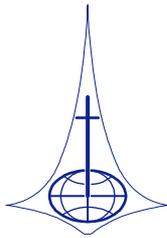


THE LUTHERAN WORLD FEDERATION



**Department for World Service
Sudan Program**

**Country Strategy
2009-2014**

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LIST OF ACRONYMS

ACT – Action by Churches Together
ALWS – Australian Lutheran World Service
BPRM – Bureau of Population, Refugees & Migration
CAR – Central African Republic
CBO – Community Based Organisation
CEAS – Church Ecumenical Action in Sudan
CLWR – Canadian Lutheran World Relief
COPP – Country Operational Program Plan
CoS – Church of Sweden
CPA – Comprehensive Peace Agreement
DANIDA – Danish International Development Agency
DCA - DanChurchAid
DDR – Disarmament, Demobilization & Reintegration
DEA – Diakonie Emergency Aid
DRC – Democratic Republic of Congo
DWS – Department for World Service
EC – European Commission
EED – Evangelischer Entwicklungsdienst (Church Development Service)
EIA – Environmental Impact Assessment
EMOP – Emergency Operations
EU – European Union
FCA – FinnChurchAid
GOK – Government of Kenya
GNU – Government of National Unity
GOS – Government of Sudan
GoSS – Government of Southern Sudan
GSP – Global Strategic Plan
HDI – Human Development Index
IDPs – Internally Displaced Persons
IGAD – Inter Governmental Authority on Development
INGO – International Non Governmental Organisation
JAM – Joint Assessment Mission
KRC – Kakuma Refugee Camp
LRA – Lord’s Resistance Army
LWF – Lutheran World Federation
LWF/DWS – Lutheran World Federation/Department for World Service
LWF/DWS-SP - Lutheran World Federation/Department for World Service Sudan Program
LWR – Lutheran World Relief
MDTF – Multi Donor Trust Fund
MOU – Memorandum of Understanding
NCA – Norwegian Church Aid
NFI – Non Food Item
NGO – Non Governmental Organization
PLWHA – People Living With HIV and AIDS
PSEA – Prevention of Sexual Exploitation & Abuse
RBM – Results Based Management
SCC – Sudan Council of Churches
SCWS – Standing Committee for World Service
SEOC – Sudan Emergency Operations Consortium
SPLM/A – Sudan Peoples’ Liberation Movement / Army
SSRRC – South Sudan Relief & Rehabilitation Commission
UN – United Nations
UNAIDS – United Nations Acquired Immune Deficiency Syndrome
UNEP – United Nations Environmental Program
UNDP – United Nations Development Program
UNMIS – United Nations Mission in Sudan
UNHCR – United Nations High Commissioner for Refugees
UNICEF – United Nations Children’s Fund
WFP – United Nations World Food Program

PREAMBLE

The Lutheran World Federation was operating in Southern Sudan from two different country Programs, namely Kenya and Uganda. For the period 2002-2006, the LWF/DWS Kenya/Sudan Program managed from the Nairobi office in Kenya while from 2004-2006, the LWF/DWS Uganda/Sudan Program administered from the Kampala office in Uganda. The LWF/DWS Kenya/Sudan Program areas were located in the Lakes and Jonglei States while the Uganda/Sudan program was in Eastern Equatoria State. Operational bases were established in Twic East (Jonglei State) and Ikotos (Eastern Equatoria State) counties, where LWF/DWS served returnees and IDPs as well as the communities to which they were returning. The sectors included education, water and sanitation, community peace building and capacity building of local authorities and food security.

Following the dramatic and historic developments which took place in Sudan (the signing of the Comprehensive Peace Agreement on January 9, 2005, the repatriation and reintegration of refugees and IDPs to Southern Sudan, and the challenges of post-conflict recovery) a strategic decision was approved in November 2006 by LWF DWS Standing Committee for World Service to re-establish the LWF/DWS-Sudan Program by transferring management functions from the two LWF country offices in Kenya and Uganda (Annex 1). The transition process which began in April 2007 is nearly complete with /DWS SP management functions (except the finance office still located in Nairobi) fully transferred to the country office based in Torit, Eastern Equatoria State in Southern Sudan..

