

Government of Southern Sudan
(GoSS)



“Getting the MDG Fundamentals Right”

Post-Conflict Recovery: Bridging the
Humanitarian-Development Divide

The Case of Southern Sudan

Overseas Development Institute (ODI)

**Side Event Around the UN MDG High Level Event
New York, 24th September 2008**

Outline of Presentation

- 1. Violent Conflict and Vulnerability**
- 2. Violent Conflict and Status of MDG Fundamentals**
- 3. Post-Conflict Recovery: Challenges for Getting MDG Right**
- 4. Bridging the Divide: Social Compact and Aid Policy**
- 5. Key Messages**

1. Violent Conflict and Poverty:

- Since the end of cold war, civil wars are pronounced and endemic to many African countries.**
- Risk of civil wars stands now as the leading contributory cause of vulnerability and poverty.**
- Of the 32 Chronically Deprived Countries (CDCs) some 22 are classified as “fragile states” and 19 have experienced major conflicts since 1970.**
- People during civil war are equally exposed to other myriad of composite and multiple sources of risk.**
- Since independence in 1956, violent conflict in Southern Sudan became a normal phenomenon rather than peace.**

1. Violent Conflict Cont.

Vulnerability is defined in terms of:

i. Susceptibility: *exposure* to risk,

- *Non-poor were more susceptible to counterinsurgency*
- *More assets increase exposure to counterinsurgency (assets curse and greed argument)*
- *Context specificity (exogenous vs. endogenous)*

ii. Sensitivity: the *intensity* with which the risk event is experienced, and

- *Increased incidence of poverty during civil war with households exposed to endogenous counterinsurgency stood no chance of escaping poverty.*
- *Non-poor were highly mobile in poverty transition matrix*
- *Female-headed households were more poor than male-headed households*
- *Households headed by widows were more poor than those headed by married couples*

iii. Resilience: the *capacity* to resist downward movement in well-being as a result of the occurrence of a risk event

- *Non-poor were less resilient than other wealth groups compared to drought prone households*
- *Non-poor households had higher average number of members admitted to the feeding programme during famine*

2. Status of MDG Fundamentals During Civil War

The Drive of Humanitarian Passion in the 1990s

- **Operation Lifeline Sudan (OLS):** Unlike the first civil war (1955-1972), many lives and livelihoods were saved by international community after the formation of OLS.
- **OLS** was a very successful humanitarian operation as it had not only secured humanitarian access but sustained prolonged humanitarian engagement (1989 – 2006).
- **OLS** besides traditional humanitarian intervention, it promoted the link between relief to recovery and encouraged capacity development of the war affected communities and indigenous institutions.
- **OLS** promoted as well during prolonged war the humanitarian principles including human rights.
- **OLS** and international **NGOs** became the voice of the war victims and watch dogs for human rights violations.

2. Status of MDG Fundamentals: Pre-Civil War and During Civil War

- **More access to basic services paradoxically during **civil war** than during the **pre-civil war** period as a result of increased activities of OLS and NGOs**

<u>Primary Education</u>	<u>1980-1* (pre-war Period)</u>	<u>1999/2000** (War Period)</u>
Primary Pupils	143,000	318,000
Primary Schools	809	1,500
Pupil Teacher Ratio	41.7	33.1
Gross Enrolment Rate (%)	12%	30%

3. Post-Conflict Recovery: Challenges for Getting MDGs right in Southern Sudan

	Sudan		Southern Sudan			
	2000	2006	2000	2006	2015 Targets	Remarks
MDG Fundamental Targets						
MDG 1: Poverty and Hunger						
Prevalence child malnutrition	35%	31%	48%	32.8%	24%	Possible
MDG 2: Education						
Net Attendance Rate		30.3%		15.8%	100%	Not possible
MDG3: Gender Equality						
Ratio girls to boys in primary education	0.88	0.93	0.36	0.85	1.00	Possible

