation in Darfur), and almost 1 million refugees in neighboring countries.

The prolonged conflict has left Southern Sudan with development conditions among the lowest to be found anywhere in the world, as measured by almost any indicator. The recently-completed Joint Assessment Mission (JAM) provides a comprehensive review of the situation in Sudan, including separate data for Southern Sudan in many cases. This includes an overview of the conflict, status on the MDGs, capacity and the political-socio-economic situation generally. (See http://www.unsudanig.org/JAM/drafts/index.jsp).

I.1.a Massive Post-War Opportunities and Challenges

The CPA also represents a real opportunity for the GoSS to put into practice its stated visions for bottom-up, responsive and democratic governance in Southern Sudan. However it also poses enormous challenges. The new GoSS – of which the SPLM will initially form the core - will need time to establish itself and develop and implement policies and legislation, as well as build new capacities, systems and structures. The GoSS will also have to shift the governance 'culture' from a highly centrist-militarized administration into an open, representative and responsive civilian government. It will need to handle immense post war recovery challenges: the (re)construction of a devastated Southern Sudan, the return and reintegration of up to an estimated 3-4 million people in the first years following the CPA, the reintegration of thousands of ex-combatants, the establishment of basic rule of law and law enforcement, reconciliation between fractured and dislocated southern communities affected by generations of conflict, the establishment of basic services in all sectors and all areas, and the management of a major increase in inflow of resources (including oil revenues and post war reconstruction funds from international donors and aid agencies).

The situation of the past 22 years has meant that in Southern Sudan public institutions of governance (at all levels) and domestic capacity for service delivery are, at best, rudimentary. Indeed, the situation in Southern Sudan is one of starting almost from scratch in terms of almost all key capacities for governance and service delivery[1]. The JAM report provides a baseline assessment of the situation with respect to local government and service delivery as follows: *"Overall very low level of services provided mainly through NGOs, UN and church organizations. Rudimentary system of local administration [is] emerging. Power and Wealth Sharing Protocols provide basic framework."*[2] Also relevant is the JAM's overall baseline assessment of the public service, as follow: *"Public service needs to be established basically from scratch. Some basic structures exist under the Civil Authority of New Sudan (CANS)."* Similarly with respect to financial management capacity, the JAM notes that: *"In the South, all policies, systems, institutional arrangements and staffing need to be built almost from scratch."*

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[1] It is recognized that *all* institutions are embedded in existing political, social and institutional contexts; so we are never starting purely "from scratch."

[2] It should be noted that the analysis of the JAM team draws largely from the work of UNDP, PACT and CRS.

The role of local government in post-conflict is of particular importance. It is where most citizens interact directly with the government in the expectation of enjoying some form of "peace dividend" – their security, their rights, their basic services. Top-down and overly-centralized power has been one of the root causes of the Sudan conflict; and Southern Sudan has relatively little experience in its own peaceful governance. Thus, this is a critical juncture at which to establish the place of local government in Southern Sudan's democratic governance, play a key role in sustainable peace and reduce Southern Sudan's vulnerability to conflict and disasters as well as its dependence on external assistance.

The CPA sets out significant autonomy for Southern Sudan in which an asymmetrical relationship will exist whereby relations between Khartoum (in the form of a Government of National Unity, or GoNU) and Southern Sudan will be mediated mainly through a highly-autonomous Government of Southern Sudan (GoSS). The CPA also sets out that there will be states and local government in the South with "autonomy". While intergovernmental relations between the four levels (GoNU, GoSS, states and local) are set out in very broad terms by the CPA, much remains to be clarified and operationalized.

I.1.b Local Government Framework (5th Draft)

A key element of creating greater clarity and moving forward in development of Southern Sudan's governance arrangements is the policy document, the *Local Government Framework (LGF, currently in 5th Draft)*, which was created with extensive assistance from UNDP/CRS/PACT. The LGF document sets out a Vision, Objectives and Principles (these sections along with the Introduction are presented in Annex X) for local government in Southern Sudan. It also provides detailed proposals ranging from legal arrangements for counties, payams, bomas and municipal governments to powers and structures for the executive, legislature and judiciary, staffing, some elements of financial management and development planning, intergovernmental relations and transitional arrangements, among other matters. It is now in the process of being disseminated widely across all counties and sectors of Southern Sudan with a view to incorporating views and fundamental policy decisions of the SPLM (and the GOSS when it comes into existence) in a 5th Draft which should then be transformed into a Local Government Act.

I.1.c Policy Clarity Still Emerging

Indeed, the GoSS faces many complex policy issues, not least of which are those around intergovernmental relations and service delivery roles. The ICSS made no provision for a Ministry of Local Government and no final decision has been taken as to what, if anything, will exist at the centre in relation to local government. Also, the role and operating environment for NGOs as service providers, vis-à-vis LGs and generally, needs to be better understood and clarified. The recent consultations on NGO Framework are a positive step forward in clarifying the roles and responsibilities of NGOs with the emerging GoSS. There are also outstanding issues regarding the status and functions of the Traditional Authorities and around urban development.

Numerous "pre-programme" activities are under way and planned for the coming few months through various UNDP, PACT, CRS and other funding channels. Dealing with the fluidity will be a major challenge that will continue throughout the life of the programme.

PART I.2   STRATEGY

I.2.a   Brief Summary of Programme Development

UNDP involvement, with PACT and CRS, with local government in Southern Sudan began in late-2003. This entailed mainly technical assistance working with a Technical Team of the Local Government Secretariat of the SPLM. This team is still in place and has closely guided the programme's development. The main output of this process was the policy document, the *Local Government Framework* (currently 5th Draft, June 2004).

CRS and PACT have been involved with forms of local/county-level planning and dialogue since 1997, as well as a wide range of relief and development programming. This deep on-the-ground experience and strong working relationships are especially important in a milieu such as Southern Sudan with its low levels of capacity, difficult working conditions, as well as complex and sensitive political dynamics. The LGS has requested that these three international partners (UNDP, CRS, PACT) work together to take the lead in international support to local government. Besides rigorous ongoing engagement with partners in SPLM and at the local level, other key steps to-date on programme development have included: (1) a workshop of key stakeholders and decision-makers in Rumbek during November 22-25 to set the overall strategy for the LGCR programme, (2) a workshop in late-February 2005 in Nimule on state-level recovery planning and (3) a workshop in Yei March 1-4 to agree to basic principles and strategies for the Local Planning System. (More details are available in Annex B.)

I.2.b   Balancing Pressing Needs & Expectations with Capacity Development Imperatives

The early years will be key in establishing the nature of governance in Southern Sudan and in reversing the centrist nature of governance during the war. On the other hand, for the past 22 years, Southern Sudan has been highly dependent on international agencies for service delivery. The limited capacities of authorities, combined with the immediate demands of recovery and massive level of expected new resources, may lead international agencies to stay in war-time "relief mode" – i.e., channelling their aid directly to communities with little or no participation of local authorities. If too many agencies and donors deliver their support in this way it could overshadow early efforts by the GOSS, states and LGs to assume their governmental responsibility and build a relationship with their citizens – indeed there is a major risk in the legitimacy and capacity of local government being undermined if this dynamic is not managed carefully.

At the same time, pressing the LGs to take on too many roles in the beginning could be equally detrimental, by straining limited capacities and leading to frustrated expectations in delivery of the all-important visible "peace dividend". A **mid-way approach** will be required, where agencies supporting local recovery work with local authorities to play some key roles - - for example, in prioritizing needs, developing participatory recovery plans, and monitoring implementation -- whilst relieving them from tasks they are not equipped to handle, and building their capacity to take on those tasks in future. Indeed, agencies operating in a particular locale should include not only working relationships with Local Government structures but also include LG and community capacity building mainstreamed into the projects and programmes – as will be part of the planning guidelines (see Activity 3.2 below.

Thus, the approach is that as basic LG capacity is developing, they will take on progressively strong roles in directing local recovery and development planning, while most implementation will be directly done by a range of international, Sudanese and community

partners. These roles will evolve over time as experience and capacity grow, which will vary to considerable degree geographically from locality to locality. Building financial management and accountability will be a major element of this process.

I.2.c   Programme Scope & Linkages

Related-Linked Initiatives

The LGRP does not intend to support all aspects of establishment of local government in Southern Sudan: such an undertaking is too vast for one programme. Other programmes are already supporting related macro-level policy and legislative processes, design of finance, HR and other planning systems, integrated service delivery approaches and so on. Instead, this programme aims to ensure that local government is established, given priority support, and that LGs are equipped to apply emerging policies and systems in a way that results in tangible improvements in recovery at the point of need -- i.e. the county and below. In doing this, the LRGP will work through and strengthen nascent local government systems in a way that helps prepare the ground, so that they are able not only to handle the modest flow of support planned through this programme, but also the much greater inflow of GOSS and anticipated aid resources.

Geographic Coverage – Immediate-term and During Interim Period

While the focus is on local government per se, the programme will work directly and indirectly with players at all levels of government in Southern Sudan (GoSS, state and local) involved in issues related to or touching on local government. At the local level, the programme will initially work in 30 counties. All 10 states are covered in the current list of 30, which were selected by LGS on basis of a range of criteria. The limitation to 30 counties is for a variety of reasons. First, the capacity of the partners to implement and second, the fact that as yet there is no final decision by the GoSS on the total number of counties. Additionally, in some counties security considerations dictate that most elements of the LGCRP are not feasible.

The LGRP is, however, seen as a **rolling programme** and at the end of year one the programme will be reviewed and decisions taken as to how and when it can be rolled out to the remaining counties. There will also be capacity building at the state level in all 10 state governments (on local government issues).

Time Frame

In addition to the capacity and feasibility constraints dictating the need for a "rolling programme" approach, the LGRP also recognizes that a substantial long-term investment is required to achieve a sustained change in the governance culture and increased local government support to recovery and development. It will therefore run for the full Interim Period.

The programme also recognizes that the policy and political environment for local government will continue to change throughout the interim period. **Considerable flexibility** will therefore be needed in supporting institutional development at the local level, with a strong element of helping local authorities prepare and perform effectively within this transitional context, whilst drawing on their experiences to inform policy development at the centre. About three years into the Interim Period, the GoSS should be well advanced in its establishment, local elections should have been held, state governments established, and revenues flowing into the Southern Sudan Government. At this point, the programme will hold a more formal review, during which overall design and forward needs will be evaluated, and objectives and outputs adjusted accordingly.

Contributions to Concrete Benefits

The design a Local Government Recovery Fund and guaranteed provision of some minimal level of initial funds (i.e., 12 million in Output 3.5) will ensure that communities see concrete results from the governance and capacity building components of the LGRP. When transfers or other GOSS expenditures, as well as donor resources, come on-line the funding under this programme will be relatively minor. The creation of the fund ties fiscal and planning systems together and ensures that plans are more than something "on paper". It will also serve to "ground" the whole process closer to local realities and provide critical early credibility for proponents of the programme and in LGs.

I.2.d Summary of Programme Content

This programme has been designed to implement the Local Government Framework and in particular contribute, at the local level, to the **JAM's "Target Outcome for 2011"** under the Southern Sudan section for *"Decentralization, Local Government and Service Delivery,"* namely:

> *"Effective public institutions at GOSS, state and local levels, with clearly defined roles and responsibilities; efficient and equitable intergovernmental fiscal framework; accountability structures contribute to democratic development and peace."*

Outcome -- The specific planned outcome for the LGCRP is as follows:

> *Local Government in Southern Sudan is capable of playing a leadership role in socio-economic development in 30 counties, contributing to democratic development and sustainable peace.*

Outputs -- There are four contributing outputs in the programme strategy:

> 5. *Formal establishment or LGs (including facilities, staffing, legal status, etc.) with clear and conducive legal and policy framework.*
>
> 6. *Extensive capacity building (various modalities – see below)*
>
> 7. *Development and implementation of comprehensive participatory local planning systems, including modest initial funding for Local Government Funds.*
>
> 8. *Increased public confidence in their local government, perceived by Southern Sudanese as capable and legitimate, and highly relevant to their socio-economic well-being.*

The remainder of this section provides a brief summary of the four contributing outputs and associated activities for each. The structure of the programme is also summarized in Box 1 below.