For the purposes of Strategic Planning for the period 2009-2014, it is worth noting that at present LWF/DWS SP has been operating within the scope of the LWF/DWS Kenya/Sudan strategy 2007-2012. The strategy gave consideration to the issues of separation from Uganda and Kenya. The development of the LWF/DWS SP Strategy highlighted similar challenges and priorities discussed in 2006 with amendments to reflect the necessary changes in the current Sudan operations.

The LWF/DWS-SP Strategy is streamlined with the LWF/DWS global strategy for 2007-2012. The Terms of Reference for the Strategic Planning Process are outlined in Annex 2. The extended participatory and consultative processes followed in order to produce this Strategic Plan (including timelines) are outlined in Annex 3.

SECTION 1: BACKGROUND AND JUSTIFICATION

1.1. NATIONAL & REGIONAL CONTEXT

1.1.1 General Background

Sudan is Africa's largest country with a total area of 2,505,810 sq km. In the north it borders the Red Sea between Egypt and Eritrea. Other bordering countries include Central African Republic (CAR), Chad, Democratic Republic of the Congo (DRC), Ethiopia, Kenya, Libya and Uganda. South Sudan covers an area of about 640,000 sq km and is entirely within the Nile basin and shares borders with 5 countries (CAR, DRC, Uganda, Kenya and Ethiopia) with an estimated population of 8,900,000.

The climate varies from tropical in the south to arid desert in the north with a rainy season between April and October. The terrain is generally flat, featureless plains and mountains in the east and west of Sudan. Southern Sudan is culturally, geographically and religiously diverse and rich in natural resources such as oil and minerals, wildlife, forests and woodlands.

Since the independence of Sudan in 1956, Southern Sudan has been engulfed in two civil wars (1955-1972, 1982-2004). The root causes which propelled the war included disputes over resources, power, the role of religion in the state and self determination. These conflicts resulted in suffering, loss of life and opportunities, widespread poverty and food insecurity. This has been the longest uninterrupted conflict in the world, killing over 2 million people and displacing 4 million persons internally and forcing a further 600,000 people to seek asylum beyond Sudan's borders as refugees.

Following the momentous signing of the Comprehensive Peace Agreement (CPA)¹ in January 2005 between the Government of Sudan (GOS) and the Sudan Peoples' Liberation Movement/Army (SPLM/A), vast challenges face the Sudanese people, particularly the war-affected populations in Southern Sudan. For example, simultaneously, the culture and militarized structures of war must transform into peaceful and democratic institutions; almost every aspect and level of government in the south has to be re-created; power and wealth must be shared with former enemies; hundreds of thousands of demobilized soldiers and citizens need to be disarmed; and millions of war displaced (internally and externally) will seek return and resettlement. These challenges are taking place against a backdrop of over 20 years of civil war, which has left many communities fragmented, traditional dispute resolving mechanisms badly undermined, and institutions of justice (police, judiciary and statutory courts) destroyed. Social services such as education and health have been devastated and with less than 20kms of tarmac road in an area the size of western Europe, road infrastructure and communications pose a major challenge.

The humanitarian situation in Southern Sudan has changed since the signing of the CPA. South Sudan is now gradually entering a recovery and development phase. However, humanitarian needs are still abound, with an expectation of mass return of refugees and IDPs. Following the establishment of the GoSS at the federal level in Juba, efforts have been made to set up institutions of governance. The GoSS has developed an interim constitution and is geared towards the census in April 2008 and subsequent elections in 2009, which should pave the way for referendum on self determination in 2011. According to the UN, real progress and resources are leaving the center and starting to permeate downwards. The international community is now focusing on recovery and development.

¹ A Summary Booklet of the Comprehensive Peace Agreement can be found online at www.lwfkennyasudan.org

There is currently no baseline data on gender disparities that exist in Southern Sudan, only a broad overview of gender analysis is available. Severe gender disparity is manifest in access to education and health. Literacy rates in South Sudan stand at a paltry 24%. In addition, gender discrepancies are quite pronounced in the South, compared to the North. For example, literacy rates for males and females in North Sudan stand at 71% and 52% respectively while it stands at 37% and 12% for the Southern Sudan². Traditional practices in the South continue to have a strong hold on communities. Women are perceived as primarily the custodians of culture, while men are the defenders of the home. Overall, there is evidence that women have a very low status, both in the public and private spheres as a result of a variety of statutory and customary laws.

