

SUDAN RECOVERY FUND - SOUTHERN SUDAN

Joint Programme Document

Programme Title: Jonglei Stabilization Programme (JSP)

Joint Programme Outcome: Increased security and reduced level of ethnic conflict in Jonglei State

Duration:	18 months (1 year, 6 months)
Anticipated start/end date:	15/11/2010 – 31/05/2012
Fund Management Option:	Pass Through (AA-UNDP)
Lead Agency:	▪ UNDP (Oversight)
Participating UN Organizations:	▪ UNDP (Output 1) ▪ UNOPS (Output 2)

Total est. budget*:	USD 17.75 million
Out of which:	
1. Funded Budget:	USD 17.75 million
2. Unfunded Budget:	
*Includes both programme costs and indirect support costs	

Sources of funded budget:

- Sudan Recovery Fund: USD 17.75 million

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ACRONYMS

AA	Administrative Agent
CBO	Community Based Organization
CPA	Comprehensive Peace Agreement
CPAPs	Country Programme Action Plans
CSAC	Community Security and Arms Control project
DAs	Dangerous Areas
DDR	Disarmament Demobilization and Reintegration
ERW	Explosive Remnants of War
ERW	Explosive Remnants of War
GONU	Government of National Unity
GoS	Government of Sudan
GoSS	Government of Southern Sudan
ICSS	Interim Constitution of Southern Sudan
IDP	Internationally Displaced Person
IMAC	Inter Ministerial Appraisal Committee
J-MoF	Jonglei State Ministry of Finance
J-MoIC	Jonglei State Ministry of Information and Communication
J-MoPI	Jonglei State Ministry of Physical Infrastructure
JPD	Joint Programme Document
JSP	Jonglei Stabilization Programme
JSSC	Jonglei State Steering Committee
LIS	Landmine Impact Survey
MDTF-SS	Multi-Donor Trust Fund-Southern Sudan
MoFEP	Ministry of Finance and Economic Planning
MoTR	Ministry of Transport and Roads
MoU	Memorandum of Understanding
NGO	Non Governmental Organization
OECD -DAC	Organization for Economic Co-operation and Development - Development Assistance Committee
POC	Preliminary Opinion Collection
PUNO	Participating UN Organization
SAC	Survey Action Centre
SBAA	Standard Basic Assistance Agreement
SC	Steering Committee (SRF-SS, Juba)
SHA	Suspected Hazard Area
SMSU	State Management Support Unit
SPLA	Sudan Peoples' Liberation Army
SPLM	Sudan Peoples' Liberation Movement
SRF	Sudan Recovery Fund-Southern Sudan (or SRF-SS)
SSRD	South Sudan Reconstruction and Development Fund Commission
SSRRC	South Sudan Relief and Rehabilitation Commission
TA	Traditional Authority
TS	Technical Secretariat (SRF-SS, Juba)
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNMAO	United Nations Mine Action Office
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteer
UXO	Unexploded Ordnance

1. EXECUTIVE SUMMARY

1.1	National Goal(s):	<ul style="list-style-type: none"> ▪ Sustain peace and stability through the continued implementation of the CPA, Darfur Peace Agreement and Eastern Sudan Peace Agreement, whilst safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community based on mutual trust.
1.2	UNDAF Outcome:	<ul style="list-style-type: none"> ▪ By 2012, the environment for sustainable peace in Sudan is improved through increased respect for rights and human security, with special attention to individuals and communities directly affected by conflict National Priorities: GONU Five-Year Plan: Sustain peace and stability while safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community; GoSS Budget Sector Plans: Build a society that is inclusive, equitable and peaceful; effective and efficient armed forces; freedom from landmines/ERW; effective DDR of ex-combatants.
1.3	Country Programme Outcome:	<ul style="list-style-type: none"> ▪ Post-conflict socio-economic infrastructure restored, economy revived and employment generated.
1.4	JSP Outcome	<ul style="list-style-type: none"> ▪ Increased security and reduced level of ethnic conflict in Jonglei State.
1.5	Target Areas(s):	<ul style="list-style-type: none"> ▪ Bor, Akobo and Pochalla Counties in Jonglei State, Southern Sudan.
1.6	Strategy:	<ul style="list-style-type: none"> ▪ Integrated, labour based and mechanized approach to road construction for generating employment and preventing conflict. ▪ Establish Jonglei State Radio Station to strengthen State communication with the public on peace-building and security issues. ▪ Capacity building of State Ministries.
1.7	JSP Output(s):	<ol style="list-style-type: none"> 1. State managed radio station established in Bor, Jonglei [UNDP]. 2. 170 km Akobo-Pochalla road constructed, without surfacing [UNOPS].
1.8	Beneficiaries:	<ul style="list-style-type: none"> ▪ All resident ethnic groups/tribes of Jonglei State.
1.9	Donor(s):	<ul style="list-style-type: none"> ▪ SRF: DFID-UK & the Netherlands
1.10	Management:	<ul style="list-style-type: none"> ▪ SRF Steering Committee (supported by the SRF Technical Secretariat) ▪ Pass-Through (Administrative Agent – UNDP) ▪ Jonglei State Steering Committee (JSSC) ▪ Lead Agency: UNDP (Oversight & Output 1 [Radio]) ▪ PUNO: UNOPS (Output 2 [Road])
1.11	Budget:	<ul style="list-style-type: none"> ▪ USD 17.75 million: <ul style="list-style-type: none"> ○ UNDP – JSP Output 1 (Radio): USD 2 million ○ UNOPS – JSP Output 2 (Road): USD 15 million ○ Oversight – JSP Lead Agency (UNDP): USD 750,000

2. SITUATION ANALYSIS

2.1 Demography & Geography

Jonglei is the largest state in the semi-autonomous region of Southern Sudan's ten states, covering a surface area of approximately 125,000 km², with an estimated population of 1.5 million. It is bordered by Ethiopia to the east, Upper Nile State to the north, Unity and Lakes States to the west, Central Equatoria to the south west and Eastern Equatoria State to the south. The population is ethnically diverse, comprised of six Nilotic ethnic groups: the Dinka, Nuer, Murle, Anyuak, Kachipo and Jie.



Ethnic communities occupy largely homogenous parts of the state. The "Lou Nuer" are primarily from Akobo, Nyirol, and Wuror Counties – a band stretching across north-central and eastern Jonglei. The "Dinka" inhabit the south-western portion of the state: Duk, Twic East and Bor Counties, including the state capital of Bor. The Murle – a minority clan – occupy Pibor County. The "Anyuak" are from Pochalla County, but also reside across the border in the Gambella region of Ethiopia.

2.2 Economy

Like the rest of Southern Sudan, Jonglei's inhabitants have suffered from 22 years of civil war, resulting in collapsed socio-economic infrastructure as well as both internal and external displacement of its residents. It is considered to be among the most underdeveloped regions in the world. Conflict, drought, insecurity and lack of infrastructure have constrained access to markets and resources; thereby, leading to an undeveloped local economy. More than 90% of the population lives within the subsistence economy, and approximately one third of the population remains food insecure; relying predominantly on agro-pastoralism and small scale fishing to sustain livelihoods.

Traditional systems, values and greater reliance on relief support, have perpetuated non-productive life styles. A barter system is the key medium of economic exchange in most of Jonglei's rural areas, where wealth is accounted for through heads of cattle – i.e. non-productive and non-yielding in economic terms. Livestock and subsistence farming is the main source of employment for more than 80% of the population. Unemployment is high, industrial enterprise is non-existent, and trade and commerce is concentrated on basic consumables and limited to a few towns. Poor transportation including roads infrastructure severely constrains economic and productive activities in the State. There is very little accurate and reliable information on poverty levels in Jonglei, as *no comprehensive economic survey of the State has been conducted to date*. However, it is estimated that 80% of Jonglei residents live below the poverty line, on less than one US dollar per day.

2.3 Environment

An estimated 80% of the "Sudd" – i.e. a swampy area in Southern Sudan - lies in Jonglei State, covering a surface of 40,000 km². The swamp is an expanse of papyrus reeds and fish resources. The flat plain in Jonglei is a treeless landscape which, like the swamp, is underlain with black cotton soils. The terrain is flat and sparsely populated with 0.8% of the total land area being used by pastoralist communities. Jonglei has a variety of natural resources, including water, petroleum, minerals, wildlife, forestry and fish, honey and gum Arabic. Bahr El Jebel River and its Tributaries traverse the state in the west, while the Akobo and Pibor rivers and other streams drain the State in the east. Jonglei has an estimated livestock population of 2.5 million. Multiple ethnic communities migrate seasonally to sustain cattle and preserve their pastoralist way of life. Jonglei is highly susceptible to droughts and floods, causing crop failure, food shortages and conflict between tribes competing for access to water and grazing areas during the dry season.