Output 1 - *Local government is formally established, with clear legal and policy framework and basic facilities.*

1.1 Policy and legal environment
This will mainly entail technical assistance and advocacy by the international partners to move forward in finalizing the Local Government Framework, a Local Government

Act, and ensuring the key related policy issues (e.g., related to finance, HR, intergovernmental relations, etc.) are conducive.

1.2   Local authorities become formally established
This will involve advice and planning on practical matters related to initial setting up of county governments -- infrastructure needs, appointments and other staffing matters, etc., as per constitution, Local Government Act, GoSS policies, etc. (The number and location of counties should also become clear.)

1.3   Infrastructure – A "package" of infrastructure support to meet basic needs for transport, offices, communications, etc. in 30 counties as well as the 10 states. The final procedures, required policies and deployment strategy will be designed as part of the programme.

1.4   Ongoing general advocacy re local government -- Advocacy by the partners to move forward in finalizing the Local Government Framework, a Local Government Act, and ensuring the key related policy issues (e.g., related to finance, HR, intergovernmental relations, etc.) are conducive; ongoing deepening and broadening consensus re role of local government.

Output 2 – Capacity of local governments to meet their prescribed roles in governance and recovery

2.1   Capacity Building -- Technical Assistance (at GoSS, State, County levels)
A cascading system of external technical advisors at all 3 levels, as follows:

- o   Counties – One **organizational development** *facilitator* will be assigned for each of the 30 counties that are initially covered under this programme. They will be formally contracted by the international partners, initially appointed for 2 years (possible transfer of contracts to state authorities to be considered at a later date). These facilitators will support and work closely with the respective state-level advisors in setting up initial systems, following up on training, providing general advice OD, establishment challenges, etc. Priority in recruitment will be given to Sudanese for these positions; remaining requirements will be recruited throughout East Africa.

- o   States – All 10 states will have 2 external advisors – one for **Finance** matters and one for **Local Government Establishment** (i.e., total of 20). They will be internationally recruited and assist their Sudanese (state-level) counterparts in initial establishment of county governments, systems implementation and capacity building; they will work with the OD facilitators in each county (see above).

- o   GoSS – The GoSS will have 3 senior internationally-recruited advisors – one in planning, one in finance and one in HRD, working with counterparts in whatever structures replaces the LGS.

2.2   Capacity building – core training. Core skills training of local government staff and elected officials on topics such as governance, finance, HR, other general management, legal and policy matters, etc. This will cover a range of target audiences (detailed design is part of the programme).

2.3 Capacity Building – on-demand training and S/T technical assistance. Counties can access resources for training and TA on an as-needed (average of one each per year) for their specific needs.

2.4 Capacity Building – GoSS in-house capacity for LG-related HRD. The programme will provide initial TA for conducting a needs assessment and developing HRD/training capacity strategy that sets out the roles and needs of players throughout GoSS, the region and the private sector. A resource centre will be funded within the first full year, and other initiatives that result from the strategy process will be considered for later.

Output 3 - *Local governments play a central role to greatest extent practical in post-war recovery in target counties.*

3.1 Local planning structures. As set out in a programme planning in Yei (March '05), there will be political and staff structures (see Annex B for more details).

3.2 Detailed panning systems developed. This entails the design (already started under UNDP preparatory funding) of a comprehensive participatory planning system at local levels. This includes simple but effective methodologies for bomas and payams and guidelines for external actors to ensure the latter enhance the role of local government and county planning rather than undermining its capacity development and legitimacy. However, some elements of some related operations (e.g., financial management) may be "delegated" to international partners in the early stages, while local systems and capacities are being put into place.

3.3 Capacity building to implement participatory planning systems. This entails training of advisors, OD facilitators and key staff to implement 3.2 above. Eventually counties are to have plans that Includes annual and long-term programme and financial plans that incorporate activities of all actors within their jurisdiction, and which act to integrate vertically with all government levels and horizontally across sectors within localities (see Annex B for more details). It is recognized that project implementation and the roles and relationships among development actors will vary across locales and over time – some LGs will operate *relatively* limited roles and more advanced counties will take a more directive role in planning, M&E, and even direct service delivery, etc. (i.e. there will be a spectrum).

3.4 The actual county plans themselves. Based on community-level planning and aggregation to County level 3-year plans will be produced for the 30 counties (starting FY 2006). Progress in plan development and implementation will vary across counties.

3.5 Local Government Fund. The systems and guidelines for LG Funds will be developed. The programme will provide a relatively small initial funding base for communities to access for their priorities. The intention is that eventually the Funds will channel sources for County Plan implementation from a range of sources (e.g., GOSS transfers and donor funds as well as local revenue).

Output 4 - Local governments perceived as effective and legitimate.

4.1 Public information/consultation. Public will have information on and opportunity to influence local government affairs.

4.2   Civic education on local good goverance. Local government officials (including elected-appointed officials) trained on their rights, roles and responsibilities, as well as on key issues such as conflict management, gender environment, etc. (exact programme to be designed).

4.3   Civil society education and community dialogue.   Communities, organizations and citizens will be trained on issues similar to those in 4.2 above, including on means to hold local government accountable for performance and responsiveness, etc.

4.4   Independent feedback.   Research will be conducted to track changing attitudes to local government. These will feedback into the programme as well as to deliberations among key stakeholders on development of local government in Southern Sudan.

Box 1

PROGRAMME SUMMARY

Intended Outcome:

Local Government in Southern Sudan is capable of playing a leadership role in socio-economic development in 30 counties, contributing to democratic development and sustainable peace.

Summary of Four Major Outputs

Output 1 - *Local government is formally established, with clear legal and policy framework and basic facilities.*

    1.1   Legal framework completed -- Interim constitution and Local Government Act generally consistent with LGF; final draft of LGF completed; operating environment for other service delivery providers clarified.
    1.2   Authorities formally established (staffed, etc.).
    1.3   Physical infrastructure support (new or rehabilitated buildings, furniture, office equipment, transport, communications, etc.)
    1.4   Ongoing advocacy and special initiatives to ensure policy clarity and support among key stakeholders on the role of local government in service delivery and governance generally.

Output 2 – *Capacity of Local Governments to meet their prescribed roles in governance and recovery is built*

    2.1   Capacity building through TA strategy
          - 3 Advisors in GoSS: Planning; Finance, HRD
          - 2 advisors per state (total 20) – 1 Finance; 1 LG Establishment Officer
          - 1 Organizational Development facilitator per county (total 30)
    2.2   Capacity building through a LG core training programme
    2.3   Capacity building through on-demand training
    2.4   Building long-term internal capacity for HRD

Output 3 - *Local governments play a central role to greatest extent practical in post-war recovery in target counties.*

    3.1   Planning structures put into place -- participatory community-based planning committees, staff, etc.
    3.2   Planning system (guidelines, etc.) developed and approved
    3.3   Training of (and by) advisors, OD facilitators and key staff re planning systems
    3.4   County plans developed and implemented (system adapted and refined)
    3.5   Local government fund designed and disbursements for projects identified by community and as set out in approved county plan.

Output 4 - *Government perceived as effective and legitimate*

    4.1   Public information and consultation
    4.2   Civic education re local good governance
    4.3   Civil society education and community dialogue
    4.4   Independent feedback (including research)

I.2.e Comprehensive Approach to Capacity & Governance

Although more local-level data needs to be documented, it is understood by all actors involved in Southern Sudan governance that the local government "system" in Southern Sudan needs to be built almost from scratch (as concluded by the JAM). Virtually all factors listed in the UNDP's Capacity Assessment Guidelines are relevant and at low levels or remain to be tested in Southern Sudan, and have been addressed in this LGRP design. The programme will help establish the basic management and planning systems as well as critical skills base and infrastructure required for 30 countries, with the flexibility to channel more resources to those counties that are performing well, within the bounds of equity.

On the other hand, it is a fundamental principle for the LGRP that maximum effort will be made to build on existing structure, systems, experiences, capacities, etc. Despite desperate circumstances, the war experience has led to a range of local coping mechanisms and relationships, and this capacity should, to greatest extent appropriate, be built upon rather than undermined or overwhelmed. For example, the experience of CRS and PACT with local government planning was based on "working with what's there" under difficult circumstances and limited resources. Their experience and that of their local partners was explicitly included in the deliberations that contributed to the local planning system currently being developed for the LGRP (see Annex B).

At the same time, the people of Southern Sudan have very limited experience with democratic self-governance. This programme treats capacity development with a comprehensive approach, in which social capital (especially trust between communities and between communities and authorities) and accountable governance are at least as important as technical skills and physical facilities. This dynamic is especially heightened in a post-conflict context. While there are huge challenges just in setting up or reforming the basic systems and institutions, the Programme has incorporated these broader complexities and uncertainties when making the assessments and suggesting the interventions incorporated in the LGRP.

All of these areas entail major risks and opportunities for conflict and peacebuilding. Capacity building and recovery programmes unavoidably entail distribution of resources (geographically, by ethnic group, political factions, etc.), including control over future resources. The design of end-results (institutions, projects, etc.) and the processes for their implementation require the key actors to constantly look at capacity building with a "conflict lens" and apply "conflict sensitive development" tools that will help mitigate the serious risks and take full advantage of the opportunities. Mainstreaming conflict management will be a critical underlying capacity.

I.2.f Gender

Representation of women at all levels of formal organization in Southern Sudan is extremely low. The SPLM have, however, through the CPA committed themselves to achieving at least 25% female representation at all levels of government. This programme will seek to support this through ensuring that all guidelines and ToRs are gender sensitive (recruitment, planning guidelines, ToRs for committees etc), that recruitment practices actively seek to encourage applications from women, and that all committees and steering groups seek to fulfill the 25% target. It will be a condition of being awarded the training contract that adequate attention is given to gender awareness. A linked UNDP programme will undertake specific initiatives to support women's advancement.

The gender strategy is two-fold: (i) explicit mainstreaming of gender issues in elements of the programme and (ii) ensuring close coordination and collaboration with other gender-specific programmes and closely related programmes with mutual interest in gender issues (e.g., RoL and gender issues around Traditional Authorities).

Output 1:

- Policy and advocacy initiatives will include gender considerations.

Output 2:

- Technical advisors hired will be required to have background in gender-related capacity building issues (to varying degrees, depending on position and assignment).
- Core training programme will cover gender issues – principles, awareness and practices.
- On-demand and training programmes will give priority to either women-specific capacity building projects, or inclusion of gender issues and ensuring women's participation in all projects.
- Capacity building for Southern Sudan's own LG training systems (activity 2.4) will ensure that gender-related training issues (curriculum as well as access) are incorporated into polices.

Output 3:

- Planning structures and systems (activity 3.1-2) – when they are developed -- will give strong attention to women's participation as beneficiaries, participants and leaders.
- Training will help ensure the above is implemented.
- The plans will be reviewed by the Steering Committee to ensure that the above are implemented effectively.
- The Local Fund will address gender concerns by a few means:
  o Projects will be reviewed according to gender guidelines as per activity 3.1-2. This will ensure public expenditures are gender-sensitive.
  o The possibility of earmarking a minimum percentage to gender-specific initiatives will be considered if necessary.
  o The systems developed under this output will provide the basis for promoting more systematic Gender Responsive Budgeting (GRB).

Output 4:

- All civil education, dialogue and independent feedback initiatives finally designed in detail will include gender mainstreaming, as well as gender-specific initiatives.

Output 5:

- Programme staff will be trained with, if they don't already have, sufficient gender programming skills, ranging from substantive knowledge to sensitivity and advocacy skills.
- All indicators, M&E and other reporting systems will disaggregate analysis and/or data by gender.

2.   Coordination / Collaboration Processes

The UNDP Southern Sudan governance programmes include key staff with a strong record in gender leadership – the Deputy Head of Office, Chris Johnson, the Governance Programmes Manager, Alleluya Ikote and Manager for UNDP's Gender Equity & Political Participation Programme (GEPPP), Lona Elia. This will provide a very powerful base for direct influence in key programme decisions, a strong advocacy capacity for issues related to but not directly part of the LGRP (laws, policies etc.), as well as direct integration between GEPP and LGRP, among other programmes.