The prolonged conflict³ has also exacerbated and created new security risks, especially for women and children. These include disruption of community and family structures, breakdown of conflict resolution mechanisms, presence of arms and vigilantes, prevalent trauma, increased alcohol consumption, weak security institutions, poor law and order and tensions between those who were displaced and those who remained. The CPA provides for affirmative action and support to women to become part of the reconstruction process. The interim constitution of Southern Sudan affirms the need to protect the rights of women and men. Despite these efforts to promote gender representation and awareness in this newly evolving nation, gender based violence is still very common in Sudan. Rape, mass rape, sexual slavery, abductions and domestic violence are commonly reported throughout the South. Early marriage is another practice that violates the rights of girls⁴, and has often been cited as a root cause of domestic violence.

1.1.2 Political Situation

The Comprehensive Peace Agreement (CPA) was signed on the 9th of January 2005 by President Omar al Bashir of Sudan (GoS) and Dr John Garang de Mabior, Chairman of SPLM/A in Naivasha, Kenya. It set out a 6 year interim period during which certain structures will be established and other key tasks achieved. The agreement provides for oil revenues to be shared on an equal basis, for Sharia law not to be applied in the South and – after a six-year interim period – for eventual self determination for southern Sudan. The CPA dictates that there will be employment opportunities within three oil-rich areas of Abyei, Blue Nile State and the Nuba mountains allocating on a 55/45 basis in favour of the Khartoum government. The Government of National Unity (GNU) was announced on September 20th 2005 by President Omar Hassan Al Bashir. The establishment of the new parliament represented an important step in fulfilling southerners' aspirations for greater political autonomy and the decentralization of power. The President of the Government of South Sudan (GOSS), Lt. General Salva Kiir who became the First Vice President of the GNU in Khartoum replacing Dr John Garang who was killed in a helicopter crash on 30 July 2005, formed the cabinet on 23rd October 2005.

Implementation of key provisions in the CPA has been slow causing suspension of the GoSS from the GNU in October 2007. However, both sides remain in dialogue to resolve the political impasse and have re-affirmed their commitment to the full implementation of the CPA. Preparations for a new census, an important pre-requisite for the planning successful elections in 2009 and the planned referendum in 2011 are behind schedule. Census is important for social and economic issues and for the development of the country and moreover, political implications are attached to the census. People agree on the need

² www.sudan.unfpa.org/southern_sudan/index.htm

³ For the background of Sudan's prolonged conflict: www.fmreview.org/sudan.htm

⁴ The 2006 Sudan Household survey reveals that most girls are married before 18 years and a majority before 15 years.

for a qualitative census even with some delay, due to the great importance attached to its result for the future development of the country. According to analysts, the census is critical for providing benchmark data for power and wealth sharing under the terms of the CPA.

Some of the CPA measures are on schedule. Following the second anniversary of the signing, a new national currency, the Sudanese Pound, was launched to replace the dinar.

Despite the CPA, peace in Southern Sudan remains fragile. While the CPA's security arrangements are making progress in parts of the South, the presence of other armed groups such as the Lord's Resistance Army (LRA) remain a threat to maintaining peace.

1.1.3 Regional framework

This is a region which historically has been prone to conflicts and natural disasters, and these are likely to prolong to the next decade. Conflict in Sudan has been ongoing since independence in 1956 and despite the CPA for southern Sudan, there continues to be ongoing instability in the Darfur region (to the north) as well as insecurity in Northern Uganda to the south (due to LRA). Neighbouring states to the west of Sudan, including Chad, CAR and DRC remain unstable. Potential conflict between Ethiopia and Eritrea to the north poses the threat of an influx of refugees to eastern Sudan. Kenya has experienced political instability and violence following the announcement of results of elections conducted in December 2007. More than 1,000 people have lost their lives, and it has been estimated that 304,000 have been displaced by electoral violence⁵. This has had an impact on the neighbouring countries as Kenya is the economic hub for the whole of East and Central Africa. Southern Sudan, Uganda, Burundi, Rwanda and the DRC experienced shortages of fuel and other essential supplies because of insecurity along the Kenyan section of the Northern Corridor, one of the most important transport routes in Africa (from the Port of Mombasa, through Uganda and the Great Lakes).