3. Post-Conflict Recovery: Challenges for Getting MDGs right in Southern Sudan

	Sudan		Southern Sudan			
MDGs Fundamental Targets	2000	2006	2000	2006	2015 Targets	Remarks
MDG4: Child Mortality						
Under-5 mortality rate (per 1,000)	104	101.6	250 *	135	83	Likely
One-yr-olds immunized against measles	50%	66.4%	12%†	43.3%	90%	Likely
MDG5: Maternal Mortality						
Maternal mortality ratio		1,107	1700	2,054	425	Not possible
MDG7: Environment						
Access to an improved water source		56.1%	27%	48.3%	64%	Likely
Access to improved sanitation		31.4%	15%	6.4%	58%	Not possible

4. Bridging the Divide: (a) Social Compact

- **Ending** civil wars and **sustenance** of peace and stability are critical for **bridging** the divide.
- Making peace agreement as a **basis** for a viable **social compact** between governments/rebels, their citizens and international community (**CPA is a good example of such social compact**).
- Making peace agreement not only to **terminate** the civil war, but to provide a **new state structure** with a **framework** for transforming it and establishing new political, economic and military **systems** based on the values of justice, equality, democracy, human rights and reconciliation.

4. Bridging the Divide: (a) Social Compact

Peace Dividends and Pro-Poor Public Expenditure

- Managing **expectations** in the post-conflict situation is critical for sustenance of peace.
- Quick wins and peace dividends require effective **mobilization** of resources and use of such resources **efficiently** to meet the **needs** of the poor and to reduce their individual **risk** (common assets) and **vulnerability** (broad economic growth).
- In Sudan, the Joint Assessment Mission (**JAM**) made the parties (SPLM, government and international community) to commit themselves to **pro-poor** spending, sustained **growth** agenda and **poverty** reduction.

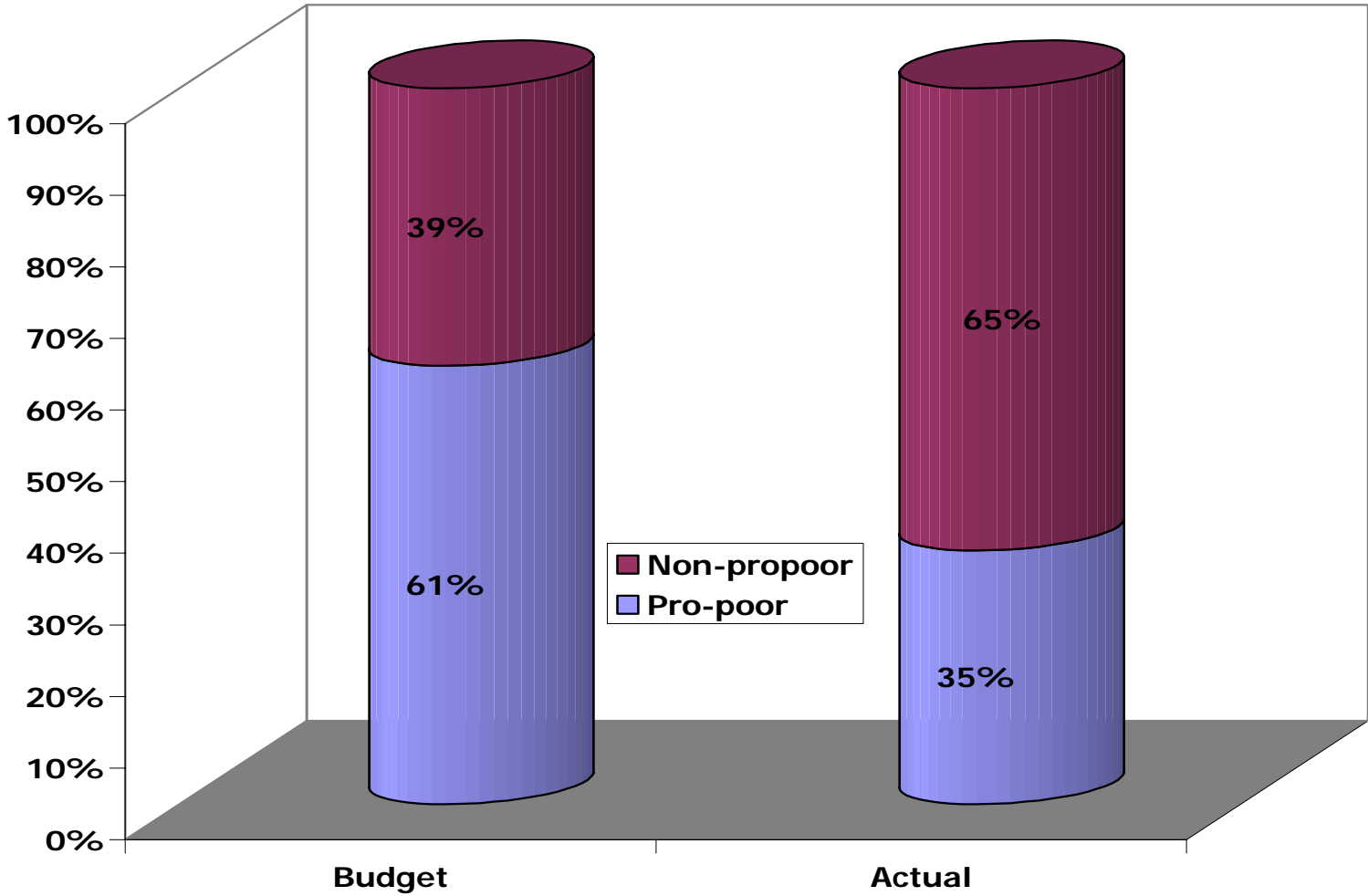
JAM Commitment to Pro-Poor Spending (in Billion USD)