I.2.g   Facilitative Model of Technical Assistance –

In order to build a strong local government in this context – in particular the tensions between external assistance and local capacity building and ownership -- requires sophisticated capacity development methodologies, including flexibility and disciplined approach to learning and adaptation. The programme technical support has been designed to provide basic requirements combined with incentives for performance. In such a high-pressure environment for producing results, combined with low starting points of capacity, there is a very high risk that dependence on external resources will be increased rather than decreased.

PART I.3   MANAGEMENT ARRANGEMENTS

This programme will be executed by the UNDP South Sudan Office under the Direct Execution (DEX) modality. Under the DEX modality, the UNDP Office will assume overall management responsibility and accountability for the project implementation. The programme will be managed in a way that builds Sudanese capacities, while ensuring accountability of funds and achievement of programme output-level results. It will minimize separate structures, since this would undermine the programme aim of building governance structures and systems. The overall management of the project will be guided by a Programme Steering Committee (PSC) and Programme Technical Committee (PTC).

I.3.a   Strategic Direction –

Programme Steering Committee (PSC) -- A multi-agency Programme Steering Committee will be formed to manage the strategic direction of the programme and monitor progress, ensure achievements of program objectives, resolve major policy issues that are not dealt with by the PTC (see below), endorse annual work plans and budgets, and review quarterly progress reports. This will comprise senior representatives of the GoSS entity responsible for LG, Finance, certain Sector Ministries, UNDP, CRS and PACT. Representatives of Finance and sectoral ministries may also participate (TBD). They will meet on an as-needed basis for the first year – at least quarter in the first year and possibly twice per year thereafter. Decision-making will be on consensus basis. The PSC will also focus on ensuring the programme operates and is seen to operate in a politically sensitive manner. It will also monitor and advocate for a positive enabling environment for the programme's objectives (e.g., vis-à-vis donors, GoSS, etc.). A nominated sub-group will approve hiring for senior positions. The Programme Manager (see below) will act as Secretary to the PSC to ensure agendas and minutes are properly prepared and disseminated. Detailed TORS will be prepared and approved at the first meeting of the SC. [Co-chairs]

I.3.b   Technical Direction and Overall Programme Management

Programme Technical Committee (PTC) -- GoSS, UNDP, CRS and PACT each will appoint a senior member of their staff who has significant management oversight of this program for their respective agencies. Representatives of Finance and certain sectoral ministries may also participate. The Programme Manager will also be a non-voting member. This body will meet monthly to review progress and provide the PC and STA with decisions as required. They will have primary responsibility for ensuring that lessons learned are incorporated into programme operations, and suggest revisions to methods, plans, policies, management systems, etc. They will review progress on workplans and provide input on major upcoming activities. The PTC will also serve to ensure reasonable degree of consistency in implementation across Southern Sudan. The PTC will endeavor to deal with problems or strategic decisions, and refer matters to the Steering Committee when necessary. The

Programme Manager or one of the other senior advisors (see below) will act as Secretary to ensure agendas and minutes are properly prepared and disseminated. Detailed TORS will be prepared and approved at the first meeting of the SC.

Senior Program Manager (SPM) -- Given the size, complexity and scope of the program, this will be a senior position to provide day-to-day oversight and responsibility for producing program results on behalf of the PSC and PTC. S/he will ensure proper program planning and management systems are in place and quality of input from staff, sub-contractors, etc. S/he will coordinate closely with senior advisors in providing advice on overall strategic direction and soundness of the programme's strategy to PSC and PTC, and ensure coordination among the principal partners. S/he will be coordinate closely with UNDP in ensuring that management systems (finance, M&E, etc.) are implemented efficiently and effectively, and generally act as liaison with UNDP re contract implementation and donor relations. S/he will be responsible to the PTC and PSC for financial performance and development results (i.e., the outputs and output targets in the RRF).

I.3.c   GOSS, States and Local Government

The following are planned roles for the government at all levels within this programme. Precise details will vary over time, as the capacities and responsibilities of the different tiers and sectors of LG evolve.

GoSS - As stated earlier, the LGRP was developed in conjunction with the LGS. It is as yet unclear what, if any, body will replace the LGS at the GoSS level. The final nature of the management arrangements with the GoSS cannot, therefore, be as yet specified but will have to be formulated once the GoSS has taken a decision on this matter. The precise management arrangements for the Local Recovery Fund are to be developed as part of the *Local Recovery Fund Manual* (see 3.5 in Results Framework above). The programme will provide a finance advisor to support these activities. Similar arrangements will be in place for human resources development.

States -- There will be State Monitoring and Review Committees to oversee programme implementation and supported by the state-based advisors. More details on these structures will be determined once the states become properly established. There will be 2 international advisors in each of the 10 states to support programme implementation.

Target Local Governments -- This programme will be managed by the County/Municipal authorities with the support of one internationally-contracted *OD Facilitator* per county/municipality. Planning will be supported through the County Planning Unit and Planning Department, and the use of the Fund through the Finance Unit, under the overall guidance of the County Council and day-to-day management of the Executive Director. Some operations may be delegated to international partners in the early stages, while local systems and capacities are being put into place.

I.3.d   UNDP Programme Support

UNDP programme management support under the DEX (direct) management modality will include the following:

Administrative Support -- The Programme Manager coordinates project support activities with the heads of the administrative, finance and programme support sections in the UNDP. Since UNDP regulations and rules are followed with DEX,

experienced UNDP staff will be training and supervise any additional administrative and financial support personnel who may need to be hired as part of this project.

Finance -- The Programme Manager must ensure that financial information and work plans are up to date and he or she will be responsible for initiating and updating budget revisions. The UNDP office will establish a system to follow up and monitor contracts, outstanding obligations from different contractors, payments, etc.

Web based application system, ATLAS will be used to manage programme information, budgets and expenditures through the standard operational systems and tools developed by UNDP to manage income, budgets and expenditures.

Recruitment and management of project personnel -- UNDP Office will be also providing assistance in terms of the recruitment of project personnel (international and local). The country office will maintain an up-to-date database of all project personnel, whether or not the resident representative has delegated any recruitment responsibilities to a project manager.

Procurement – UNDP, CRS and PACT will be procuring equipment required for this project and will ensure that appropriate agreements are reached with the authorities to ensure rapid customs clearance. To protect the interests of UNDP, all contracts are subject to the general conditions of UNDP. UNDP will keep separate records for DEX project equipment and vehicles, consisting of inventory records, insurance records, etc.

I.3.e   Financial Accountability –

·The UNDP will have overall responsibility for managing and reporting to donors and the partners for this program. In the case of funds to cover agreements with partners, the PC will coordinate with the UNDP to ensure that proper financial management and reporting systems are in place. The UNDP will have final responsibility for ensuring that internal control mechanisms are in place for all recipients of funds. The UNDP will be responsible for providing timely financial reports to the Steering Committee and organizing audits as necessary (at least annually for the overall programme).

I.3.f   Other Roles of International Agencies

As stated earlier, this programme will minimize the creation of parallel project management structures. International agencies will therefore support this programme primarily through the Sudanese authorities, through the technical advisors already mentioned, and the OD Facilitators at county level.

Geographic Roles of Primary International Partners –

Besides "global" programme roles (e.g., on PSC and PTC), UNDP, PACT and CRS will also each take responsibility for county-level programme implementation in their respective assigned geographic areas. These have been chosen mainly to build on existing experience. Thus, PACT will work Lakes, Warap, Aweils and Jongeli; CRS in Eastern, Central and Western Equatoria; and UNDP in Upper Nile, Western Upper Nile and Western Bahr el Ghazal.

The three international partners will be responsible for implementation the systems, strategies, policies, etc. that are developed programme-wide, and to feed into the learning system. For example, this includes the recruitment, posting and paying of

OD facilitators into the counties and states where they work according to TORs , etc. approved at the PTC and PSC.

Each partner agency will need a full-time programme manager for their inputs, as well as field officers to support the programme in the above geographic areas.
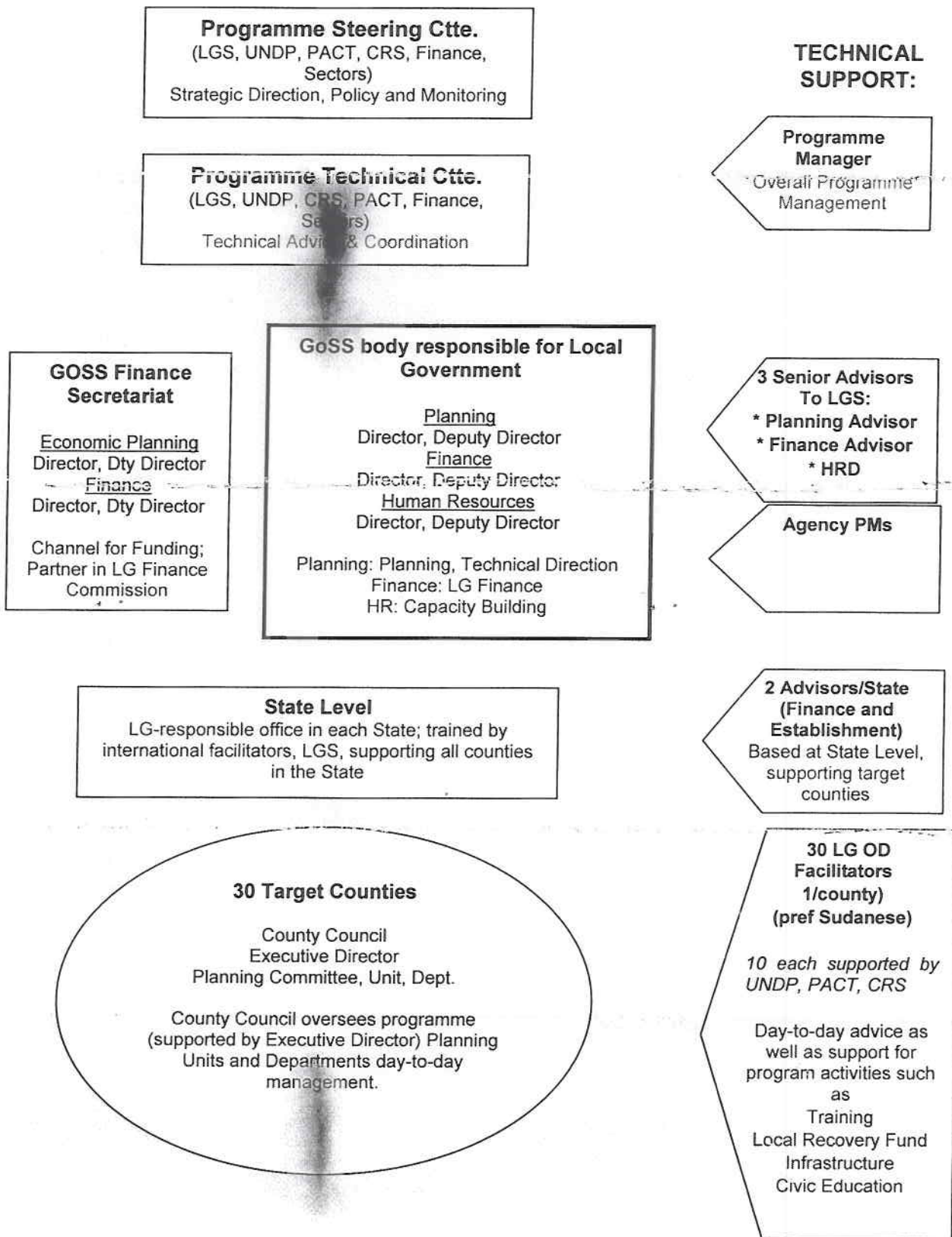
In addition, UNDP will have an additional programme for other state-level support in all states, aimed at helping establishing the state governments.

Other Possible International Partners –

The LGS has indicated that it does not want to introduce more than the current three international partners. Thus, there is no intention of introducing additional full-fledged international partners. The possibility of other major international partners is foreseen at this point in at least two areas, on a competitive and sub-contracting basis only:

i - *Geographic Coverage:* Other NGOs (or other body) may be sub-contracted to implement parts of the programme in certain localities. If this is the case, all activities will come under the LGRP Steering Committee and the programme as outlined in the current programme document.

ii - *Training* – Given the complexity and volume of training and the scope of capacity building issues to be addressed this may be contracted to a single provider for a 2-3 year period. However, time exigencies may allow for this to happen until after some critical early blocks of training are undertaken as discrete contracts.