A consequence of this insecurity and instability in the region is the large number of refugees and internally displaced persons (IDPs). According to the UN estimates, 100,000 Southern Sudanese refugees will be repatriated from Eritrea, Ethiopia, Kenya, Uganda, DRC and Egypt and another 250,000 are expected to return spontaneously in 2008⁶. The large returnee population is expected following upcoming census in April 2008 and the 2009 general elections. What is not known is if the returnees will remain after the census or election. Though health care, education, and other community services are slowly beginning to increase in southern South, continued pockets of insecurity, hunger gaps and a lack of trust that the peace will hold, are all factors which may force them to seek for these services in the neighbouring countries. Other factors exist which may propel their return including volatile situations in their places of asylum, including the potential outbreak of war between Eritrea and Ethiopia; ethnic violence in Kenya; drought, funding pressures and diminishing food pipelines (in refugee camps). The insecurity in northern Uganda, perpetuated by the LRA is also a major factor influencing the movement of refugees and IDPs in southern Sudan.

More than 4 million IDPs (excluding the Darfur crisis) may potentially return to their homes within southern Sudan during the coming years, but there will be further severe challenges related to land issues, food supply, security, infrastructure and social services.

⁵ Source: Kenya Red Cross, 2008

⁶ UNHCR briefing notes March 2008

1.1.4 Main Development Challenges

The challenges characterizing a post-conflict situation in Sudan are obviously multiple and complex. Not least amongst those challenges is the need to provide basic social services including education, water, food and health to a population in a country where institutional, financial, and technical capacities are minimal or severely weakened, and where vulnerable populations must face extreme conditions. Despite the formulation (through the Joint Assessment Mission or JAM) of a framework for “*Sustained Peace, Development & Poverty Eradication*”⁷ there are still formidable challenges for NGOs working or operating in southern Sudan if they are to plan for the attainment of the millennium development goals.

The long-term impact of the civil war and other local conflicts is profound and will not be resolved by a signed peace agreement. Regardless of any peace agreement, a wide variety of actors in Sudan have vested interests in continued violence. Regional actors, militias, and those benefiting from the war economy could act as spoilers of peace. A Disarmament, Demobilization and Recovery (or DDR) process is currently being implemented for selected priority groups, such as women and children associated with armed forces and disabled ex combatants. Its successful development and implementation will lay the ground work for future multi year DDR Programs which will complete the process within a time frame hard to be predicted. Denial of access to humanitarian assistance, repression of basic rights, and ethnic, regional, and religious divisions have created a climate of deep mistrust among Sudanese and limited confidence in governments and authorities. These could be potential sources for future political fragmentation in the North and the South.

With 90% of the population living below the poverty line, Sudan is one of the countries showing low economic growth rates and an extremely high external debt burden of \$29.69 billion (2006 est.). The low level of development in the south was an impetus for the renewal of the civil war in the 1980s and remains so today. Trade within Sudan remains limited due to lack of infrastructure, financial systems and institutions; economic law and policy in formerly SPLM/A controlled areas or misplaced policy priorities in (former) government areas. The overall low level of business skills among entrepreneurs has also contributed to the limitations in commercial activities in the country. The prevalent low levels of skills will severely constrain access to and improvement of governance, education, healthcare, water and sanitation services for the population in isolated communities.