2.4 Governance

In accordance with the Interim Constitution of Southern Sudan (ICSS), the governance structure of the Jonglei State has three branches of government: an Executive, independent judiciary and a state elected parliament. The State has a Governor as the head of the Executive, a Deputy Governor and 8 appointed State Council of Ministers. State Ministries are run by a Minister and a Director General with a number of unskilled staff. The State Government's source of finance comes from oil revenue, transfers from the Government of National Unity (GoNU), Government of Southern Sudan (GoSS) and donor contributions. There is no operational system for tax collection in place. *Counties* are the second tier of governance after the State.

Jonglei State is divided into 11 Counties: Bor, Twic, Duk, Pibor, Pochalla, Akobo, Wuror, Nyirol, Ayod, Korfulus and Fangak. Each County is headed by Commissioners that are assisted by Executive Directors. County Commissioners are appointed by the President of Southern Sudan, in conjunction with the State Governor and local population. *Payams* and *Bomas* are the third tier of governance units within the Counties.

2.5 Conflict and Security

The second civil war between the Government of Sudan (GoS) and the Sudan Peoples' Liberation Movement (SPLM) started in Bor, the Capital of Jonglei State, in 1983. Although the signing of the Comprehensive Peace Agreement (CPA) ended the war in 2005, internal conflicts amongst the tribes of Southern Sudan have re-emerged during the transition period. Violent conflict among tribes have claimed some 2,500 lives in Southern Sudan in 2009 (exceeding that in Darfur) and displaced some 350,000 people, nearly twice as many as in 2008. The worst violence occurred in and around the vast, often impassable state of Jonglei. It is estimated that 115,000 persons were displaced in Jonglei alone. The security situation in the State is volatile, characterized by sporadic, violent clashes between its various ethnic groups, due to traditional differences and competition over scarce resources – i.e. food, water and land for grazing cattle.

Scarce Resources: Several Counties in Jonglei are highly susceptible to floods and drought that cause crop failure or food shortages and decimate livestock. This is one of the root causes of ethnic rivalries and violent conflict between tribes in Jonglei, as they migrate and compete for scarce resources – particularly water and land for grazing livestock during the dry season.

Cattle Rustling: The significance of cattle to Sudan’s Nilotic peoples has historically placed them at the centre of confrontations between communities. Cattle raiding or ‘rustling’ – in which cattle are stolen from neighbouring owners or tribes to replenish stocks – is common in Jonglei. This is a primary trigger of conflict between tribes, competing for access to water and grazing areas. Despite little commercial exploitation, cattle are a primary currency among pastoralist communities in many parts of the South. Cows represent wealth and social status and are used traditionally for compensation of wrongdoing and payment of dowries.

Child Abduction: Cattle raiding incidents in Jonglei usually involve the abduction of children, causing deep resentment and triggering violent retaliatory attacks amongst conflicting tribes. According to United Nations (UN) estimates, at least 370 children were abducted during the inter-ethnic violence in Southern Sudan in 2009. Interviews with affected communities in Jonglei indicate that boys are abducted to herd cattle, while girls are kidnapped for the dowry of cattle they will earn in marriage. Social exclusion of young boys is particularly acute, as, once kidnapped and assimilated, they are armed with automatic weapons to herd stolen cattle – and then socialized to participate in future cattle raids, sometimes against their tribe of origin.

Small Arms Proliferation: Jonglei remains awash with automatic weapons from the 22-year civil war. Civilians are heavily armed with small weapons and pose the greatest challenge to peace and security in the state. Disarmament remains a sensitive political issue, as disarmed communities continue to distrust neighbouring communities that have not relinquished their weapons. The proliferation of small arms during and after the recent civil war has precipitated the evolution of cattle rustling into a violent activity, as sticks and spears were used traditionally to carry out these raids. Cattle raids are far more deadly and tend to undercut traditional practices and authority. This has further contributed to the intensity of the conflict and moved it beyond cattle rustling, with larger numbers of attackers and deaths including women and children.

Landmines & Unexploded Ordnance (UXO): The United Nations Mine Action Office (UNMAO) commissioned the Survey Action Centre (SAC) to conduct a Landmine Impact Survey (LIS) in Jonglei State, from January to May 2009. Based on the Preliminary Opinion Collection (POC), there are a total of 438 bomas (communities) in Jonglei state. As shown in Table 2.5.1, the LIS identified 17 mine-impacted communities after visiting a total of 94 communities suspected of landmine and/or UXO contamination in the State. There are approximately 74,409 people living in these 17 impacted communities. Four percent of the total impacted population surveyed to-date lives in Jonglei.

Table 2.5.1: Level of Landmine Impact by County

County	Total Number	High Impact	Medium Impact	Low Impact
Akobo	1	0	0	1
Bor	4	0	0	4
Duk	2	0	1	1
Khorfulus	6	0	1	5
Nyirai	2	0	1	1
Twic East	2	0	0	2
TOTAL	17	0	3	14

There are 17 mine-impacted communities: none high, three medium and 14 low impacted, with 21 Suspected Hazard Area (SHAs).

- Of the 17 impacted communities identified, six (35%) are located in Khorfulus County.
- The survey teams reported only two recent victims from landmine incidents within a period of two years prior to the survey.
- Approximately 74,409 people are reported to be living in impacted communities and the place of origin for 144,978 Internally Displaced Persons (IDP’s) is reported to be impacted by landmines.
- Less than 5% of all SHAs have claimed a victim in the last two years.

- Over 84% of the suspected hazardous areas reported blocked access to rain fed agricultural land, roads and housing areas.
- In addition, 21 communities requested UXO spot clearance in 35 locations.
- The LIS verified 66 Dangerous Areas (DAs) from the UNMAO database and found that 24 (36%) no longer exist according to local community leaders.
- During the community interviews, 89% of the communities that were suspected by POC as having landmine/UXO contamination were found not to be affected.

It is important to consider that the low number of reported landmine/UXO victims is due mainly to the absence of surveillance, monitoring, and reporting systems in a number of areas. Limited infrastructure restricts countrywide surveillance, as several areas lack roads, communication systems, electricity and security.

IDP and Refugee Resettlement: Efforts to resettle IDPs and refugees are frustrated by the insecurity situation in Jonglei. The South Sudan Relief and Rehabilitation Commission (SSRRC) estimated that approximately 79,000 IDPs and refugees returned to Jonglei in 2009, and an additional 21,000 are likely to return by the end of 2010. The lack of basic services in the communities is likely to slow down the rate of return and the returnees may opt to stay in the town areas, causing pressure on services, facilities, security and jobs.

Infrastructure: Poor telecommunication and roads infrastructure are key impediments to an effective and timely response by State authorities and its security forces for mitigating conflict in Jonglei. The poor condition of roads has caused the isolation of several counties across the State, and limited the State Government's capacity to provide security to conflict prone areas. Most inter and intra state roads in Jonglei are impassable during the wet season, and in some cases non-existent. There is only one raised road from Bor town leading to 75 miles north to Panyagor. There are no other raised roads leading east to Pibor, Pochalla, Akobo and Boma counties.

In sum, conflict in Jonglei is triggered by traditional, tribal rivalries fueled by competition over scarce resources, climatic fluctuations that cause widespread food insecurity, perceptions of state bias and little access to justice or other recourse mechanisms, and the virtual absence of basic infrastructure and roads. Security is a paramount concern of the State Government as it affects all aspects of life in Jonglei, and is central to creating an enabling environment for conflict prevention, peace building, as well as other recovery and development initiatives across the State. The GoSS and the State Government recognize the primarily local nature of the conflict, but lacks the human, financial and physical capital and capacity for extending its authority to provide security to conflict prone areas. Therefore, stabilization interventions in Jonglei demands catalytic support to the State Government for extending its authority and proving itself a credible provider of security.

3. STRATEGIES & LESSONS LEARNED

3.1 Background

Since the signing of the CPA in 2005, humanitarian support constituted the bulk of international assistance delivered to Southern Sudan. More recently, this trend has been complemented by the introduction of longer-term developmental support, primarily channeled through the World Bank-administered Multi-Donor Trust Fund (MDTF). However, the GoSS and donor community acknowledged a gap in medium-term, recovery assistance. Therefore, agreement was reached whereby the Sudan Recovery Fund for Southern Sudan (SRF-SS or SRF) was established. The SRF-SS is a funding mechanism and joint partnership of the GoSS, the UN and donor partners.

The post-conflict recovery and reconstruction needs of Southern Sudan are immense. The SRF aims to facilitate a transition from humanitarian to recovery assistance through wide ranging support to deliver catalytic and quick impact projects for demonstrating peace dividends. In doing so, the SRF seeks to bolster the capacity of the GoSS and partners, and actively encourages the participation and empowerment of communities affected by conflict and poverty. In this regard, **key priorities** are:

- Consolidating Peace and Security
- Delivering Basic Services
- Stabilizing Livelihoods
- Building Capacity for Decentralized and Democratic Governance

A **Steering Committee (SC)** has been formed to oversee the work of the SRF. Chaired by the GoSS, the SC comprises representatives of the GoSS, development partners, UN and Non-Governmental Organization (NGO) communities.