Management Arrangements & International Support

Programme Steering Ctte.
(LGS, UNDP, PACT, CRS, Finance, Sectors)
Strategic Direction, Policy and Monitoring

TECHNICAL SUPPORT:

Programme Manager
Overall Programme Management

Programme Technical Ctte.
(LGS, UNDP, CRS, PACT, Finance, Sectors)
Technical Advice & Coordination

GOSS Finance Secretariat

Economic Planning
Director, Dty Director
Finance
Director, Dty Director

Channel for Funding;
Partner in LG Finance Commission

GoSS body responsible for Local Government

Planning
Director, Deputy Director
Finance
Director, Deputy Director
Human Resources
Director, Deputy Director

Planning: Planning, Technical Direction
Finance: LG Finance
HR: Capacity Building

3 Senior Advisors To LGS:
* Planning Advisor
* Finance Advisor
* HRD

Agency PMs

State Level
LG-responsible office in each State; trained by international facilitators, LGS, supporting all counties in the State

2 Advisors/State (Finance and Establishment)
Based at State Level, supporting target counties

30 Target Counties

County Council
Executive Director
Planning Committee, Unit, Dept.

County Council oversees programme (supported by Executive Director) Planning Units and Departments day-to-day management.

30 LG OD Facilitators 1/county) (pref Sudanese)

10 each supported by UNDP, PACT, CRS

Day-to-day advice as well as support for program activities such as
Training
Local Recovery Fund
Infrastructure
Civic Education

PART I.4   MONITORING AND EVALUATION STRATEGY OVERVIEW

I.4.a   Overview

Ongoing project review, reporting and evaluation are considered critical to the success of the project. Building in active learning and adaptation mechanisms will be one of the priority responsibilities of all the partners, led by the PSC, PTC and PM. The development of clearly defined outputs and performance indicators are basic to performance management of the project. The programme, coordinated by the PM will develop detailed annual work-plans for the project, with quarterly updates and monthly reporting. Each major work task (e.g. the production of an output or major activity) will have developed for it a detailed action plan and terms of reference. More detailed indicators will be developed to supplement and specify those set out in the RRF (in Section III below).

Mechanisms to be used for monitoring the programme will include:

- technical, financial and progress reports prepared by appointed Programme staff in close consultation with national counterparts
- studies and research, where possible, to monitor progress against established indicators
- periodic meetings of the PSC and PTC
- field visits
- consultations with all strategic stakeholders during programme implementation.

The programme will employ an **independent monitor** to provide an independent annual report and recommendations but also advice on detailed system and methodology for internal monitoring and performance reporting. All M&E activity will reference the RRF and AWPs, as well as subsidiary work plans and TORs. The framework will also provide all necessary information for UNDP's and GOSS's wider M&E systems. All activities will be closely coordinated with and feed into the UNDP systems, as the partner directly responsible to donors. The following is an overview of the components of the M&E framework for the programme.

I.4.b   Internal Monitoring Systems

Programme Steering Committee –

o   Quarterly, the PSC will receive statements of progress against AWP (organized by output targets in the RRF) which will be submitted by the Programme Manager and first reviewed by the Programme Technical Committee. There will also be an analysis of relevant external developments that affect the programme. The PTC will include comments for any expected actions or decisions requested from the PSC. The PSC minutes will indicate their acceptance and any follow-up actions they require.

Programme Technical Committee –

o   In addition to their role re the above, the PTC will receive monthly reports from the PM which summarize and note highlights from the "Monthly Progress Reporting" system (see below). This will serve to facilitate the PTC's key role in promoting a rigorous "learning and adapting" approach to this programme. The PTC minutes will indicate their acceptance and any follow-up actions they require.

State Monitoring and Review Committees --

- o These will be developed once the states have become established and are likely to meet quarterly

County Monitoring & Review Committees --

- o These will include the County Planning Officer, representatives of the key sectors, the LGRP partner active in the area (CRS, PACT or UNDP) and representatives of non-state actors. They are also likely to meet quarterly

Monthly Progress Reporting Systems –

- o Because of the size and geographic scope of the programme, there will be a system of brief monthly reports that are aggregated from the county (through OD facilitators) to state (through agency program managers) to the PM. These will be designed as a management tool for all parties, and to track progress on outputs and major activities, provide information on specific risks on other issues being tracked by the PM and PTC and highlight any major concerns or achievements.

- o The programme will also incorporate significant information and data that will be provided by the county planning system, the design and development of which is itself an output of this programme. This, along with civil education and public opinion polls, will provide valuable information from grassroots stakeholders that will be feed into the M&E Framework.

Technical Progress Reports --

- o Every six months, based on reporting and field visits in collaboration with the PM, the 3 Senior Advisors will produce a technical progress report, to review the soundness of the technical methods being used, and progress and effectiveness of *capacity building* methods (training, facilitation, etc.). This will be reviewed by the PM and PTC before submission to the PSC with comments and suggested actions. The PSC minutes will indicate their acceptance and any follow-up actions they require.

Staff Performance Appraisals --

- o These will be tied to the larger programme M&E framework, to guide staff performance appraisal measures, etc.

I.4.c   External Monitoring

- o Annually, the PSC will receive the report from the independent monitor, which will include a technical review, progress on output targets, assessment of risk to achieving programme outputs and outcome, assessment of programme management and financial performance, any suggested revisions, and other matters determined by the TORs. With assistance of the PC and PTC, within 30 days of receiving this report, the PSC will conduct a meeting(s) with key stakeholders (including donors) to review the findings and solicit suggestions for action.

I.4.d   Audit

The programme will be audited annually. Audits of specific components and partners will be decided by UNDP in conjunction with the PSC. The audit is subject to the UNDP rules and regulations.

I.4.e   Research Component

The research component will look at the impact of the programme on the establishment of legitimate and representative government at a local level. This will include consideration of how the programme impacts upon traditional authorities and the role of, and respect accorded to, chiefs; the different interests (tribal and other groupings) represented in the various local authority structures; the gender balance of committees and of paid staff, among other issues.

PART I.5   LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Sudan and UNDP, signed by the parties on 24 October 1978 and ratified by the Government of Sudan on 2 January 1980.

The following types of revisions may be made to this document with the signature of the UNDP Head of Office only, provided s/he is assured that the other signatories of the document have no objections to the proposed changes:

- Revisions in or additions to, any of the annexes of the document.
- Revisions which do not involve significant changes in the immediate objectives and outputs of the Programme, but caused by the rearrangement of activities and inputs already agreed to, or by cost variations due to inflation and exchange rates or by taking into account agency expenditure flexibility and
- Those revisions which are done to re-phase the delivery of agreed inputs without changing the overall programme budget.

SECTION II: Results & Resources Framework

Intended Outcome:

Local government in Southern Sudan capable of playing a leadership role in recovery and socio-economic development in 30 counties, contributing to democratic development and sustainable peace.

Outcome Indicators:

(a) **Baseline:** Currently there is very limited civil administration or basic government institutions of any kind, at all levels. Some elements of the future constitutional and institutional arrangements are outlined in the CPA, but important details re local government and recovery planning remain to be clarified. Institutions, infrastructure and skill base all need to be built almost from scratch. Some important preparatory policy work, assessment and planning have been completed through UNDP (most notably the Local Government Framework) as well as through the JAM. For 21 years service delivery has been mainly on humanitarian and emergency basis, delivered through NGO's and UN bodies with varying but generally limited role for any civil authorities or the SPLM.

(b) **Target:** By the end of three years, in 30 counties local governments are playing a leadership role in democratic governance and service delivery, as manifested significantly by technical and political leadership in developing and overseeing implementation of county plans.

Applicable MYFF Service Line: Outcome 17

Partnership Strategy: Joint programme with CRS and PACT, in partnership with the GOSS, led by LGS. Focus on coordination with closely associated initiatives in Finance, Public Service, Returnees, Recovery, etc. Planning system will focus on building partnerships at local and community levels; LGS is primary GOSS partner; also FS, State and county governments (especially planning bodies).

Project Title & No.: *Local Government and Recovery in Southern Sudan (Phase 1)*

Intended Outputs	Output Targets	Indicative Activities	Inputs
1. Local government is formally established, with clear legal and policy framework and basic facilities.	1.1 *Legal & Policy Framework –* Local Govt. Act passed based largely on recommendations in LGF; role of NGOs and other external agents vis-à-vis LG clarified (Y1)	1.1.1 Monitor closely – especially LGF/Act, NGO framework, finance, donor mechanisms. 1.1.2 Input from LGS, international partners and S/T consultants (if	- Technical assistance: S/T consultants and L/T staff.
Output Indicators: Legal & Policy Framework. *Baseline:* Comprehensive Local Government Framework (5th Draft) has strong support in some quarters, but final			

Intended Outputs	Output Targets	Indicative Activities	Inputs
legal and policy framework still unclear. *Target:* Passing of LG Act that supports the basic tenants of the LGF. System of fiscal transfers and own-source revenues promotes strong local self-government. Clarity on effective service delivery modalities.		necessary).	
Output Indicators: **Local Authorities Established.** *Baseline:* Number and borders of counties uncertain; LG presence very thin in many places (need more data). *Target:* Basic functioning of local councils and executive bodies (including staffing) in place in 30 counties (Y3).	1.2 *Authorities Established* — County governments formally established by states. (mainly Y1) - Most LGs will have basic executive and legislative functions in place by end of Y1. - Majority of critical posts (Commissioners, Exec Dirs, Heads of Units, Planning Depts.) filled in 10-20 counties by end of Y1. - Full staffing for critical posts in 30 counties by end of Y3. - Full staffing by end Y3	1.2.1 Technical advice re: (a) TORs for staff, (b) org design, (c) legal and related issues. 1.2.2 Design of "capacity mapping" for all counties re HR, office facilities, communications, transport, current partners, etc. (building on existing data from JAM, LGS and partners; methodology currently being designed). 1.2.3 Detailed establishment plans (as per 1.2.2). 1.2.4 Formal staff appointment process TBD. - Close coordination with Public Service and Finance Secretariats.	- Technical assistance – S/T consultants and L/T staff. - Logistical support for "capacity mapping".
Output Indicators: **Physical Infrastructure.** *Baseline.* Minimal facilities (bldgs., communication, equipment, transport) exist or need repair (more data – from 1.2.2 above). *Target.* 30 counties have modest but sufficient facilities for performing functions and responsibilities (i.e., not a	1.3 *Physical Infrastructure* – LG authorities have minimal required office facilities, furniture, equipment, transport, communications systems etc. to undertake their duties. - Most state support in place by end Q3-Y1. - 10-20 counties have basic "package" and 5-10 states in	1.3.1 See 1.2.2 above. 1.3.2 Procurement and building plans developed and approved by LGS (with phases, plan to eventually cover all counties.) 1.3.3 Buildings contracted and completed, etc. 1.3.4 Procurement of equipment (in phases) – with logistics for delivery and installation.	- Procurement, contracting technical assistance. - Communications equipment. - Vehicles - Office buildings construction. - Computer and other technical equipment. - Generators - Some operating consumables for

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Intended Outputs	Output Targets	Indicative Activities	Inputs
bottleneck to performance). Note: Training and staffing data to be disaggregated by gender – targets?	place by end of Y1. - 30 counties have basic package by end Y2. - Well-performing (re established) counties and states receive additional support in Y2&3.		the above. - Transport for the above.
Output Indicators: Local government roles understood and tangibly supported by key actors. Baseline: Refer to 1.i above. Target: In addition to initial formal arrangements (Act, Constitutions, etc.) a growing constituency that understands and supports local self-government will manifest in more efficient and effective policy and program implementation.	1.4 Advocacy – LGS officials and program's international partners advocate and build constituency for appropriately-strong local government and supportive policy and fiscal framework.	1.4.1 Ongoing ad hoc advocacy by senior LGS and international partner officials vis-à-vis other levels of government, Finance, donor community, etc. 1.4.2 Specific initiatives as needs are identified (e.g., workshops or seminars on inter-governmental relations).	- Time of senior partner officials and staff (costs covered elsewhere). - Events on as-needed basis (fund of $1,00,000/year).
2. Capacity of Local Governments to meet their prescribed roles in governance and recovery is built **Output Indicators:** Capacity Building (through TA and training). Baseline. Skill levels in LG planning, management and governance are very low and almost non-existent in some places (more details from needs assessment in 1.2.2). Target: 30 counties have strong corps of capable staff. Less dependent on external TA for most basic functions.	2.1 Capacity Building through Facilitative Technical Assistance – states and counties assisted in their establishment and technical capacities will be strengthened in finance, HR, Org Dev, other management competencies and democratic governance. - All 10 states provided TA by facilitators (2 each) starting no later than Q3-Y1. Strengthens capacity of states to support LG. - 10-20 counties provided TA by facilitators (1 each)	2.1.1 TORs designed and agreed. 2.1.2 Recruitment and selection processes for all facilitators and senior staff(s) (likely in 2-3 phases). 2.1.3 Training program for facilitators (in phases). 2.1.4 Develop "Handbook" for facilitators. 2.1.5 Placement of facilitators/advisors in respective locales. 2.1.6 Ongoing services of facilitators - advisors. 2.1.7 Ongoing supervision of and	- Advertising, travel and communications for recruitment. - Salaries, travel, housing, office and other support costs for facilitators, advisors and other programme staff. - Training consultant(s) for needs assessment and M&E. - Training services procurement (sub-contract).