The signing of the CPA in 2005 has resulted in massive increases in population movement, social and political change, and increased mobility, trade and investment within Sudan and its neighboring countries. Increased freedom of movement from neighboring countries, particularly returning refugees and IDP's, increases the vulnerability of Sudanese communities to various risks of which HIV and AIDS infection is on the top. According to the result of a *Household Survey*⁸ conducted in 2006, respondents in many of the states apart from Central Equatoria and Upper Nile did not know about HIV/AIDS. Among women of 15-49 years, only 45,1% have heard about HIV/AIDS. This implies that unless proactive steps are taken immediately to promote awareness on HIV and AIDS and its preventive measures, a disastrous pandemic will be close at hand. According to health officials, the HIV and AIDS prevalence rate in the entire territory of Sudan is estimated to

⁷ Details of the Joint Assessment Mission including full reports (Volume I-III) can be found on www.reliefweb.int

⁸ GoSS, 2006, Sudan Household Health Survey, p 195

be at 2.6%, although it is generally assumed that rates in the south are higher. However, taking the conducive environment for an explosive spread of HIV and AIDS caused by high mobility of population (refugees and IDPs) coupled with social and cultural taboos and misconceptions, the percentage is likely to increase fast. This concern is shared by government health officials and agencies like UNICEF.

The sustainability of the peace agreement will depend mainly on the ability of the SPLM to manage the extremely fragile war-to-peace transition and the new GoSS needs to establish itself and develop policies and legislation, as well as build new capacities, systems and structures which require some time. The return and reintegration of IDPs and refugees and the reintegration of ex combatants in a context where there is insecurity as well as proliferation of small arms are other challenges that have to be handled appropriately. If current development opportunities are not properly seized, the numerous challenges could jeopardize Sudan's development along the path of democracy and recovery. The role of the population in building a stable and effective democracy cannot be understated. Active participation of the people in the formation and evolution of their nation must be reinforced by continuous awareness raising on human rights, civic education, democracy, good governance and involvement in sustainable development.

1.2 OPERATIONAL CONTEXT

The provision of basic social services in Southern Sudan is a top priority. However it is regarded as only one of 8 clusters or components of a framework for “*Sustained Peace, Development and Poverty Eradication*” (the others being Institutions & Decentralization; Governance & Rule of law; Economic Policy; Productive sectors; Infrastructure; Livelihoods; and Information & Statistics). Development partners (authorities, communities, donors, humanitarian agencies, others) have a key role to play and coordination will be paramount.

The challenge will be to establish appropriate interventions which will address the gaps during this transitional period (while government mechanisms are being set up and financed), especially in terms of laying the right foundations upon which to build solid and sustainable bases for the region's future development. At the same time the uncertainty and often erratic rates of returns and the continuing physical challenges (floods, access, security, other) create an even more difficult operating environment, which will take more time and more money in order to achieve the overall objectives.

With the implementation of the CPA and establishment of governing structures in the south, more and more organizations, both UN and INGO have established their presence in Juba, the capital of South Sudan. The road link from Kenya to Juba is fully functional with transport services available for trade and commerce. Banking services are available offering various services including loans, money transfers and exchanges. The Juba International Airport is operational with air routes open to countries in the region.

Ecumenical bodies like the Sudan Council of Churches (SCC) and the Inter Church Committees (ICC) have significance in southern Sudan society where they play a legitimate role in the IDP/refugee return and re-integration process and subsequent rehabilitation and reconstruction. Despite the recognized limited capacity of the churches, there are interests in fulfilling various social roles to facilitate service delivery and development in South Sudan. LWF/DWS Sudan Program's involvement with the church is currently evidenced in the collaboration with the Roman Catholic Diocese of Torit which owns the land where LWF/DWS SP has set up the operational base.

Historically, CEAS has been working in partnership with LWF/DWS, responding to emergencies and implementing projects on behalf of the church council and other church

partners such as Church and Development (C&D). This coordination with CEAS has to some extent avoided duplication of efforts in the same areas of operation and ensured complementarity, thereby reaching wider areas (LWF in North Bor – Twic East and Duk, while CEAS in South Bor). In 2003, LWF/DWS handed over its assets and project premises to CEAS in Rumbek, when the program moved its focus in the Lakes State to Yirol. LWF/DWS SP has proposed a review of its current program operations in Yirol with a view to gradual phase-out by end of 2009, and handover of activities and assets to the relevant partners. LWF/DWS SP plans to geographically focus on the east bank of the Nile with an emphasis on concentrating and consolidating its program presence in the country. Therefore there is the possibility of handing over the Yirol base and project assets to CEAS or its partners for continuity and empowerment of communities.