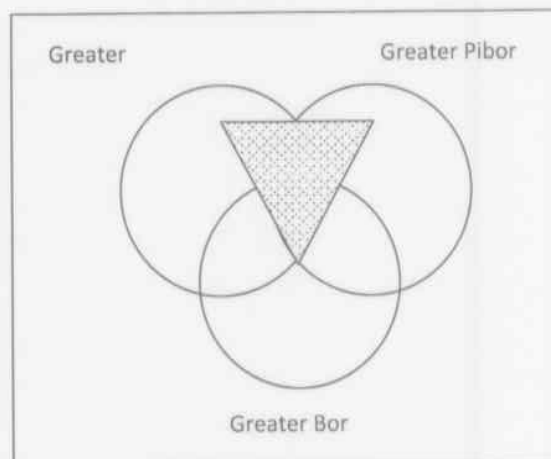
A **Technical Secretariat (TS)** has been established to facilitate the work of the Steering Committee, and is responsible for reviewing proposal submissions and making recommendations to the SC for funding.

The SRF began in 2008 and within a year, approximately USD 20 million had been allocated through Round 1 for execution by NGOs, to support agriculture, income generation and livelihoods projects in all 10 States of Southern Sudan. Later in 2009, the second round (Round 2) allocation of USD 3.2 million started operations. It involves capacity building support for the Southern Sudan Reconstruction and Development Fund Commission (SSRDF), and the disbursement of small grants to local NGOs and community-based organizations (CBOs) in all 10 States.

In July 2009, an Allocations Plan for **SRF Round 3** was approved by the SC with the aim to:

- *Improve security at the community level, as well as delivery systems in key sectors,*
- *Alignment with GoSS budget, plans and state-led recovery efforts, and*
- *Shift away from execution by agencies and NGOs to a nationally-led and nationally-owned process.*

Following a series of consultation meetings – with donors, the Ministry of Finance and Economic Planning (MoFEP), and other key stakeholders – the decision was taken to refocus the SRF to concentrate on improving stability and security in priority areas affected by conflict. To this end, and to ensure the delivery of effective and well-targeted stabilization and recovery programmes, the Fund resolved to equally disburse a total of USD 15-17 million to each of the four conflict-affected states in Southern Sudan – i.e. Jonglei, Lakes, Warrap and Eastern Equatoria. The GoSS selected Jonglei as the first State to receive funding from the SRF, due to the rapid escalation of communal conflict in the State during 2009.



UNDP completed a County Level Consultation process across Jonglei State in August 2009, through its Community Security and Arms Control (CSAC) Project. The process included consultations with all 11 Counties in Jonglei, resulting in the identification of key issues underlying conflict, as well as prioritized activities and

recommendations to address these. The SRF organized a comprehensive, State-level, consultations workshop from 12-13 September 2009. The workshop formed part of a two-stage participatory planning process that linked stakeholder consultations at the County level to decision-making at the State level. The consultations comprised all members of the State's Security Committee and the State's Planning and Development Committee, as well as representatives from Youth and Women's groups. All groups identified the same 'triangle' of conflict within Jonglei as the major confluence of violence in the State, as well as the following two priority interventions for stabilizing the state:

- **(Re)build roads in insecure areas**
- **Establish a State managed radio station**

Roads: The key issue impinging on insecurity in Jonglei is the inaccessibility of conflict affected areas. Several areas are isolated due to the large distances between remote Counties, swampy terrain and limited to no road infrastructure. This severely constrains the delivery of humanitarian assistance, recovery and development initiatives, as well as compromises the ability of security forces to respond to violent incidents. *The State-level consultations uniformly agreed that the roads connecting the insecure areas of Bor, Pibor, Akobo, Pochalla and Yuai should be constructed.* The consultations further agreed that a *labour-based approach* be used and this should be complemented with a clear implementation plan, which includes provisions for bridges, boreholes and road maintenance. Technical assistance should also be provided to the State, to enhance its capacity to plan and execute road construction projects. This approach has a number of advantages. First, it is cheaper because it uses local labourers instead of external contractors. Second, it serves the purpose of creating employment, especially for youth, ex-combatants and women, and hence providing income for hard-hit households. Third, it provides the opportunity for the project to be truly State-led and community owned.

Initially, through agreement with State Government of Jonglei, the SRF had initially targeted the construction of the 200 km primary trunk road between Bor and Pibor Counties. In early September 2010, the Governor of Jonglei informed that a private construction company had been commissioned to construct the Bor-Pibor-Pochalla road, and requested that the SC to reallocate the SRF allocation for Jonglei to construct the 170 km Akobo-Pochalla road running along the State's eastern border with Ethiopia. **In October 2010, the SRF Steering Committee approved the construction of the Akobo-Pochalla road through an integrated labour-based and mechanized approach.**

Radio: Due to the high illiteracy rate and absence of any communication channels, communities lack access to information, which allows misinformation and/or rumours to spread unchecked, and contributes to the continued marginalization of vulnerable groups. Messages broadcast via radio would be a significant contribution to sensitization and awareness raising campaigns for Jonglei's diverse ethnic groups and towards dispelling misinformation that cause insecurity. It was agreed that the SRF allocation for Jonglei should focus on establishing a state-managed radio station in Bor County with State-wide coverage. The money allocated should cover the basic infrastructure and set up costs of the station, as well as training and support for content development. By airing programmes in local languages, this initiative will serve to educate people and share messages of peace.

3.2 Lessons Learned

Although Southern Sudan is not internationally recognized as an independent state, it has all the characteristics of a 'fragile state' - given the severely constrained capacities and resources of the Government of Southern Sudan and its State administrations. In line with the "OECD-DAC Principles for Good International Engagement in Fragile States", the JSP recognizes that:

- *Fragile states confront particularly severe development challenges such as weak governance, limited administrative capacity, chronic humanitarian crisis, persistent social tensions, violence or the legacy of civil war.*
- *A durable exit from poverty and insecurity for the world's most fragile states will need to be driven by their own leadership and people.*

Accordingly, the JSP endeavours to ensure compliance with the following best practices for international engagement in fragile states:

- *Align with local priorities in different ways and different contexts, as well as acknowledge and accept priorities where governments demonstrate the political will to foster development.*
- *Understand the context, and develop a shared view of the strategic response that is required - to address constraints on capacity, political will and legitimacy.*
- *Agree on practical coordination mechanisms between international actors; include upstream analysis, joint assessments, shared strategies, coordination of political engagement, joint offices, multi-donor trust funds, and common reporting frameworks.*
- *Recognize the political-security-development nexus, and support national reformers in developing unified planning frameworks for political, security, humanitarian, economic, and development activities.*
- *Mix and sequence instruments; use both state recurrent financing and non-government delivery to fit different contexts.*
- *Prioritize prevention and take rapid action where the risk of conflict and instability is highest.*
- *Pursue quick impact interventions/projects, and sustain engagement to ensure success.*
- *Ensure all activities do no harm, to develop appropriate, well targeted interventions with appropriate safeguards, so as to avoid creating societal divisions and/or worsen corruption and abuse during implementation.*
- *Focus on state-building as the long-term vision, for rebuilding the relationship between State and Society.*
- *Promote non discrimination when determining aid allocations, to ensure engagement in neglected geographical areas, neglected sectors and with vulnerable groups.*

3.3 Challenges

As identified in the Jonglei State Strategic Plan 2007-2011, the State is challenged by extremely weak public administration institutions and rule of law, while simultaneously pressured to meet high expectations for the delivery of basic and development services. Key issues include:

- *Poor basic infrastructure (roads, bridges, power lines, water supply systems) for delivering humanitarian assistance, essential supplies, as well as basic and development services to rural and urban areas.*
- *Low level of human resources for establishing a functioning civil service.*
- *Unclear policy framework, procedures and systems to regulate state administrations.*
- *Weak capacity of the local governance system at County, Payam and Boma levels to execute devolved roles and functions, implement development activities and maintain law and order.*
- *Weak capacity of the state's law enforcement and security agencies to establish rule of law at all levels.*
- *Limited institutional capacity of the justice system to execute roles and functions.*
- *Limited capacity to manage inter-ethnic conflict between tribes and Counties.*

Capacity Gap: The Jonglei State Ministry of Physical Infrastructure (J-MoPI), under the GoSS Ministry of Transport and Roads (MoTR), is responsible for road construction and maintenance in the State. The J-MoPI has limited capacity in terms of personnel, equipment and budget. There is an urgent need to build the institutional capacity of the J-MoPI to plan, design and manage road works. This is crucial for ensuring regular maintenance and sustainability of road construction projects in the State. Currently, the J-MoPI has only two engineers (trained to the level of surveyors) with no heavy equipment, except for surveying instruments and computers. Similarly, there is a scarcity of qualified personnel in the Jonglei-Ministry of Information and Communication (J-MoIC) for executing technical, production, editorial and management functions for running a State-managed Radio station in Bor. Altogether, this is further compounded by the limited capacity of the Jonglei State Ministry of Finance (J-MoF) to coordinate, monitor and plan development activities across the State.