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Intended Outputs	Output Targets	Indicative Activities	Inputs
	starting no later than Q3-Y1; minimum 30 covered by end of Y2 through Y3. - 3 senior advisors to LGS and one to FS -- in place Q3-Y1 through Y3. Strengthens LGS support to LG. - (Note: Deployment of facilitators in Y1 will be dictated by success of recruitment).	support to facilitators. 2.1.8 Intensive learning-by-doing approach, with constant feedback through program and government structures.	
Output Indicators: Same as above.	2.2 *Capacity Building through Core Training program* – Senior LG staff and elected/appointed officials receive special training for their planning, management and governance roles. - 10-20 counties covered by Q3-Y1 - 30 counties by end Y2. - Follow-up training as needed.	2.2.1 Training (for facilitators and staff): needs assessment, design, procurement for delivery and evaluation. Training will be contracted out, likely to an East African institution or partnership. • •	- Training consultant for needs assessment and M&E. Training sub-contracting processes.
Output Indicators: Same as above.	2.3 *On-demand Training* – State and county facilitators (led by HR advisors) identify and help deliver JIT training on issues as they emerge.	2.3.1 Training activities on an as-needed basis (est. 1-2 per state per year's) 2.3.2 Local TA assignments (1/county/year).	- Consultants, travel, printing, DSA, venues, other.
Output Indicators: **Capacity to provide LG-related training (directly or indirectly).** *Baseline:* LGS training dept. has very basic function and expertise; no specialist institutions in S Sudan; no HRD policy or practice guidelines, etc. *Target:* LGS HRD Dir. can independently advise on most training issues and has	2.4 *GoSS Internal HRD-Training Capacity* – Institutional arrangements for ongoing LG-related training established (policies, procedures, technical capacities, roles of private sector and different levels of government/ specialist institutions, etc.). - Strategic Plan completed end of Y1 (comprehensive	2.4.1 Institutional needs assessment. 2.4.2 Strategic planning exercises. 2.4.3 Consultation. 2.4.4 Develop guidelines, policies, etc. 2.4.5 Capacity bldg. activities TBD in strategy -- e.g., buildings, equipment, ToT); establish specialist institutions and collaborations, etc. •	- S/T TA for training inst. Strategy. - S/T TA for LGS Training Dept. - (HR advisor provided under 1.3 above).

Intended Outputs	Output Targets	Indicative Activities	Inputs
strategy for full range of institutional arrangements (direct or indirect) for meeting LG-related training needs.	strategic plan guides short-, medium- and long-term modalities for HRD). - GoSS training dept. capacity enhanced Y1-3. - New institutions and arrangements initiated by end of Y3 as per strategic plan.		
3. Local governments play a central role to greatest extent practical in post-war recovery in target counties. **Output Indicators:** *Baseline* – Some counties have experience with local planning (through CRS and PACT). Current CDCs need to be transformed. New system, guidelines etc. under development (ref. Yei Workshop); very low levels of services, mostly delivered through external agents. *Target* – By end of Y3 LG in 30 counties have quality planning documents that capture and prioritize the needs of their communities; incorporate high percentage (preferably 100%) of total government, donor, NGO and private sector activity; integrate vertically between government levels and horizontally across sectors; is integrated in financial management systems. Direct service provision and possibly some core management functions will be provided by a range of partners, with some LGs taking on progressively stronger roles (i.e. less external dependence). Degree	3.1 *Local Planning Structures* – Establish capable planning structures in 30 counties (ref. structures proposed in Yei Workshop, March 2005) -- strong staff in Planning Depts. (PDs) and agreed working relationships with other LG units and other levels of government. - PDs, PUs and PCs working in 10-20 counties by end Y1. - PDs, PUs and PCs fully operational in 30 counties and 10 states Y2.	3.1.1 Staff appointed in PDs. 3.1.2 Planning Units, Committees and Depts. established (clear TOR and appointments).	- Some advice from Long-term program staff.

Intended Outputs	Output Targets	Indicative Activities		Inputs
of implementation will vary geographically.				
Output Indicators: See above.	3.2 *Comprehensive Local Planning Systems* -- Design and refine a comprehensive participatory planning system at local levels, including simple but effective methodologies for bomas and payams; guidelines for external actors. Includes annual and long-term programme and financial plans for counties that incorporate activities of all actors within jurisdiction, and which act to integrate vertically within all government levels and horizontally across sectors within localities (ref. Yei Workshop, March '05). Roles of key actors will evolve over time as systems and capacities develop, with LG taking progressively stronger role. - Basic system design (guidelines, methods, etc.) by end of Q1-Y1. - Guidelines for external actors Q2-Y1 (varying by county conditions). - Implementation/testing in at least 10 counties during Y1. - Refinement and full rollout starting Y2. - Continued refinement.	3.2.1	Develop and internally (GoSS and states) approve guidelines, methodologies, etc.	▪ S/T Consultant(s) 2 missions/year ▪ Printing. ▪ Workshops (Consultants, travel, printing, DSA, venue, other).
		3.2.2	Consultation within government as well NGOs, donors, UN system (community consultation covered under Output 3).	
		3.2.3	Approval of proposed planning system by authorities (ref. Yei workshop March 2005).	
		3.2.4	Testing and revision (learning-by-doing).	
Output Indicators: See above.	3.3 *Capacity Building for PU Staff and Facilitators* – Technical training related to planning generally (participatory methods, data collection, etc.) and to the	3.3.1	Training needs assessment, design, delivery and evaluation.	- Training consultant – 2 missions/year. - Venue, training materials, DSA, travel, trainers/consultants.
		3.3.2	Follow-up training (possibly done internally, given results of	

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Intended Outputs	Output Targets	Indicative Activities	Inputs
	results of 2.2 above in particular. - Key staff, officials and facilitators trained by end of Y1 (in 2-3 phases). - Plans and delivery depend on progress in recruitment of PD staff and OD facilitators. - Follow-up training annually.		1.5). - Infrastructure and equipment (1.6 above). - Facilitators-advisors (1.3 above). - Printing.
Output Indicators: See above.	3.4 County Plans Completed as Basis for All Recovery and Development Planning – 3-year vision for counties, annual plans, projects and programs for counties, covering all sectors and actors (as per 2.2 above), legitimate in the eyes of communities. - Implementation/testing in at least 10 counties during Y1. - Full implementation in 30 counties Y2-3.	3.4.1 Baseline data collection, inventory of existing info. 3.4.2 Participatory planning sessions with Bomas and Payams. 3.4.3 County planning coordination with Finance, sector depts. and states. 3.4.4 Ongoing coaching and troubleshooting by facilitators / advisors / PD staff 3.4.5 County Council deliberation and approval. 3.4.6 Monitoring project-policy implementation, including fiscal matters (by county government and communities). 3.4.7 Learning-by-doing – monitoring, feedback and improvements.	
Output Indicators: See above.	3.5 Local Government Fund – Fund operates to provide source for development expenditures in county plans. (Flow of other funds, such as donor funding and intergovernmental transfers TBD.) - Implementation/testing in at least 10 counties during Y1. - Full implementation in 30	3.5.1 Design of Fund systems, including coordination with other mechanisms. 3.5.2 Develop manuals, etc. 3.5.3 Form prescribed structures for local decision-making and monitoring, etc. 3.5.4 Training (part of 2.3). 3.5.5 Possibly some contracts with	- S/T international consultants. - S/T national consultants. - Workshops (venue, travel, DSA, materials). - Funds

Intended Outputs	Output Targets	Indicative Activities	Inputs
	counties Y2-3.	partners for support (e.g. CRS and PACT provide S/T accounting support). 3.5.6 Training 3.5.7 Consultations 3.5.8 Fund disbursements. 3.5.9 Project implementation activities (as set out in plans and project proposals). 3.5.10 In-kind contributions from communities. 3.5.11 Monitoring and reporting; "learning" activities".	
4. Government perceived as effective and legitimate Indicators: **Southern Sudanese Confidence in Local Government** *Baseline:* S Sudan experience entails minimal civil authority presence and highly-centralized military rule during the war; dependence on external actors for resource mobilization and service delivery. *Target:* In 30 counties community leaders and civil society consider LG an important player in their socio-economic and political lives and that they can hold it accountable for democratic behavior and performance.	4.1 *Public Information & Consultation* — Key stakeholders and members of the public have access to key policy deliberations and decisions. - A detailed communication and consultation strategy will be developed (interim strategy Q1-Y1 and comprehensive strategy Q3-Y1). 4.2 *Civic Education re Local Governance* -- LG officials trained in relevant issues of policy, Act, etc., and their role and responsibilities in local governance. - Phased training: 10-20 counties Y1; minimum 30 counties Y2; follow-up	4.1.1 LG Newsletter 4.1.2 Dissemination of summaries of (e.g.) Act, Framework, Planning Systems etc. (in different languages and in user-friendly formats). 4.1.3 Consultation sessions (also incorporated in Planning Guidelines – 2.2 above). 4.2.1 Training design, delivery and evaluation.	- Technical assistance. - Printing - Translation - National consultants. - Travel, venues, DSA, training materials, translation, other logistics. - Radio and newspaper programs

Intended Outputs	Output Targets	Indicative Activities	Inputs
	training Y3; (balance of counties TBD).		
	4.3 Civil Society – Community Dialogue – Initiatives to play active role in ensuring that LG address local needs and concerns and communities can hold LG entities accountable.	4.3.1 Sudanese CSO-supported community dialogues and media related to local governance and recovery issues (radio, newspaper, dramas, etc.). 4.3.2 Independent Sudanese civil education re participation in local planning processes.	- TA - Training
	4.4 Independent Feedback – Periodic opinion polls to track changing attitudes and views of performance, etc.	4.4.1 Polls conducted. 4.4.2 Results deliberated and disseminated.	- Sub-contract - Printing.

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SECTION IV: Other Agreements

In addition to an agreement between UNDP and GoSS, agreements will be reached as followed:

1. A detailed terms of reference to guide the working relationship, decision-making and other responsibilities between the 4 partners covering, *inter alia,* (see attached Annex D):
   - Guiding principles
   - Geographic distribution of responsibilities for implementation at county level
   - Decision-making mechanisms for management of programme (possibly in form of more detailed TORS for PSC and PTC as attachments).
   - Role and services provided to the programme by UNDP, and mechanisms for accountability for performance. [Is the "Management Services Agreement" approach a good model for this?]
   - Careful delineation of UNDP's rights and responsibilities as custodian of funds.
   - Commitments of all three to provide inputs, most importantly to the PSC and PTC (other agreements cover county-level implementation commitments).
   - Mechanisms for dealing with disputes (if not settled by PSC).
   - Note the existence of separate agreements for PACT and CRS as recipient of funds (see below)
   - Reference to Programme Doc as part of MOU and official means for its amendment, and commitment of the partners to being guided/governed by the programme strategy and structures therein.
   - Financial arrangements for admin costs and any cost-recovery

2. UNDP with both 2a. PACT and 2b. CRS:
   - This would be a fairly standard type of agreement about disbursements, reporting and approving tranches, M&E, authorities (hiring, firing, spending, etc.), standards of behavior. Many elements would be largely defined by the main programme document.