	Total JAM needs	Financing gap
National Government	4.3	1.2
of which Three Areas	0.7	
Government of Southern Sudan	3.6	1.4
Total	7.9	2.6

→ High and rising **Pro-Poor** Ratio, Declining External Share (%)

	2004	2005	2006	2007
National Government				
Poverty reducing/Non-South expenditure	11	14	27	30
Share of JAM financed externally	-	40	36	18
Government of Southern Sudan				
Pro-poor/Total spending	-	45	65	72
Share of JAM financed externally	-	43	41	39

Government of Southern Sudan Commitment to Pro-Poor Spending, 2006 (one year after Peace Agreement)

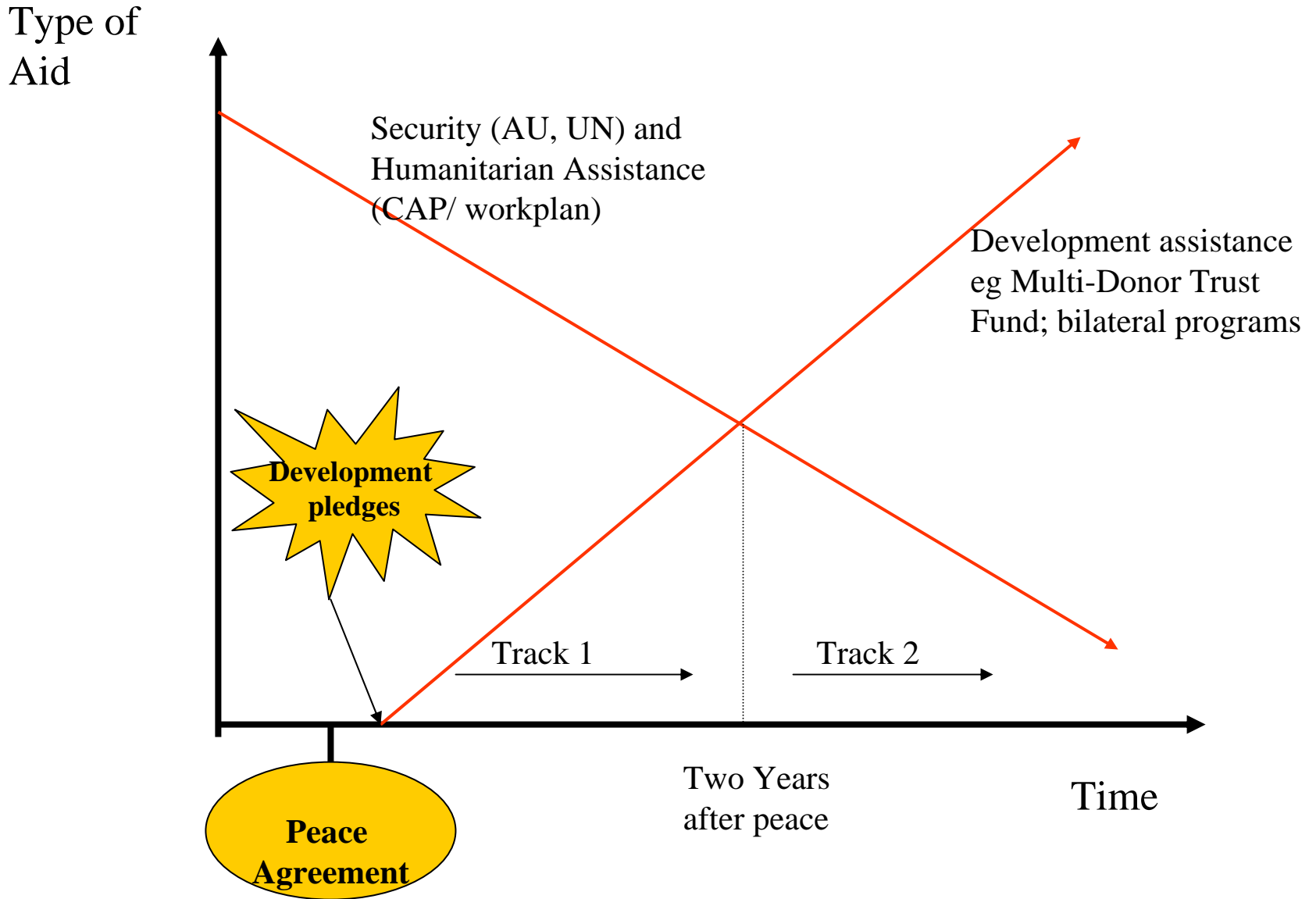


4. Bridging the Divide: (b) Aid Policy

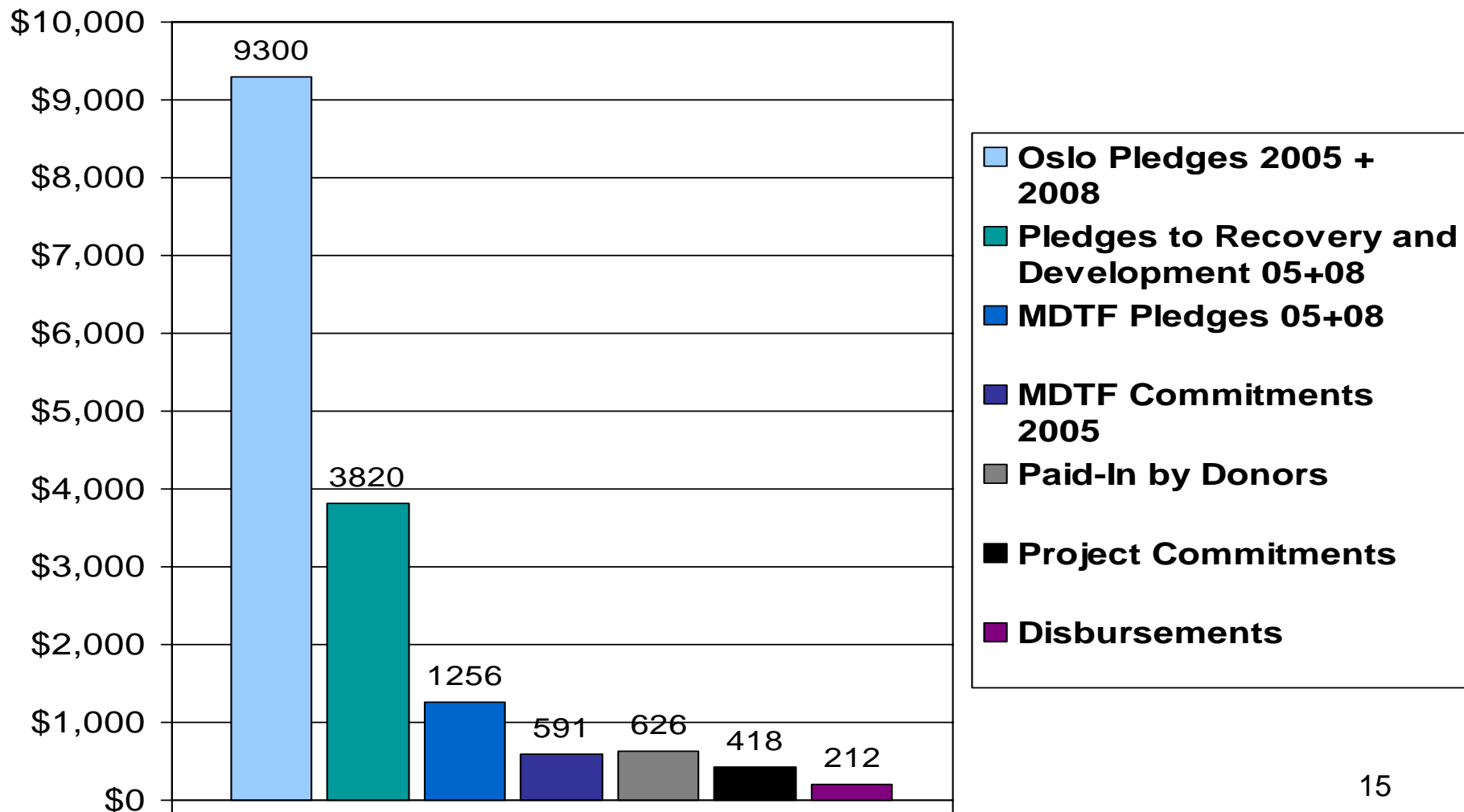
JAM and International Community Commitments