Operational Constraints: *Key challenges to the establishment of a State-managed Radio in Jonglei are:*

- Lack of a power grid in almost all of the project sites required for powering broadcasting equipment and shelters.
- Inaccessibility to certain Counties due to poor road conditions, particularly during the rainy season (from May-September).
- Lack of security for personnel, equipment, buildings and other structures.

Key challenges to the construction of the Akobo-Pochalla road are:

- Limited access to natural rock formations (i.e. quarry) to extract coarse aggregates for concrete works.
- Predominance of black cotton soil to raise and compact the road – i.e. susceptible to rapid depreciation.
- Rainy season could delay, depreciate and/or setback road works rapidly.
- Prospecting for materials is challenged by the threat of potential landmine contamination in surrounding areas. Given uncertainty regarding landmine contamination a detailed road survey cannot be conducted prior to construction.
- Potential security threat to counterparts, contractors, personnel and workers due to potential, inter-tribal conflict during the dry season.

3.4 Proposed Joint Programme

The two key triggers for conflict in Jonglei have been identified as (1) disempowered youth who lack educational and/or employment opportunities but have ready access to weapons, and (2) limited Capacity of the State Government and County Administrations to deliver services and security to these remote areas due to poor road access. To address these issues, the JSP has been designed as a Joint UN Programme that endeavours to implement catalytic interventions for stabilizing the current conflict areas in Jonglei. ***The JSP aims to deliver the following two outputs:***

1. Establish a state-managed radio station in Bor, and
2. Construct the 170 km Akobo-Pochalla road through a labour-based and mechanized approach.

In line with the priorities identified through the County and State level consultations, the proposed stabilization interventions of the JSP are based on the following justification.

There is a high rate of illiteracy amongst the population in Jonglei. Coupled with limited access to information on security threats, this has led to a high sense of insecurity amongst the local population. A functional, State-managed, radio communication network would contribute to the prevention of conflict as an early warning

system, by alerting communities to potential threats, as well as a medium for educating and sensitizing the population through peace-building messages in local languages. This would further help build confidence in the legitimacy of State Authorities to identify, prevent and/or respond to conflict. Therefore, the JSP will establish a fully operational, State-managed, radio communication infrastructure and system across Jonglei State, as well as build the capacities of the J-MoIC in developing media content, broadcasting and managing the FM Station in Bor.

Construction of the 170 km Akobo-Pochalla road was highlighted as one of the key priorities in the Jonglei State's Strategic Plan, as both Counties are disconnected and prone to attacks from the Murle tribe in Pibor. Akobo and Pochalla are isolated Counties, due to poor road access along Jonglei State's eastern border with Ethiopia, that have suffered from inter-tribal warfare, fuelled in part by competition over scarce resources and small arms supplies, that have manifested in cattle-raiding, child abductions and violent killing of mostly women and children.

Akobo County has its headquarters in Akobo Payam and a total estimated population 228,000. The County is predominantly inhabited by the Lou Nuer tribe, sharing its eastern border with Ethiopia and its western border with Pibor County. Akobo is severely isolated, food insecure and prone to conflict cycles between the Lou Nuer and Murle tribes. As witnessed between January to August 2009, clashes in Akobo and Pibor Counties have resulted in more than 1,000 casualties, including a week-long battle (March 2009) that left some 750 dead. In addition to cattle raiding, the Murle abducted children, adding a particularly painful angle to the conflict. Following the Murle attacks on Akobo, well-armed Lou Nuer youth from Akobo, Wuror and Nyirol Counties launched retaliatory attacks in and around Likuangole between 5 and 13 March 2009, killing 450 and likewise abducting children. More inter-tribal violence ensued in August 2009 that killed 185 people in Akobo, mostly women and children. These attacks and counter-attacks have displaced thousands in 2009. In addition to this insecurity, Akobo County is faced with several challenges, including inadequate medical services and physical infrastructure (communication and transport), as well as high dependency on humanitarian assistance. The Jonglei Strategic Plan highlighted that the construction of roads and bridges in Akobo County are a key infrastructural requirement.

Pochalla County has an estimated population of 195,000, with its headquarters in Pochalla Payam. It covers an area of 12,500 km², and is made up of six (6) Payams; predominantly inhabited by the Anyuak tribe. Like Akobo, the County shares its eastern border with Ethiopia, and its western border with Pibor County. As identified in Jonglei State's Strategic Plan, Pochalla County, its Payams and Bomas, are severely isolated as no roads or bridges have been built. Pochalla is a potential trigger for conflict as the Murle tribe from Pibor uses this County to store away the stolen cattle that have been taken from other tribes, particularly the Dinka (Bor) and Nuer tribes (Akobo). The lack of proper infrastructure makes it difficult to trace the stolen herds. The key challenges faced by the County include food insecurity due to drought during the dry season and heavy floods during the wet season. Security issues arise from conflict over water points, disputes over land for grazing livestock, and boundary conflicts that trigger cattle raiding and child abduction. Education and health facilities are grossly inadequate, constrained by poor supply routes as there are no inter and intra State roads to the County. Construction of the road from Pochalla to Akobo was highlighted as one of the key priorities in the Jonglei State's Strategic Plan.

Free movement of different armed groups across the porous border with Ethiopia has the potential and capacity to create community tension and violence. In December 2003, there were clashes between the Anyuak and Ethiopians in Gambella on the Ethiopian side of the border, causing Ethiopian and Sudanese Anyuak to flee across the border to Pochalla. The insecurity in Gambella continued over plans to relocate the Anyuak, and there were reports of high civilian casualties among the Anyuak and highlanders of Ethiopian descent. By April 2004, there were approximately 8,474 refugees and 4,234 returnees - Anyuaks of Ethiopian and Sudanese origin - that fled the fighting in Gambella. There were also 14,294 IDP returnees and 5,178 IDPs

in the County in 2004. This led to a population swell in the County between 2003 and 2004. In 2005, about 3,000 refugees reportedly arrived in Pochalla County. In addition, reports from the SSRRC indicate that about 5,000 returnees from Ethiopia, Kenya and other parts of Sudan returned to the County in 2005. The SSRRC also reported presence of some 1,200 Murle IDPs that settled in Adongo payam in 2005. Coupled with late rains and dry spells, refugees and returnees from the insecurity in the Ethiopia's Gambella region has placed additional pressure and negatively affected Pochalla County's food security situation in 2004 and 2005. The construction of the Akobo-Pochalla road would therefore allow the State Government to ensure border security, as well as coordinate access and delivery of humanitarian assistance to IDPs and refugees.

In light of the above situation and justification, the JSP will address the conflict triggers of unemployed armed youth and infrastructural constraints to extending the State's authority, by utilizing an integrated, labour-based and mechanized approach to construction of a State-managed radio station and the Akobo-Pochalla road. This will maximize the use of local labour, in order to create employment opportunities for youth, ex-combatants and women in Bor, Akobo and Pochalla Counties. Recent labour-based projects funded by USAID in Akobo have proven successful in creating incentives for the townspeople - particularly the youth - in improving their lives through paid labour and small business, as an alternative to cattle raiding and violent resolution of disputes. Pochalla County provides a good opportunity for labour based approaches to construction, as the community cleared feeder from Pinyudo in Ethiopia to the County in 2008. Capacity building approaches will be mainstreamed through the JSP, to ensure the transfer of knowledge, skill and capital to the J-MoPI to ensure regular maintenance of the road after construction. This will entail procurement and transfer of heavy road construction/maintenance equipment, as well as partnering and twining engineers and contractors with technicians at the J-MoPI, including on-the-job training in road maintenance and other relevant areas.

4. RESULTS FRAMEWORK

4.1 National Goals

Sustain peace and stability through the continued implementation of the CPA, Darfur Peace Agreement and Eastern Sudan Peace Agreement, whilst safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community based on mutual trust.

4.2 UNDAF

The JSP contributes to the following UNDAF Outcomes and Sub-Outcomes:

UNDAF Outcome 1 - Peace-Building: *By 2012, the environment for sustainable peace in Sudan is improved through increased respect for rights and human security, with special attention to individuals and communities directly affected by conflict National Priorities: GONU Five-Year Plan: Sustain peace and stability while safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community; GoSS Budget Sector Plans: Build a society that is inclusive, equitable and peaceful; effective and efficient armed forces; freedom from landmines/ERW; effective DDR of ex-combatants.*

Sub-Outcomes:

- Sudanese society and Government have enhanced capacity to use conflict mitigating mechanisms.

- Individuals and communities in conflict affected areas face significantly reduced threats to social and physical security from mines, ERW and small arms
- Sustainable solutions for war-affected groups are supported by national, sub-national and local authorities and institutions with active participation of communities

4.3 Country Programme Outcome

The JSP falls under the “*Crisis Prevention and Recovery*” Outcome of the UNDP Country Programme Outcome:

Post-conflict socio-economic infrastructure restored, economy revived and employment generated.

4.4 Outcome(s)

The expected outcome of the JSP is *increased security and reduced level of ethnic conflict in Jonglei State.*

4.5 Output(s)

The JSP aims to deliver the following two outputs:

Output 1: Fully operational, State managed, radio communication infrastructure and system established in Jonglei State, and improved capacity of the State Ministry of Information and Communication in developing media content, broadcasting and managing the station.