SUMMARY OF LGCR PROGRAMME DEVELOPMENT PROCESS

Since late-2003, UNDP has actively supported an evolving process of Local Government development in South Sudan. The process began with the first steps in developing a Local Government Framework (LGF) which is the main policy document representing current local government thinking in South Sudan. Work was initiated on its preparation in October 2003 when a Focal Point for Local Government and Civil Administration was set up by Cdr Daniel Awet Akot, Commissioner for Local Government, Judiciary, Legal Affairs and Law Enforcement Agencies. The Focal Point was later renamed the Local Government Technical Team of the SPLM and was tasked with the responsibility of taking forward the essential policy development and legislative work that will lay the ground for a much more extensive programme of capacity building and local government led recovery.

The Technical Team met over a period of time in Rumbek to draft the Local Government Framework. UNDP and the British Council supported the work of the Technical Team, which involved field research, brainstorming sessions, workshops and study tours to neighboring counties. Consequently, a series of drafts of the Local Government Framework were produced. The current Local Government Framework document is in its Fourth Draft and has played a significant role in focusing ideas about local government in the South Sudan. The draft has been widely disseminated across all counties and sectors of South Sudan with a view of incorporating views and fundamental policy decisions of the SPLM in a Fifth Draft which is expected to be transformed into the Local Government Act. As stated in that document, the SPLM want to establish local government that is decentralized, democratic, efficient, effective, accountable and gender sensitive. Key principles of this approach include recognition of diversity, subsidiarity (power devolved to the lowest possible level) and the use of locally generated funds for local benefit. The SPLM also wish to acknowledge and incorporate traditional authority and customary law into any local governance framework. Further work on this issue is currently underway and has entailed extensive field visits throughout South Sudan.

In response to the Local Government Framework a consortium of support agencies – UNDP, CRS and PACT -- facilitated the development this programme, i.e., the Local Government and County Development Programme. Extensive consultative meetings with representatives of the Local Government Secretariat and other stakeholders took place. This culminated in workshop held in Rumbek from 22-25 November 2004 which involved senior SPLM Commissioners, SPLM Regional Representatives, seven County Secretaries, members of Secretariats including Local Government, Finance, Public Service, Health and Education, and representatives of seven donor and support agencies.

The following major issues were addressed in this workshop:
-   The main problems the proposed Local Government Recovery and Development Programme (LGRDP) intended to address,
-   The main programme components – local recovery and development plans, a local government recovery and development fund, and local government capacity building;
-   Criteria for the prioritization of initial participating counties;
-   Outstanding policy issues;
-   Programme co-ordination and management;

- The way forward.

This workshop was very successful in creating a vision and in identifying the key elements of support required to support essential policy and legislative work while building on support already underway for local government policy and legislative planning with SPLM. The recommendations from this workshop were then incorporated into a detailed programme proposal.

In March 2005, the SPLM held a Local Government Planning Workshop involving members of the Equatoria Political Leadership, the Local Government Secretariat, County Executive Directors, experienced county planning officers and planning consultants and external partner representatives. The workshop was initiated to explore issues of local government planning, its content, processes and structures in the context of the Peace Agreement, the Local Government Framework and the proposed Local Government Recovery Programme.

At this workshop it was regarded as essential if the Local Government Councils play an appropriate role in guiding the delivery of both external and internal recovery resources to locally identified priorities. In the absence of local government plans, local governments are likely to marginalize and their credibility undermined in the eyes of the people for years to come. The workshop assisted in developing ideas for a planning framework. More details are provided in Annex X.

PROPOSED LOCAL PLANNING FRAMEWORK:
PRINCIPLES, STRUCTURES & SYSTEMS

In March 2005, the SPLM held a Local Government Planning Workshop involving members of the Local Government Secretariat, County Executive Directors, experienced county planning officers and planning consultants and external partner representatives (including UNDP, CRS and PACT). The workshop was initiated to explore issues of local government planning, its content, processes and structures in the context of the Peace Agreement, the Local Government Framework and the proposed Local Government Recovery Programme.

The following is a selection of key sections of the Report of the Yei Workshop (May, 2005), annotated for the purposes of this project document. .

At this workshop it was regarded as essential that Local Government Councils play an appropriate role in guiding the delivery of both external and internal recovery resources to locally identified priorities. In the absence of local government plans, local governments are likely to be marginalized and their credibility undermined in the eyes of the people for years to come. The workshop assisted in developing ideas for a planning framework. The following summary of the some of the key findings provides an overview of current thinking about local government planning in South Sudan.

SUMMARY OF WORKSHOP FINDINGS

- Endorsed the need for Area Based County Strategic Plans in all counties to guide the recovery and development process.

- Acknowledged that County, Municipal and Town Councils should be the Planning authorities and the need that this be respected.

- Acknowledged that Councils should play a lead role in all recovery planning processes e.g. area based planning and project oversight. In particular they should take up the roles of decision making, approval, oversight, monitoring, community sensitization and mobilization, especially in interactions with the SRRC and large donor driven recovery exercises whilst accepting that they don't have a significant role in direct implementation at the present time.

- Appreciated the need for exercises to build awareness in Councils and communities of the advantages of Strategic Planning and for them to own the concept rather it being imposed on them as a top down requirement. Specific issues which they regard as their main problems can be used as the entry point to this awareness creation.

- Agreed that the scope of strategic plans should include all forms of recovery and development activities, depending on local needs and priorities e.g. security, returnees, basic infrastructure (rural and urban), basic services, establishment of government and capacity building. It should also incorporate cross–cutting issues (e.g. gender, HIV/AIDS).

- Decided that plan formats should be simple especially for data collection at Boma and Payam levels – proformas where appropriate.

- Stressed the importance of the need for the wishes of the Communities to be embodied in the plans – i.e. for a strong bottom up planning process. Communities

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should also have simple community based plans which they can largely implement themselves rather than just be suppliers of data.

- Agreed that the content of strategic plans should be: 1. Introduction (including background, aims and objectives) 2. Methodology 3, Data (County Profile) 4. Analysis (Key Issues) 5. Strategies. The working group may wish to determine headings in more detail as a planning guideline.

- Discussed Strategic Planning Processes and agreed that the working group should determine this in more detail.

- Affirmed the need for manuals and guidelines etc. to guide counties and any external agencies in planning.

- Appreciated the need for plans to translate into services on the ground through specific projects and programmes, which can then be scheduled into an annual plan.

- Recognized that operational plans/annual programmes should be realistic, based on limited levels of local revenue and on activities of external agencies in the first year.

County Planning

County Planning is the **key tool** for Local Government to tackle its developmental and service delivery roles. The planning process is meant to assist the County Administrations in arriving at decisions on issues such as county budgets, promotion of local economic development, land management, service delivery, etc.

The primary function of Local Government in South Sudan is to contribute to and support measures at local and state level to secure an improved quality of life including sustained peace and recovery, attainment of economic growth, an acceptable standard of living, and a satisfactory physical environment for living and working. The Governance principles of GoSS specify that policy decisions should be taken at the lowest level possible, nearest the people most concerned, based on the principle of subsidiarity proposed by the Local Government Framework document.

Local Government is responsible for improvement of governance and delivery of public goods and services within the ambit of the authority devolved or decentralized to it under the Local Government Act or other relevant Laws.

The purpose of County Planning is therefore to provide a framework for a fast and effective economic recovery programme for the County and for more efficient and effective delivery of services. Specifically the objectives of County Planning are to:

- Promote the economic, infrastructural and social development of the Council area;

- Formulate long and short term plans and policies for the area which are also consistent with national policies. These plans should be prepared through a bottom up/participative process. Higher plans should incorporate lower plans. Plans should incorporate the activities of NGOs where they are relevant to public sector development or service responsibilities;

- Prepare an Annual Plan for their area derived from the Long Term Plan, the proposals of which should be incorporated in the Annual Budget;

- Monitor the implementation of development plans and policies;

- Compile and maintain planning databases and information systems for the area;

- Forward plans to higher levels of government;

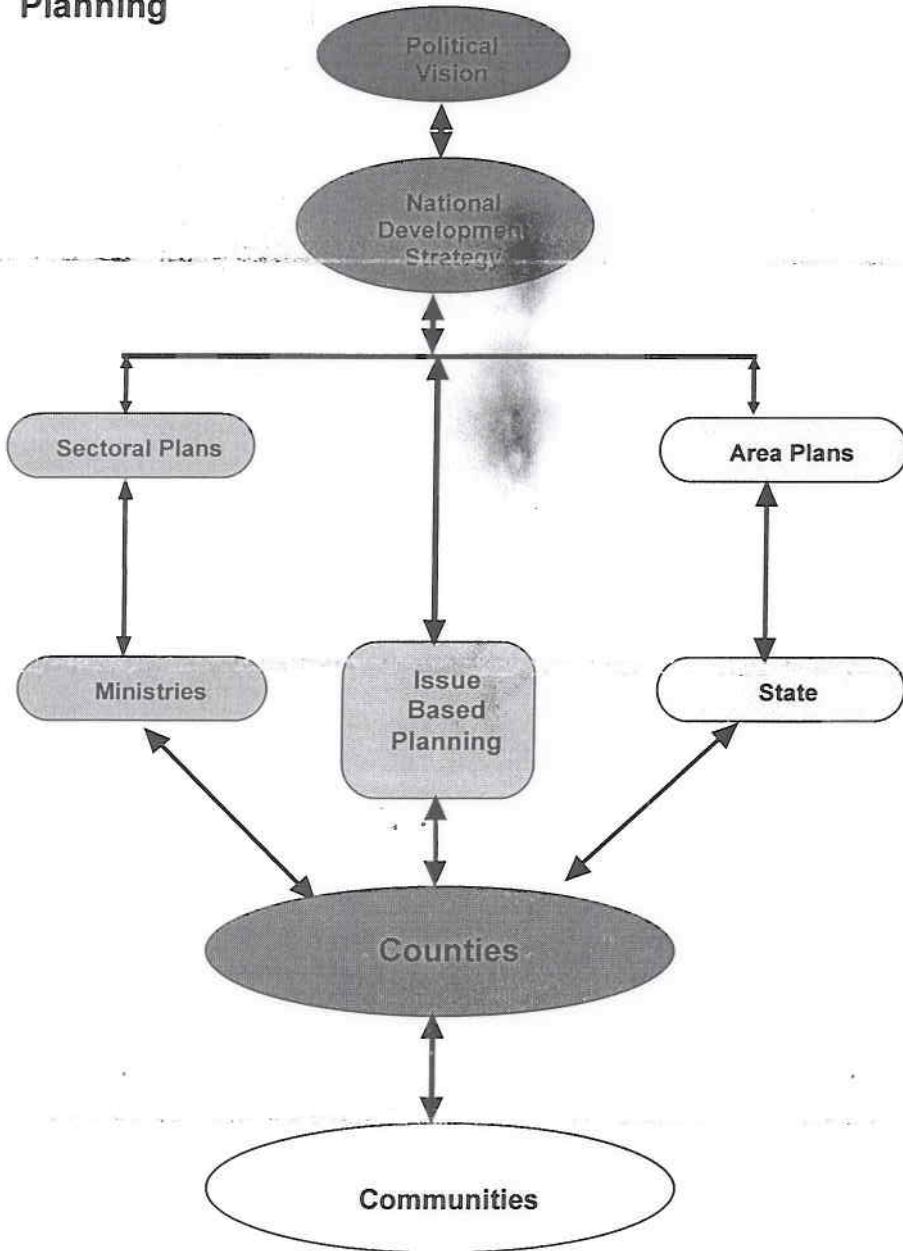- Facilitate the annual review of the Budget and Annual Programme

Relationship with National and Other Planning Systems

The group recognized that County Planning will not be promoted and managed in a vacuum. Based on discussions during the week, especially contributions from the Ministry of Finance and Economic Planning, the group developed its own vision of these relationships as shown in the diagram below. The essence is that GOSS is a federal state, guided by the political vision. This Vision is to be translated into tangible goals and objectives through the National Development Strategy which MOFEP will prepare. The National Development Strategy goals and objectives are to be realized through Sectoral Plans and Area Plans, with the former implemented through ministries and the latter through states and counties. Both plans should converge at County and community levels.