- **Joint Assessment Mission (JAM)** is an effective and credible tool for bridging the humanitarian and development agendas by using MDG targets as basis for assessing the post-conflict needs (humanitarian, recovery and development).
- **Regular Sudan Consortium** for monitoring and reviewing the commitments of the parties (Oslo I: USD 4.5 billion and Oslo II: USD 4.7 billion) to the post-conflict recovery and reconstruction.
- **Alignment of aid with government budget** through budget sector working groups
- Given their institutional experience and mandate in emergency, the **UN agencies and NGOs** are more engaged in humanitarian and recovery phase, while the World Bank focuses on the long-term development agenda.
- However the **relations** between the **WB** and **UN** agencies have not been smoothed and require close coordination.

Timeline and Type of Assistance



JAM Status of Pledges: Phase I&II (in USD m)



4. Bridging the Divide: (b) Aid Policy

Aid Delivery Mechanisms

- Mechanisms for delivering aid play a great role in bridging the humanitarian and development agenda.
- **Multi Donors Trust Funds (MDTFs):**
 - Only funding mechanism in JAM for recovery and development
 - Administered by the World Bank with full involvement of government
- **Capacity Building Trust Fund (CBTF):**
 - Funds capacity building and institutional strengthening
 - UNICEF as conduit with oversight from SPLM and GoSS
- **Common Humanitarian Fund (CHF):**
 - Funds humanitarian and early recovery components of UN
 - Administered by the UN with no involvement of government
- **Basic Services Fund (BSF):**
 - Funds primary education, primary health and drinking water and sanitation
 - It is a single donor mechanism (DFID) and that limits its capacity to fill the recovery gaps
- **Sudan Recovery Fund (SRF):**
 - Funds critical recovery gaps, quick delivery and peace dividends projects
 - Administered by UNDP with oversight by the government

5. Key Messages

- Sustaining peace and security requires set of goals that aim at addressing root causes of violent conflict, particularly **access to justice** and **rule of law**.
- **Complex emergency** situation provides opportunities for humanitarian work not only to **saving lives** but to focus as well on the **MDGs** related to **human development** (education and health) and **gender equality** over a fairly **long periods** of time.
- Post-conflict recovery requires a **good coordination** between UN agencies and the WB with **clear definition of tasks** and **responsibilities** towards MDGs.
- As recurrent of civil war is strongly linked to grievances particularly among **youth** as the potential force for insurgency, targeting youth **employment** would be a critical **preventive** measures.
- Continued **international** community **engagement** in the post-conflict countries assists not only in provision of peace dividends but it helps a lot in sustenance of peace.
- **Joint Assessment Mission (JAM)** is a key tool for bridging the humanitarian and development agendas as well as getting early commitments from all stakeholders towards MDGs.

Thank You