Output 2: Akobo-Pochalla road (170 km) constructed through an integrated, labour-based and mechanized approach, and improved capacity of the J-MoPI to manage and maintain road works in Jonglei State.

4.6 Work Plan and Indicative Budget

The total budget of the JSP is estimated at USD 17.75 million.

The JSP will be implemented during the period 15 November 2010 to 31 May 2012 – i.e. 18 months or 1 year and 6 months. The JSP work plan and indicative budget for this period are attached in **Annex 2**. The work plan highlights the activities and timeframe to implement JSP Outputs 1 and 2 by UNDP and UNOPS, respectively, against indicative budget lines.

Revised work plans and budgets will be produced subsequent to the decisions of Steering Committee based on the findings of annual/regular reviews and monitoring missions. In case a new work plan is produced, it will be approved in writing by the Jonglei State Steering Committee prior to submission to the SRF Steering Committee. There will be no need to sign the JSP programme document after each periodic review as long as there is written approval by all partners. However, any substantive change in the scope of the JSP or change in financial allocations will require approval by the SRF Steering Committee, followed by an amendment annexed to the joint programme document and signature of all parties involved.

5. MANAGEMENT & COORDINATION ARRANGEMENTS

5.1 Steering Committee

The overall management of the SRF is led by the **SRF Steering Committee (SC)**, under the chairmanship of the Government of Southern Sudan (GoSS) and co-chaired by the UN Deputy Resident Coordinator. Based in Juba, the SC is composed of relevant GoSS Ministries and/or Commissions, contributing donors, the World Bank, UN Agencies, and the NGO Forum. Additionally, other entities may be invited by the SC as observers or to specific discussions. In accordance with the SRF Terms of Reference, the SC is responsible for:

- Providing strategic guidance, principles and criteria for the identification of priorities to be funded by the SRF;
- Reviewing projects and instructing the Administrative Agent for disbursement accordingly;
- Reviewing and approving regular consolidated narrative and financial updates and reports of the SRF, submitted by the Technical Secretariat and Administrative Agent respectively;
- Ensuring appropriate coordination with any initiatives from the World Bank-managed Multi Donor Trust Fund-Southern Sudan (MDTF-SS) and the Sudan Common Humanitarian Fund (CHF);
- Maintain close collaboration with national counterparts to ensure flexible adaptation of the SRF activities to changes in programmes and priorities.

5.2 Technical Secretariat

The **SRF Technical Secretariat (TS)** provides quality assurance throughout the programme/project approval process and facilitates the preparation and decision-making of proposals submitted. The TS includes seconded staff from GoSS. It works closely with IMAC and the Administrative Agent, answering to and under the overall direction of the Steering Committee. It also liaises with the MDTF-SS Technical Secretariat staff as appropriate. In addition, the TS provides advice and services to IMAC and to applicants for SRF funding (UN Organizations, NGOs and CSOs). Finally, The TS is responsible for the consolidation of quarterly updates and annual narrative progress reports received from Participating Organizations, for transmission to the GoSS and donors.

5.3 Inter Ministerial Appraisal Committee

The GoSS Inter Ministerial Appraisal Committee in Juba is the approving body for all proposals submitted for SRF funding, as determined in the GoSS Aid Strategy. It confirms that proposals are aligned to GoSS policies and priorities and that the GoSS is aware of and budgets for any recurring costs arising out of projects that come on line.

5.4 Lead Agency

UNDP Southern Sudan (UNDP): In November 2009, the SC selected UNDP as the '*Lead Agency*' for the JSP with a total SRF allocation of USD 17 million for the programme, with oversight costs of USD 750,000. As Lead Agency, UNDP plans, oversees, monitors, coordinates and provides consolidated progress and financial reports on JSP implementation by Participating UN Organizations. **UNDP will serve as the *Lead Agency of the JSP to provide oversight, coordination, monitoring, and evaluation of the JSP, with an allocation of USD 750,000 to execute these functions.***

5.5 Participating UN Organizations

Eight (8) UN Agencies and one (1) International Organization have since signed the Memorandum of Understanding (MoU) with the Administrative Agent. By virtue of signing the MoU, these entities have become Participating UN Organizations (PUNOs) of the SRF. The MoU and its Annex, the Terms of Reference for the SRF, provide the core documents defining the background, objectives and modalities of the SRF. They also describe the functions and responsibilities of the Administrative Agent and the PUNOs, respectively. The PUNOs selected by the SC for implementation of the JSP are as follows:

UNDP will serve as the PUNO for implementing Output 1 of the JSP. Programmatic and fiduciary responsibility for the management and implementation of Output 1 lies with UNDP, in accordance with UNDP's programme and operations policies and procedures. An estimated USD 2 million of the USD 17 million allocation for Jonglei State is planned for implementing Output 1.

The United Nations Office for Project Services (UNOPS) will serve as the PUNO for implementing Output 2 of the JSP. Programmatic and fiduciary responsibility for the management and implementation of Output 2 lies with UNOPS, in accordance with its rules and procedures. An estimated USD 15 million of the USD 17 million allocation for Jonglei State is planned for implementing Output 2.

5.6 Oversight & Project Management

The Jonglei State Steering Committee (JSSC), chaired by the Jonglei State Minister of Finance, will serve as the Project Board of the JSP. The JSSC is the state-level forum for planning, coordination, oversight and monitoring the implementation of the JSP. This will ensure the Jonglei State Government's leadership and ownership of the programme, as well as the JSP's compliance with the State's plans and priorities. The JSSC will include representation from the Jonglei Ministry of Local Government (J-MoLG), J-MoPI, J-MoIC, UNDP, UNOPS and other relevant stakeholders as appropriate. Under this arrangement, UNDP and UNOPS will directly execute activities for delivering Outputs 1 and 2 of the JSP in Bor, Akobo and Pochalla, respectively.

A State Management Support Unit (SMSU) will be established within the Jonglei State Ministry of Finance. The aim of the SMSU would be to introduce a 'phased capacity building solution' to the J-MoF in planning, overseeing and coordinating large development initiatives at State-level, including the development of other State line ministries. The SMSU's approach will be essential for avoiding the creation of separate, parallel implementation units, by targeting support to and through existing administrative structures and systems of state ministries, and then developing and implementing an exit strategy once a sustainable level of capacity has been achieved. UNDP has an existing programme of capacity development support at the State level in Jonglei State, which is focused on support to state planning and budgeting, financial management, as well as rule of law and community security. This includes technical personnel embedded in the State Government. In particular, UNDP has a Planning Specialist currently embedded in the State Ministry of Finance. This provides an ideal basis on which to establish the role of the SMSU within the State Ministry of Finance. UNDP will leverage this existing presence and experience working with the State Government to channel and enhance capacity building support to the J-MoF, J-MoPI, and J-MoIC. Initially, the Planning Specialist will be assigned to head the SMSU, and provide policy, programme, technical and administrative support to the JSSC Chair, including organizing and recording JSSC meetings, as well as coordination and strategic planning with other state line ministries and relevant stakeholders. With the UNDP Capacity Development Specialist, the Planning Specialist will support the implementation of capacity assessments to identify and prioritize needs, and support formulation of project documentation as well as resource mobilization efforts to address these. Additional technical personnel and assets will be introduced to the SMSU to enhance State ownership, management and implementation of development processes, and then phased out in accordance with an exit strategy - once agreed and approved by the State Ministry of Finance.

Programme Coordinator: UNDP will recruit an international Programme Coordinator at the P4 level to oversee implementation of the JSP, and to support coordination between the Jonglei State Government, GoSS, UN and other partners. The Programme Coordinator will be based in Juba, with extensive travel to project sites in Bor, Akobo and Pochalla. The Programme Coordinator will supervise UNDP personnel under the JSP, as well as oversee the direct implementation of JSP activities by UNDP and UNOPS. The Coordinator will be responsible for providing regular updates to the JSSC, as well as review and consolidate progress and financial reports on the JSP for submission to the SRF Steering Committee on a quarterly basis.

Engineer: An international United Nations Volunteer (UNV) Engineer will be seconded to the State Ministry of Physical Infrastructure, based in Bor, Jonglei State. The Engineer reports to the Programme Coordinator, and will be responsible for managing the construction of the Radio station in Bor, by working closely with engineers at the J-MoPI to ensure effective transfer of capacity, knowledge and skills to these counterparts. The Engineer will travel extensively to project sites in Bor, Akobo and Pochalla to provide technical support, quality assure and monitor all construction works implemented by both UNDP and UNOPS's contractors, as well as ensure compliance with the integrated labour-based and mechanized approach required by the JSP.

Programme Admin and Finance Associate: A national Programme and Admin Associate will be recruited at the SC4 level by UNDP to provide administrative and financial management support to the JSP. The Associate will be based in Juba, and will be responsible for processing payments, analyzing and reporting on all financial expenditures of the JSP with respect to activities directly implemented by UNDP. The associate will also provide administrative and logistical support to the implementation of JSP activities.