It was further recognized that sector plans over time will provide specific legal, procedural and content restrictions on County Plans (balanced with flexibility for local preference and conditions). For example, sectors will set standards for the delivery and management of services such as health and education. The sectors will also impose certain procedural requirements – whom should be consulted, how and why. The County Planning will need to be alive to all these issues and hence the planning process will devote considerable energies to the alignment of ministry/sector and county area/integrated plans. Ultimately, however the planning process at this level will attempt to create links and dialogue between the two.

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The Vision and Types of Planning

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                    Political
                     Vision
                       ↕
                   National
                  Development
                    Strategy
                       ↕
    ┌──────────────────┼──────────────────┐
    ↕                  ↕                   ↕
Sectoral Plans                         Area Plans
    ↕                                      ↕
 Ministries          Issue               State
                     Based
                   Planning
    ↘                  ↕                  ↙
              Counties
                 ↕
           Communities
```

4

Planning Organization: Roles and Responsibilities

A variety of organizational alternatives were presented during the week. The central discussion was on planning units. What were they? What was their composition? How could they work and deliver planning? These questions were crucial because it was important to consider:

- *Capacities and costs.* Most counties face serious capacity constraints. In such circumstances there may be merit in allocating certain challenging tasks which require scarce resources to a higher level rather than trying to provide such scarce and expensive resources in each small place. This is the role to be played by Planning Facilitators deployed at the State level.

- *Link between planning and implementation.* Planning decisions have to be transformed into programmes/projects and budgets by those charged with implementation. The planning process is also meant to influence the management of implementation. This is the role to be effectively played by the County Planning Facilitators.

- *Co-ordination.* To the member of a community or village, the major concern is improvement in the standards of living and attainment of peace and security. It is immaterial whether this comes through Ministry of Education, Health, or the County. If resources were not scarce, one could say let each institution do its own thing and deliver services to the best of its ability? There is need for the county planning council to coordinate the use of scarce resources and decide on the personnel and actors appropriate for doing so.

- *Closeness to people and places.* Planning has to take the realities and needs of the people and conditions of different locations into account. Counties have a responsibility for this and it is the role to be played by their Planning Staff who are inside and are responsible to county needs and sentiments on the ground and capable of delivering on behalf of the county.

- In response to the overriding planning issues, the group came up with two fundamental recommendations:

    o The political leadership of the county must be responsible and accountable for county planning decisions and must employ facilitators and planning staff to assist them in this role.

    o Everybody else, including ministry agencies operating in the LG Councils, NGOs, CBOs, and community members must assist the political leadership to reach sound decisions regarding the nature and scope of planning and development in any given County.

The resultant organizational structure proposed for the Counties is illustrated in the diagram below and described in more detail in the following paragraphs.

In the above diagram, the following are the key structures and actors in the planning process:

County Planning and Development Committee:

The County Planning and Development Committee is the key synthesizer of planning issues and decisions to provide needed political legitimacy to the county plans and programs proposed and submitted by the county planning unit. Upon approval it submits its recommendations to the local Legislature. The County Planning and Development Committee shall consist of 13 members, namely:

- County Commissioner (1)
- Chairperson and Deputy of the Local Legislature (2)
- Chairpersons of the Council Standing Committees (Finance, Education, Security etc.) (7)
- Representative of Civil Society (1)
- Representative of the Private Sector (1)
- Representative of the Development partners (1)

The Planning and development Committee will be technically guided and advised by the County Planning Unit during the planning and developmental committee meetings. Procedurally, the County Executive Director will present the development plan and program to the County Planning and Development Committee. He and his Heads of Departments will be ex-officio members of the Committee.

County Planning Unit

The major work in assembling the plan and aligning it with sector policies, community area needs, Civil Society and Private Sector plans, will be done by the County Planning Unit as shown in the diagram below.

The Unit consists of:

- County Executive Director as chairperson
- All heads of County Sectoral Departments
- The Director of Planning and Development as the Secretary

The Executive Director on the recommendation of the Head of The Planning Department may invite officials from ministries, agencies, CBOs, Private Sector and NGOs to assist in the assembly and completion of the plan.

County Planning and Development Department

The County Planning and Development Department shall have the following divisions:

o Socioeconomic Development Planning
o Town planning/Urban Development
o Community Development

The Department will on a day to day basis coordinate with other County Departments, ministries, NGOs and liaise with civil society. The Department has the responsibility to ensure that the County development agenda is on track.

Comprehensive Terms of reference for these structures will be developed through the planning guidelines which should be complete by end of March 2005.

Planning Guidelines

The group debated the form and scope of the guidelines and agreed that the guidelines will be:
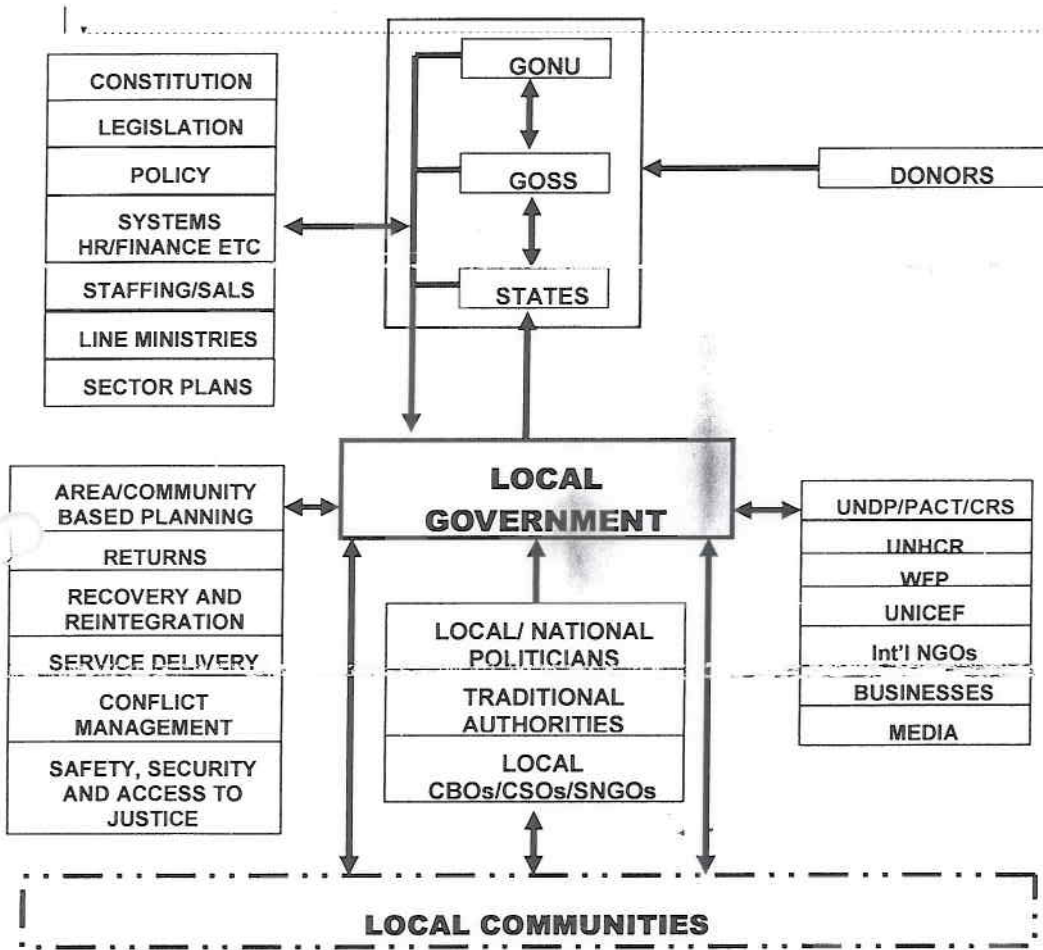
- Simple
- Flexible to allow for learning processes and opportunities and for the incorporation of new ideas, innovations, etc
- Contain a minimum degree of uniformity to provide space for a certain common ground, common rules and common language as well as to enable the LGS to supervise the nascent process
- Developmental in outlook to address the pressing problems of recovery and development and delivery of services
- Action oriented to recognise that planning is not an end in itself but a tool to arrive at more appropriate, effective and speedy delivery of services to the people.

The group further agreed that the guidelines should be aimed at all the actors in the process not just planners. It was resolved therefore that the guidelines be in three parts:

- Part 1 is to be directed at the general reader in that it will define and explain the form and content as well as organization of County Planning. It will present a wide range of stakeholders with opportunities for identifying appropriate entry points to the planning and development process at County level.

- Part 2 is to be directed at the planning officers who will be engaged by the Counties. It presents the planning process as well as the different stages in that process. While the officers will go through an Induction Programme, they will still need some references to assist them when they are on their own in the offices. The section material will be supported by Annexes that will present some of the techniques that can be used as well as the procedural forms to aid the planning task.

- Part 3 is directed at the County Authorities (District Commissioners, County Executive Directors, etc.) who will manage the planning and development process. It is necessary that all organs of the County be involved in the planning and development exercise. It does not only guarantee the legitimacy of the exercise but also ensures that planning is used as a successful tool for county administration and development.

The guidelines will be developed by the Consultant with a draft circulated in the second quarter of 2005.

**An illustration of Actors & Functional Linkages
Ultimately Influencing Local Governments**

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CONSTITUTION	
LEGISLATION	
POLICY	
SYSTEMS HR/FINANCE ETC	
STAFFING/SALS	
LINE MINISTRIES	
SECTOR PLANS	

GONU

GOSS

STATES

DONORS

LOCAL GOVERNMENT

AREA/COMMUNITY BASED PLANNING
RETURNS
RECOVERY AND REINTEGRATION
SERVICE DELIVERY
CONFLICT MANAGEMENT
SAFETY, SECURITY AND ACCESS TO JUSTICE

LOCAL/ NATIONAL POLITICIANS
TRADITIONAL AUTHORITIES
LOCAL CBOs/CSOs/SNGOs

UNDP/PACT/CRS
UNHCR
WFP
UNICEF
Int'l NGOs
BUSINESSES
MEDIA

LOCAL COMMUNITIES

9

RISK & RISK MANAGEMENT STRATEGY FOR LGCR PROGRAMME:

RISK FACTORS		RISK MANAGEMENT STRATEGY
A. MACRO-POLITICAL & CONFLICT FACTORS		
A.1 *Potential renewal of North-South conflict.* While the situation is currently positive it is generally unpredictable. Renewal of the conflict would change or halt donor activity.	P=M I=H	▪ Closely monitor situation; adjust or close program if necessary.
A.2 *Outbreak of significant intra-South fighting.* Southern politics remains somewhat fractious. Depending on the scale and geographic scope, this could prevent or interrupt implementation.	P=L-M I=H	▪ Closely monitor. ▪ Use good offices to promote dialogue. ▪ Use "conflict sensitive" approach within program. ▪ Response depends on scale of problem, possible to limit geographic locations, if necessary and practical.
A.3 *Delays (especially if apparently intentional) in implementation of CPA.* This could lead to delays in major policy decisions re establishment of government, policy decisions and in financial flows.	P=M I=M	▪ UNDP and partners work closely with principals and the international community to deal proactively with bottlenecks.
A.4 *Powerful SPLM actors undermine local government.* This could take many forms and dimensions. The ability and willingness of the SPLM to make the transition from a centralist military posture to a democratic political party remains untested. Much depends on their willingness to allow autonomy at local levels (i.e., limit interference) while supporting with financial resources and capacity building.	P=M I=M	▪ The program has been developed with intense involvement of senior SPLM officials, and has a very senior member of the Leadership as a champion. ▪ Depending on severity of situation, program could operate where opportunities inevitably will exist, but in downsized and limited scope.
B. POLICY FACTORS		
B.1 *Proposed planning modalities not supported by GOSS and/or sectors.* The question is the extent to which there will be tendency to centrally control funds and decisions.	P=? I=M	▪ Advocacy and close collaboration with Finance, donors and other influential stakeholders. ▪ Adjustments can be made without compromising basic intent of the programme, depending on degree of problem.
B.2 Roles of NGOs (especially international) remains controversial and sensitive. If roles are overly curtailed it could hinder LGCR implementation per se but also downstream processes of delivering recovery benefits. Current dialogue on NGO Framework is a positive sign.	P=M-L I=M	▪ This raison d'etre of this programme and its strategy components are to build strong Sudanese ownership and control of processes that risk being dominated by external actors, while taking a practical approach to ensuring that the "peace dividend" reaches the people of S Sudan.
B.3 *Role of LG in recovery not supported by donor behavior.* Donors potentially circumvent or pay lip service to LG in design and delivery of their programmes.	P=M I=M	▪ Strong emphasis on advocacy and coordination. ▪ Employ UNDP coordination functions. ▪ Planning "Guidelines" will include requirements for all external actors to mainstream local government and community capacity building in all donor programmes in post-conflict S Sudan. ▪ "Name and shame"

RISK & RISK MANAGEMENT STRATEGY FOR LGCR PROGRAMME:

	RISK FACTORS		RISK MANAGEMENT STRATEGY
B.4	*Lack of intergovernmental coherency.* The technical (as opposed to political) working relationships between levels, formally, remain unclear, and the reality on the ground has yet to emerge. Intergovernmental relations are a specific capability in their own right. The ability to integrate vertically with sectors and in finance matters is critical to this programme. The question is where the situation will emerge on a spectrum from bad to good, in order to allow significant progress on the programmes objectives.	P=M I=M	• This issue needs to be integrated in all systems, training and advocacy elements of the programme.