Community Outreach Officers: Two national UNV Community Outreach Officers will be recruited by UNDP, and assigned to the County Commissioners' Offices in Akobo and Pochalla town, respectively. The Officers will be responsible for raising awareness and sensitizing target communities on the JSP, as well as supporting the County Commissioners in identifying and mobilizing youth and ex-combatants to implement labour-based activities for constructing the Akobo-Pochalla road.

Other Technical Support: Support to coordination of JSP operations at State-level will be provided by the UNDP Officer in Charge in Jonglei, through close collaboration with the J-MoF. UNDP personnel seconded to various State line Ministries through the UNDP Support to States Project will be leveraged to address other areas for capacity building support required by the State Government, to oversee, coordinate and monitor programme implementation. Consultants will be commissioned to conduct feasibility studies and assessments or other assignments as required as part of the JSP's M&E framework, to inform decision-making and planning during programme implementation.

UNOPS Project Management: UNOPS personnel proposed for implementation of construction works in Akobo and Pochalla County are:

- One international **Project Manager** based in Juba, with extensive travel to Akobo and Pochalla County. The Project Manager will submit updated progress and financial reports to the UNDP Programme Coordinator on a quarterly basis, and provide regular updates to the JSSC as required.
- One international **Senior Highway Engineer** based in Pochalla County, roving between Akobo and Pochalla County (reports to Project Manager).
- One international **Environmentalist/Sociologist** based in Pochalla County, roving between Akobo and Pochalla County and reporting to the Senior Highway Engineer.
- One international **Materials Engineer** based in Pochalla County, roving between Pochalla and Akobo County and reporting to the Senior Highway Engineer.

- One international **Surveyor** based in Akobo County, roving between Akobo and Pochalla County and reporting to the Senior Highway Engineer.
- One international **Project Engineer** based in Akobo County, roving between Akobo and Pochalla County and reporting to the Senior Highway Engineer.
- Four **National Engineers** (2 based in Akobo and Pochalla, respectively), reporting to the Senior Highway Engineer.
- One **National Administrative/Logistics Assistant** reporting to the Project Manager.

During implementation, UNOPS may reallocate these personnel between project sites in Akobo and Pochalla as appropriate, to ensure the most efficient and effective, project management arrangement for delivering Output 2 of the JSP.

6. FUND MANAGEMENT ARRANGEMENTS

6.1 Administrative Agent

The Multi-Donor Trust Fund (MDTF) Office of the United Nations Development Programme (UNDP) serves as the Administrative Agent (AA) and is responsible for concluding Standard Administrative Arrangements (SAAs) with donors and Memorandums of Understanding (MOUs) with PUNOs. The MDTF Office has delegated the AA responsibilities for the SRF to the Head of Office of UNDP Southern Sudan. The JSP will be executed by UNDP as Administrative Agent of the SRF via a "pass through" joint programme modality, as per the prevailing United Nations Development Group (UNDG) Guidelines. Accordingly, UNDP Southern Sudan disburses SRF funds to the PUNOs, in accordance with the decisions of the SC as per its approval of the JSP joint programme document, work plan and budget.

6.2 Cost Recovery

The AA under the pass-through modality would normally earn a 1% fee on the USD 17 million allocated by the SRF. This fee covers administrative costs, related to performing the AA tasks as approved by the UNDG. However, as UNDP has already collected 1% for serving as AA of the SRF as a whole, this fee will not be additionally collected for the JSP. ***The cost recovery policies and procedures of each PUNO, for implementing their respective Outputs of the JSP, will apply.***

6.3 Cash Transfer Modalities

Cash transfer modalities, the size and frequency of disbursements, and the scope and frequency of monitoring, reporting, assurance and audit will be agreed prior to programme implementation, taking into consideration the comparative advantage and capacity of participating organizations and operational constraints in the target area.

The AA will directly disburse SRF funds to UNDP and UNOPS, respectively, as signatories to this Joint Programme Document, in line with their respective components under the JSP Results Framework, Work Plan and Indicative Budgets as listed in Annexes 1 and 2. Cash transfer modalities may be adjusted in accordance with the decision of the Lead Agency.

7. FEASIBILITY, RISK MANAGEMENT AND SUSTAINABILITY OF RESULTS

7.1 Feasibility

Output 1 (Radio): A Design Study on the setup of an FM Radio Station in Bor and supporting networks across Jonglei State was outsourced by UNDP to a private company, Skytech Communications Resource Ltd., in January 2010. The study revealed that an FM radio communication infrastructure and system could be setup to cover all Counties of Jonglei State within the available funding limit of USD 2 million.

Output 2 (Road): On 11 October 2010, UNDP led a joint GoSS-UN reconnaissance mission to conduct an aerial assessment of the Akobo-Pochalla road. The mission included technical experts and officials from the SPLA, J-MoPI, UNDP, United Nations Joint Logistics Centre (UNJLC), UNMAO, UNOPS, UNRCSO and the SRF Technical Secretariat. The aerial assessment revealed that the Akobo-Pochalla road has not been used in several years, and that it no longer exists. It further indicated that the total length of the road was approximately 170 km, using Global Positioning System (GPS) coordinates provided and tracked by the United Nations Joint Logistics Centre (UNJLC).

Landmine/UXO Clearance: Meetings with County officials in Akobo and Pochalla town indicated that a labour-based approach could be applied successfully, and that no landmine/UXO incidents have been reported on the road. UNMAO indicated that it had received some unconfirmed information that certain areas in or around Akobo and Pochalla were contaminated by landmines/UXOs. Given the uncertainty due to contradictory information and that no landmine or road survey has been conducted, the mission concluded that UNMAO should prioritize the clearance of the Akobo-Pochalla road. UNMAO confirmed that one of its mine clearance contractors is operating near the target area, and could prioritize clearance in November 2010 with an expected completion date by June 2010. UNMAO's available budget allows for quality assurance and clearance of the entire road to a width of 8 meters. However, a total of 12 meters width would be required to construct a 5 metre width, single-lane, unsurfaced road from Pochalla to Akobo. The extra cost of widening the clearance of the road by 4 meters was estimated at USD 550,000. The clearance operation would work inwards from both Akobo and Pochalla towns, simultaneously.

Road Construction: Road construction is possible during the short dry season and will depend on the mine clearance operation progressing ahead of the construction teams. The road could be created by forming an embankment of varying height, depending on the surrounding ground conditions. Minimum embankment height would be 300mm above original ground level, with higher embankment required in areas prone to flooding, and will use materials excavated to form drainage ditches along the side of the road. Average embankment height will be 500mm. Given the potential threat of landmines and UXOs in the area, the main construction works will be largely machine based, although manual labour will be required for culvert construction and in the construction camps. The main labour based element will be during the maintenance period, when a maintenance regime based on labour based methods can be established. However, it is important to note that the budget of USD 15 million will only allow what may be considered a first stage of construction to open the Akobo-Pochalla road. Approximately USD 23 million of additional funds would have to be mobilized in order to surface the road adequately with Gravel Wearing Course (GWC) or *Murrum* and thereby, provide a more long term, sustainable solution.

Bridge Construction: The mission agreed that a 2 or 3 span bailey bridge is required over the Pibor River, just 5 km south of Akobo, to connect with the road to Pochalla. This would allow both heavy, armour-plated mine clearance equipment as well as construction vehicles to cross over the Pibor River from Akobo town, for clearing and constructing the road.

Conclusion: The mission concluded that it would be feasible to build a 5m wide, single-lane road without surfacing following the line of the old Akobo-Pochalla road, within the allocation of USD 15 million. This includes the cost of constructing the Bailey bridge over the Pibor River as well as the landmine clearance of the road up to a total width of 12 metres.

7.2 Risk Management

The construction of the road from Akobo to Pochalla is an extremely challenging prospect – due to the lack of available materials, the virtually non-existent condition of the road and general insecurity in the area. The following risks, probability of impact on programme implementation, as well as proposed mitigation measures have been identified in Table 7.2.1:

Table 7.2.1: Risks, Probability/Impact and Proposed Mitigation Measures

N ^o	Risks	Probability/Impact	Proposed Mitigation Measures
1.	Limited availability of basic materials and resources.	High	Surveying and prospecting for materials to identify alternative solutions.
2.	Black cotton soil in Jonglei leads to rapid depreciation during the wet season	High	Soil testing, identification of appropriate mixtures to be used for constructing the road.
3.	The continued insecurity in Jonglei state that may hinder implementation	Medium	High commitment of the state authorities in ensuring that security is provided during the implementation.
4.	Inaccessible and poor conditions of roads in Jonglei. This to delays in implementation and accessing some of the project sites.	Medium	The JSP will be implemented in phases. Strategically, feasible activities will be carried out in the wet season such as tendering, contracting, engaging and forging cooperation partnerships for implementation, approvals. Construction will be conducted during the dry season, with some works initiated during the wet season.
5.	Wet season leaving a small working window due to the extended rainy season (May – September of every year)	Medium	
6.	Weak or inadequate capacity (in terms of human resources, working capital and infrastructure) of state ministries. There is a potential risk of capacity substitution.	Low	Capacity building approaches, including partnering, twinning and mentoring will be used by participating UN organizations and/or their respective sub-contractors throughout programme implementation.
7.	Landmine/UXO contamination on Akobo-Pochalla road	Low	UNMAO contractor, Mechem, is contracted to clear the Akobo-Pochalla road, including sites for road construction camps.

UNDP will develop and update 'Risks and Issues Logs' during programme implementation, through close cooperation with County and State authorities, UNMAO, UNOPS, target communities and other relevant stakeholders.

7.3 Sustainability of Results

The delivery of immediate improvements in infrastructure, basic services and economic opportunities is critical for laying the foundations for economic recovery and enabling citizens to begin rebuilding their livelihoods. In a stabilization context, ability to target a broad range of needs is limited by imposed time frames, resource

restrictions and access opportunities, and compounded by capacity and resource constraints of the State. To ensure the sustainability of the intervention, the JSP will mainstream a capacity development approach – as per the UNDAF’s “one UN” capacity development strategy – to strengthen the capability and legitimacy of the Jonglei State Government to execute its core functions:

- Establish an enabling environment for basic service delivery, economic recovery and employment generation.
- Ensuring security and justice.
- Mobilize revenue.

More precisely, this will be achieved by building the capacity of the J-MoF, J-MoIC, and J-MoPI, to plan and coordinate development projects, manage the State Radio Station and maintain road works in Jonglei, respectively. PUNOs under the JSP will ensure adequate provision of technical support to State Ministries in their respective coordination, management and budgeting systems and processes, including effective human resource development. This will include, technical assistance and support (as needed) to State Ministries’ maintenance and running costs, followed by a transition at the end of JSP to recurrent financing by MoF, MoIC and MoPI as negotiated, agreed and mobilized.

Knowledge, capital and skills transfer to State authorities and administrations – through a learning-by-doing approach – will be emphasized. Engineers and supervisors from J-MoPI will be trained through peer-to-peer tutelage (i.e. partnering and twinning) and mentoring by participating UN organizations and/or their respective sub-contractors throughout programme implementation. As part of the JSP, there will be a training programme for the staff of MoIC in broadcasting, radio programming, and content development. This will ensure continuity of the radio station operations at the end of the programme.

A key factor of sustainability is that the radio infrastructure provides potential investment opportunities for private firms, including hiring of facilities (i.e. transmission towers/masts) by telecommunication companies. This will allow the State government to generate revenue which could be used in turn to run the operations of the radio station and other telecommunication initiatives in the long run.

8. ACCOUNTABILITY, MONITORING, EVALUATION & REPORTING

8.1 Accountability

Programmatic and fiduciary responsibility for delivering JSP outputs rests with the PUNOs that are signatories to this document, as approved by the SC, in accordance with their respective outputs as defined in the Results Framework (Annex 1). UNOPS is accountable for submitting progress and financial reports to UNDP as Lead Agency, on an annual and quarterly basis. UNDP is accountable as lead agency for consolidating all reports submitted by UNOPS, for onward submission to the JSSC and the SRF Steering Committee.

8.2 Monitoring

Standard processes for monitoring development results will be modified in order to account for potential sensitivities and constraints of the post-conflict and security situation in Jonglei and thereby, ensure an appropriate balance between a fixed and flexible approach. **UNDP, as the Lead Agency of the JSP, is responsible for overall monitoring and reporting on progress towards the JSP Outcome and Outputs.** Monitoring and reporting on JSP Outputs is the responsibility of each PUNO, UNDP and UNOPS, respectively.

In order to reduce timing and transaction costs for State authorities, monitoring activities will be carried out as a joint or collaborative effort among primary stakeholders – i.e. Jonglei State Ministries, Lead Agency and UNOPS – whenever possible. Joint monitoring efforts will be coordinated by the JSSC with the support of the SMSU and Programme Coordinator.

Methodology & Reporting Format: A quarterly and annual reporting format will be developed and agreed by UNDP and the TS, through consultations with the JSSC and UNOPS.

Key monitoring activities include:

- Consultations and/or interviews with State authorities, PUNOs, implementing partners/contractors and key representatives of target communities/vulnerable groups.
- Field missions, spot checks and inventory of procured assets and services in project sites.
- Review of financial expenditures and receipts; accounting, procurement and recruitment records.
- Minutes of coordination and other relevant meetings on the project.
- Needs or capacity assessments, feasibility and other studies, focus group interviews and/or surveys – as needed to address constraints for improving implementation and planning.

See Annex 3 for JSP Monitoring Framework

8.3 Evaluation

An independent evaluation team will be contracted to review and evaluate the ‘Outcome’ of the JSP, following its expiration. The evaluation team will be comprised of international experts, or subcontracted to a specialized agency/institution. All members of the team will be independent, with absolutely no connections to the design, formulation or implementation of the JSP. The team will not include UN personnel, GoSS civil servants, or any other person or entity that is directly or indirectly related to the JSP.

Criteria & Scope: Adherence to the five UNDG Standard Criteria for evaluations of Joint Programmes – i.e. effectiveness, efficiency, coherence, management and coordination - will be ensured to the best extent possible. The scope of the final evaluation will be defined by UNDP through consultations with the JSSC and SRF Technical Secretariat.

Selection of Experts/Institution: The recruitment of the evaluation team or institution will be managed by UNDP, as Lead Agency, in accordance with its rules, regulations and procedures. A joint selection panel will be established, comprised of representatives from JSSC, SRF Donors and UNDP. Based on the panel's decision, UNDP will initiate contracting procedures for the evaluation team/institution.

8.4 Joint Reviews

To ensure a harmonized approach to reviews and reduce transaction costs, all scheduled, ad hoc and/or annual reviews of the JSP are subject to approval by the SC, whereby “Joint Reviews” will be conducted to the best extent possible. Terms of Reference for all reviews will be developed jointly with relevant GoSS counterparts, with the support of the TS and Lead Agency, and submitted to the SC for endorsement. To ensure national ownership and leadership, Joint Reviews of the JSP will be led by GoSS institutions, using indicators, reporting formats, and methodological approaches agreed with the SRF SC. However, if approved by the SC, reviews may be executed by individual members of the SC, TS and/or Lead Agency.

8.5 Reporting

Progress and Financial Reports: As specified in the UNDG guidelines and explanatory note for *Standardized Progress and Financial reporting*, respectively, harmonized reporting formats will be adapted and developed by UNDP as Lead Agency, through consultations with the TS, JSSC and UNOPS. Both UNDP and UNOPS are responsible for progress and financial reporting in relation to their respective JSP Outputs, on a quarterly basis. The Lead Agency's Programme Coordinator is responsible for consolidating and submitting Progress and Financial reports on a quarterly and annual basis in line with the agreed format.

Monitoring Reports: A harmonized monitoring report format will be developed by UNDP as Lead Agency, through consultations with the TS, JSSC and UNOPS. Monitoring missions will be conducted on a monthly basis or as required.

9. LEGAL CONTEXT

9.1 Standard Basic Assistance Agreement

This Joint Programme Document (JPD) is the legal instrument referred to as the "project document" in Article 1 of the Standard Basic Assistance Agreement (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. Any dispute between the UNDP and Government of National Unity and Government of Southern Sudan arising out of or relating to this Project Document shall be settled in accordance with Article XII of the SBAA.

9.2 Safety & Security

Consistent with the Article III of the SBAA, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency. Accordingly, participating UN organizations that are signatory to this JPD shall:

- Establish and maintain an appropriate security plan, taking into account the security situation in Jonglei where the project is being implemented; assume all risks and liabilities related to the executing agency's security during the full implementation of its security plan.
- As Lead Agency of the JSP, UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

9.3 Anti-Terrorism Clause

The Implementing Partners agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this programme document.

9.4 Basis of Relationship of Participating UN Organization

PUNO	Agreement
UNDP	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Sudan and the United Nations Development Programme, signed by the parties on 24 October 1978 and ratified by the Government of Sudan on 2 January 1980.
UNOPS	UNOPS established its office and base of operations in Sudan in 2004.