C.	**TECHNICAL SYSTEMS & SKILL FACTORS**		
C.1	*Challenges in staffing in key LG positions.* It is expected that it will be difficult to find, attract and retain qualified staff, especially in more remote locations. There will be significant variation geographically. It is important to address the challenges of getting support to "disadvantaged" areas.	P=M I=M	• Care and significant resources will be applied to training, technical support and mentoring. The training, facilitation and learning-by-doing strategies are critical, and will be carefully monitored by senior staff and the steering committee. Training and systems need to emphasize simplicity and practicality (i.e., appropriate to target groups and needs). Higher-level skills will be developed over the longer term. Great care needs to be taken in finding right source for training that can be delivered in a timely manner and effective in this context. • Careful coordination with Public Service Secretariat.
C.2	*Programme staff.* Attracting and retaining sufficient numbers of qualified staff to work in remote locations with difficult living conditions and limited amenities, working in stressful jobs, will be a challenge. Mixture of competencies being sought is also a challenge.	P=M I=M	• Significant resources applied to recruitment, nationally, regionally and internationally. • The program will invest in upgrading otherwise good candidates. • Senior staff will focus significant attention on retention and performance of county facilitators (i.e., the frontline), including mentoring to extent possible. • May need to re-configure capacity building support in future, once realities are tested.
C.3	*Low starting point of financial management systems and capacity.*		• The prior existence of some minimum form of financial management is critical. It may be necessary to rely on international partners for some basic financial management services support for the first 1-2 years.
C.4	*Coordination of Partners.* The international partners come from different traditions; the LGS will have very heavy work load and responsibilities -- i.e., ability to be jointly-effective in such a complex and ambitious programme remains untested).		• The PST, advisors and monitors, etc. will have to address this issue explicitly on a regular basis. • LGS is recognized as the lead / principal partner.

RISK & RISK MANAGEMENT STRATEGY FOR LGCR PROGRAMME:

RISK FACTORS		RISK MANAGEMENT STRATEGY
D. INFRASTRUCTURE		
D.1 *Ability to physically implement activities is a challenge, especially in some areas.*	P=H I=L	▪ This is a basic operating reality in S Sudan and has been for some time. All plans will need to be realistic, well-informed and accommodating of the implications for pace and timing of implementation. Significant resources are dedicated to the project for improving infrastructure (especially communications and transport), accommodating difficult travel, etc.
C.1 *Unproven systems to management and security of assets (vehicles, equipment, etc.). There will be heavy level of new assets going to entities relatively inexperienced in managing their security and sustain their upkeep, etc.*		▪ Procurement specialist is being hired to advise on this issue.
E. OWNERSHIP & SUSTAINABILITY		
E.1 *Overdependence on external TA. If not very careful there will be little or no capacity left behind.*		▪ This issue will be treated as top priority for PSC, PM, etc. Adding real incentives and discipline (including external) in this respect will be considered.
E.2 *Basic principles are not internalized.* Leaders and citizens alike need to internalize new attitudes and ideas about the role and nature of government accountability, etc.		▪ Output 4 is aimed at this issue.
F. PROGRAM DESIGN & MANAGEMENT		
F.1 *Conflict over resources. Some jurisdictions and individuals will receive extensive resources, which could create appearance of political or other biases.*		▪ Significant attention and resources go into communications and transparency generally (e.g., about selection and timing of interventions in different counties). ▪ Apply PCIA lens at all times.

Terms of Reference
Steering Committee of the
Local Government Recovery Programme (LGRP)
For Southern Sudan

A. Purpose & Scope of these ToRs

1. This ToRs will guide the partnership among the four parties listed in the next paragraph, to serve as the basis for an effective working relationship for implementation of the Local Government Recovery Programme (LGRP), according to the "LGRP Programme Document", as finally approved by the UNDP Head of Office for Southern Sudan (following approval of the LPAC).

2. These ToRs are an integral part of the Local Government Recovery Programme, as Annex D.

3. The parties of the Steering Committee include: (1) Local Government Secretariat of the SPLM (or its successor under the GoSS), (2) the UNDP Office for Southern Sudan, (3) CRS and (4) PACT. All parties are committed to achieving the results set out in the Programme's "Results and Resources Framework" and to be guided by the budget and "Management Arrangements" set out in the Programme Document. The "LGRP Programme Document" and any subsequent revisions to it must be approved by the Head of Office as recommended by the LGRP Steering Committee. Other parties will be invited by the Head of Office on the recommendation of the other Members of the Steering Committee.

4. Parties are required to delegate representatives with sufficient experience and decision-making authority in order to fulfil the prescribed roles affectively as set out in Part 1.3 of the LGRP ProDoc.

B. The Role and Status of LGS (or its Successor) as Principal Partner

5. While this is a four-way relationship, all signatory parties recognize the different status of the LGS (or its successor) as a principal party, while the three (international) partners are agents in this arrangement. While decisions by Programme Steering Committee will be on consensus basis, the international partners hereby express their willingness to defer when appropriate to the LGS (or its successor) as the party representing the Government of Southern Sudan.

iii. The parties are committed to effective and appropriate means of participation of and true engagement with all stakeholders affected by the LGRP.

iv. The parties commit themselves to ensuring their staff and representatives operate with integrity and transparency at all times.

v. The parties are committed to promotion of local ownership and capacity development as overriding objectives of the LGRP.

F. Management Arrangements

11. This refers to strategic decision-making as well as staffing, programme management and reporting systems, monitoring and evaluation systems, and other day-to-day management arrangements. The partners referred to in paragraph 3 above are committed to the relevant sections of the "LGRP Programme Document" as finally approved by the Steering Committee, including but not limited to Part 1.3, "Management Arrangements".

12. *Revisions* – As with all elements of the "LGRP Programme Document", all additions or revisions to "Management Arrangements" must be approved by a meeting of the Programme Steering Committee, recorded in the Minutes, which will then act as an attached revision to this MOU.

13. *Staffing* – Most staffing decisions will be made by the respective partners as per bilateral contracts and other UNDP procedures. The UNDP will make maximum effort within the rules for staff matters to include the views of the other parties.

G. Resource Mobilization & Related Financial Issues

14. All parties will make efforts to raise funds in support of the LGRP. All parties will endeavor to raise funds to be channeled through UNDP as a matter of preference over separate funding channels. All parties will keep the other parties informed of activities they undertake related to resource mobilization for LGRP. The UNDP will coordinate this process.

15. In the case that "separate" funds are acquired for LGRP-related activities (though these would not be strictly speaking part of LGRP by virtue of not being channeled through UNDP), the parties agree to maintain uniform structures and reporting systems in conformity to the needs of the UNDP-executed programme so that the Steering Committee can ensure consistent implementation and so that financial and other reporting can be combined easily. Specifically, the parties agree as follows:

i. There will be no more than a total of 25% of total "separate" funding received by the partners for LGRP implementation will be outside the overall LGRP budget.

ii.   There will be no tying of such funding other than the recipient mechanism. The LGRP results framework, management systems, methods, budget, work plans and decision-making mechanisms, etc. will all still apply. This includes, but is not limited to, provision that the Programme Steering Committee must approve the agreement between the donor and recipient.

iii.   In order to avoid proliferation of agreements, of reporting requirements and other unwarranted complications, separate agreements must be valued at not less than US$ 500,000 for programme expenditure (i.e., expenditure against the LGRP budget).

iv.   Parties receiving separate funds will be required to integrate financial and narrative reporting of these activities clearly with all reports required under the LGRP.

v.   There will be a proportional reduction in the share of the pooled funding available to the party that benefits from separate donor funding.

vi.   The Steering Committee will review and revise these parameters if conditions warrant.

H.   Geographic Distribution of Funds

16.   The initial plan is for the LGRP to operate in 30 counties, covering all 10 states in Southern Sudan. Some activities may include other counties. At the end of the first full year of LGRP's operation, the Steering Committee will review the potential for geographic expansion.

17.   The initial 30 counties and the international partner that will take lead responsibility for managing implementation are as follows:

18.   It is recognized that access to resources is a political as well as technical process, and one that is potentially conflict-ridden. The LGS (supported by other members of the Steering Committee) has a special role to play in ensuring that implementation is undertaken in a politically-sensitive manner. Equity is an over-riding consideration. However, the practicalities of capacity, security and other considerations means that resource can not and will not be distributed equally at all times. Through the Steering Committee, special efforts will be made to ensure care and transparency in this respect, including strong efforts to communicate the reasoning behind how resources are spent and distributed.

I.   Bilateral Contracts

19.   The funding relationship between UNDP and (1) PACT; (2) CRS and (3) LGS (or its successor) will be governed by separate contracts under standard UNDP procedures and negotiations.

20. Initial funding estimates set out in these contracts will be for based on shares of the LGRP budget line items. However, as the LGRP budget will be based on estimates and in many cases averages across all states and counties, and given that conditions and costs will vary geographically, the Programme Manager will negotiate actual disbursements on behalf of the Head of Office and in consultation with the Steering Committee as necessary. All disbursements are subject to available funding.

J.   Procurement

21. In order to provide for accountability for performance by the partners contracted by UNDP (i.e., CRS and PACT), all partners will have the prerogative of undertaking their own procurement, subject to UNDP requirements as set out under the bilateral contracts and as approved by UNDP channels.

K.   Profile and Recognition

22. With respect to the LGRP activities, all publications and other opportunities for recognition will include equal profile for all four of the parties listed in paragraph 3 above. Where it is an activity, publication, event, etc. that is strictly limited to the scope of activities of one of the parties this is not required. If there is any uncertainty re the requirements with respect to such matters, the LGRP Programme Manager should be consulted before any decision is made by any of the parties.

23. With respect to related official government documents that are part of the LGRP implementation, it is recognized that equal profile may not be appropriate. In such cases the LGS/GoSS and other government bodies are encouraged to recognize the contribution of the LGRP (including its 4 parties with equal profile) in an appropriate manner.

L.   Administrative Fees

24. All administrative fees charged under the LGRP will be included in the LGRP budget as set out in the Programme Document to extent possible. It is noted that these may at times require negotiations with donors and may not be followed strictly, but will be used as aggregate targets.

25. These will include the following:

   i.   The UNDP "GMS Fee" of 5% will be applied to all expenditures.

   ii.   The UNDP Implementation Support Services Fee of 7% will be applied to all expenditure.

   iii. Overhead-related costs and charges will be negotiated with contracted parties, including but not limited to a share of ii above.