Annex 1: Results Framework

UNDAF Outcome 1: Peace-Building							
JSP Outcome: Increased security and reduced level of ethnic conflict in Jonglei State.							
Outcome Indicators:							
<ul style="list-style-type: none"> ▪ Reduction in cattle raiding incidents. ▪ % decreased/reduction in casualties due to inter-ethnic conflict amongst Dinka, Murle, Nuer and Anyuak tribes in Bor, Pibor, Akobo and Pochalla, respectively. ▪ Improved access of Jonglei State Authorities to conflict prone areas between Bor, Akobo and Pochalla. ▪ Increase in commerce and trade between Bor, Akobo and Pochalla Counties. ▪ Increased security awareness of target population through radio broadcast / increased access to information of households in boma's and payams in all counties of Jonglei State. ▪ Number of residents/households in Counties, Payams and Bomas with increased access to Information through State-managed radio station. ▪ Kilometers of State roads maintained/rehabilitated annually. 							
JSP Outputs	PUNO	Imp. Partner	Indicative Activities	Indicative Resource Allocations (USD)			
				2010	2011	2012	Sum (USD)
1. Fully operational, State managed, radio communication infrastructure and system established Baseline: <ul style="list-style-type: none"> ▪ No functioning radio communication system in Jonglei Indicators: <ul style="list-style-type: none"> ▪ 100% access to broadcasts from State-managed radio station across Jonglei State 	UNDP	J-MoIC	1.1.1 Technical design of radio station and retransmission sites.	7,000	63,000		70,000
	UNDP	J-MoIC	1.1.2 Construction of Radio Station in Bor and retransmission sites.	31,500	283,500		315,000
	UNDP	J-MoIC	1.1.3 Procurement, transport and setup of radio communication and station equipment.	137,500	1,237,500		1,375,000
	UNDP		Subtotal 1 - OUTPUT 1 (Radio)	176,000	1,584,000		1,760,000
	UNDP		Contingency	10,000	90,000		100,000
	UNDP		Cost Recovery	14,000	126,000		140,000
	UNDP		Subtotal 2 - UNDP Contingency & Cost Recovery	24,000	216,000		240,000
	2. Akobo-Pochalla road (170 km) constructed, without surfacing Baseline: <ul style="list-style-type: none"> ▪ No road between Akobo and Pochalla Counties Indicators: <ul style="list-style-type: none"> ▪ % increase in traffic on Akobo-Pochalla road 	UNDP	J-MoPI	2.1 Labour based road construction consultancy, assessment & training	50,000		
UNOPS		J-MoPI	2.2 Construct Bailey Bridge over Pibor River (Akobo), and road to Bridge site (5km)	200,000	2,790,000		2,990,000
UNOPS		Mechem	2.3 Increase landmine clearance width of Akobo-Pochalla road by 4m (i.e. total width of 12m)	550,000			550,000
UNOPS		J-MoPI	2.4 Construct road from Pochalla County to Akobo River (165 km)	672,000	4,704,000	1,344,000	6,720,000
UNOPS		J-MoPI	2.5 Construct and install drainage structures (i.e. culverts, vented ford, and crossovers) from Pochalla County to Akobo River - 165 km	75,000	525,000	150,000	750,000
UNOPS		J-MoPI	2.6 Procurement of Maintenance Equipment & 2yrs maintenance		1,920,000		1,920,000
UNOPS			Subtotal 3 - OUTPUT 2 (Road)	1,547,000	9,939,000	1,494,000	12,980,000
UNOPS			Project Management & Operations	43,000	301,000	86,000	430,000
UNOPS			Project Support Costs	61,000	427,000	122,000	610,000
UNOPS			Cost Recovery (Global Management Fee 7%)	98,000	686,000	196,000	980,000
UNOPS		Subtotal 4 - UNOPS Operations, Project Management & Support	202,000	1,414,000	404,000	2,020,000	
3. UNDP (Lead Agency) Oversight, Coordination, Monitoring, and Evaluation Costs	UNDP	JSSC	Oversight, Coordination, Monitoring and Evaluation	66,000	462,000	132,000	660,000
	UNDP		UNDP Contingency	5,250	36,750	10,500	52,500
	UNDP		UNDP Cost Recovery	3,750	26,250	7,500	37,500
	UNDP		Subtotal 5 - UNDP Oversight	75,000	525,000	150,000	750,000
TOTAL (USD) – Subtotal 1 + 2 + 3 + 4 + 5				2,024,000	13,678,000	2,048,000	17,750,000

Annex 2: Work Plan & Indicative Budget

Duration: 18 months: 15/11/2010 to 31/05/2012		PUNO	Imp. Partner	Indicative Budget Description	Amount (USD)	TIMEFRAME : 2010 - 2012					
Activities	10					11		12			
	Q4					Q1	Q2	Q3	Q4	Q1	Q2
1. Fully operational, State managed, radio communication infrastructure and system established											
1.1	Technical design of radio station and retransmission sites.	UNDP	J-MoIC	Contr. Services	70,000						
1.2	Construction of Radio Station and Retransmission Sites.	UNDP	J-MoIC	Contr. Services	315,000						
1.3	Procurement, transport and setup of radio communication and station equipment.	UNDP	J-MoIC	Equipment	1,375,000						
	Contingency	UNDP		Miscellaneous	100,000						
	Cost Recovery	UNDP		Facil & Admin	140,000						
	Subtotal 1				2,000,000						
2. Akobo-Pochalla road (170 km) constructed, without surfacing											
2.1	Labour based road construction consultancy – assessment & training	UNDP	J-MoPI	<Reversal>	50,000						
2.2	Construct Bailey Bridge over Pibor River (Akobo), and road to Bridge site (5km)	UNOPS	J-MoPI	Equipment	2,990,000						
2.3	Increase landmine clearance width of Akobo-Pochalla road by 4m	UNOPS	Mechem	Contr. Services	550,000						
2.4	Construct road from Pochalla County to Akobo River (165 km)	UNOPS	J-MoPI	Contr. Services	6,720,000						
2.5	Construct and install drainage structures from Pochalla County to Akobo River	UNOPS	J-MoPI	Contr. Services	750,000						
2.6	Procurement of Maintenance Equipment & 2yrs maintenance	UNOPS	J-MoPI	<Various>	1,920,000						
	Project Management & Operations	UNOPS		<Various>	430,000						
	Project Support Costs	UNOPS		<Various>	610,000						
	Cost Recovery (Global Management Fee 7%)	UNOPS		<Various>	980,000						
	Subtotal 2				15,000,000						
3. Oversight, Coordination, Monitoring, and Evaluation											
3.1	UNDP (Lead Agency) - Oversight, Coordination, Monitoring, and Evaluation	UNDP	JSSC	<Various>	660,000						
	Contingency	UNDP		Miscellaneous	52,500						
	Cost Recovery	UNDP		Facil & Admin	37,500						
	Subtotal 3				750,000						
TOTAL (USD) – Subtotal 1 + 2 + 3					17,750,000						

Annex 3: Monitoring Framework

Outputs	Indicators (with baselines & indicative timeframe)	Means of verification	Collection Methods	Responsibilities	Risks & assumptions
1. Fully operational, State managed, radio communication infrastructure and system established in Jonglei State.	Baseline: No functioning radio communication system in Jonglei Indicators: - Increased radio coverage across Jonglei State - Increase in broadcast of security alerts, educational programmes and peace building messages in local languages	▪ Annual Project Report	Annual - Consolidated quarterly progress and financial reports	<ul style="list-style-type: none"> ▪ JSSC ▪ UNDP – Lead agency ▪ Programme Coordinator 	<ul style="list-style-type: none"> ▪ Implementation and/or reporting delays by PUNOs and/or their sub contractors
		▪ Progress and financial reports	Quarterly: Consolidated programmatic and financial data from PUNOs	<ul style="list-style-type: none"> ▪ Programme Coordinator ▪ UNOPS 	
		▪ Monitoring Reports	Monthly/as required: - Consultations/Interviews - Field missions/Spot checks/Inventory - Financial receipts & accounting records - Meeting minutes	<ul style="list-style-type: none"> ▪ J-MoF ▪ J-MoIC ▪ Engineer - UNDP ▪ M&E Officer - UNDP 	<ul style="list-style-type: none"> ▪ Security threats ▪ Limited accessibility to project sites due to poor road conditions ▪ Inadequate organization and administrative record keeping
		▪ Assessments and studies	As needed: - Consultancy reports - Surveys/focus groups	<ul style="list-style-type: none"> ▪ JSSC ▪ Lead Agency – UNDP ▪ Programme Coordinator ▪ UNOPS 	
		▪ Evaluation/Joint Review	End of Project: - Joint Review Team - Evaluation consultancy	<ul style="list-style-type: none"> ▪ SC, TC & AA ▪ Lead agency – UNDP ▪ Donors ▪ JSSC 	
2. Akobo-Pochalla road (170 km) constructed through an integrated, labour-based and mechanized approach.	Baseline: No road between Akobo and Pochalla County Indicators: - % increase in traffic on Akobo-Pochalla road - Reduced level of tribal conflict and insecurity between Bor, Akobo, Pibor and Pochalla Counties.	▪ Progress and financial reports	Quarterly: Consolidated programmatic and financial reports from UNOPS	<ul style="list-style-type: none"> ▪ J-MoPI ▪ Engineer - UNDP ▪ M&E Officer – UNDP ▪ UNOPS 	<ul style="list-style-type: none"> ▪ Increase in ethnic tensions, leading to increase in hostilities ▪ Delays due to rainy season ▪ Limited ownership and/or maintenance due to capacity and/or resource constraints
		<ul style="list-style-type: none"> ▪ Technical Assessments and valuations ▪ Security reports 	As need upon completion of particular distance: - Consultants reports - Certificates of payment (partial and final)	<ul style="list-style-type: none"> ▪ J-MoPI ▪ Engineer - UNDP ▪ UNOPS ▪ Contractors 	