While it is expected that the CPA will hold, regional security remains a real concern. The insecurity in Darfur (to the north and west) as well as the current risks in the east may spill over and have an impact in southern Sudan. Meanwhile, some pockets of inter-ethnic and inter-clan fighting, particularly over scarce resources such as grazing and water for livestock in the south, continue to pose a threat that could endanger the reconstruction process. In addition to this, the negative impact of the insecurity and unrest rampant along the Ugandan border due to LRA activities could not be underestimated.

1.3 DWS IN THE COUNTRY

1.3.1 Past DWS involvement in the country

LWF/DWS first initiated emergency relief operations in Sudan in the mid-1970s in response to famine. Over the course of time, it established bases of operation in Juba and Malakal, with logistical support from Nairobi, Kenya. LWF/DWS was forced to evacuate its compound in Malakal as a result of the resumption of civil war in 1982/84. Following its expulsion in 1986 by the Government of Sudan, LWF/DWS turned custody of its Juba compound and all assets therein to Norwegian Church Aid, which to date continues to use it to serve the Sudanese people. After the closure of its offices in Sudan, however, LWF/DWS resumed its support to the Sudanese communities on three fronts:

- SEOC food drops including to Juba and Upper Nile from late 1980s till CEAS was formed in 1995/96
- Adjumani refugee settlements in Uganda, and
- Kakuma Refugee Camp in Kenya.

The LWF/DWS Uganda program has been working primarily with the Equatorial Sudanese refugees in Adjumani in a number of the sectors since 1995. Of particular importance and applicability to LWF's work in Sudan are food security, water/sanitation, environment, HIV and AIDS, local government capacity building and social services.

The Kenya program has been working with Sudanese refugees in Kakuma Refugee camp since its inception in 1992, taking on the role of lead implementing partner/camp manager in 1994. It has led the way in the promotion of refugee management of daily camp affairs, particularly in the areas of social services, education, food distribution and water. Particular strengths included promotion of women and girls' education, response and prevention of Sexual & Gender Based Violence (SGBV) and community-based child protection and development mechanisms.

LWF/DWS resumed direct operations in Sudan in 1998 in Bahr-el-Ghazal area in the localities of Rumbek and Yirol focusing on food distribution, food for work and rehabilitation activities.

In May 2004, seeking to fulfil a key objective of the Kenya/Sudan Program 2002-2006 Strategic Plan (i.e., establishing a linkage between the refugee camps and refugee home areas in Sudan), an LWF-led ACT mission to the 'home' areas in Sudan of the majority of refugees living in Adjumani and Kakuma was undertaken. As a result, two separate LWF/DWS country programs (Kenya/Sudan in the Lakes and Jonglei states and Uganda/Sudan in Eastern Equatoria State) were involved in the management and administration of various activities inside southern Sudan. Operational bases were established in Twic East (Jonglei State) and Ikotos (Eastern Equatoria State) counties, where LWF/DWS anticipated serving a total of approximately 600,000 returnees and IDPs as well as the communities to which they are returning⁹. Sectors covered in both operational areas include education, water and sanitation, community peace building and capacity building of local authorities, assistance to returnees and food security. The decision to run activities from the two country programs was taken at the time due to the ease and cost of access by the individual programs to the respective areas and their knowledge of the particular populations. However, it became apparent that such an arrangement was no longer suitable due to difficulties in promoting uniformity in program implementation and management while national coordination and collaboration with other agencies and the GoSS were established in Juba.

In November 2006, the Standing Committee of the Department for World Service approved the re-establishment of the Sudan Country Program with a program management base in Torit. In collaboration with the Kenya and Uganda Programs, the transition process of the Sudan Country Program began in April 2007.

1.3.2 Comparative advantage of DWS

DWS has been working with the disadvantaged and marginalized communities within Sudan since the mid 1970's, as well as with Sudanese refugee communities in the Kenya and Uganda programs for the past 10-15 years. These include the communities in Malakal and environs until the mid 1980's, with isolated communities in Juba town in the early 1990's, with those affected by drought and famine in Bahr-el-Ghazal in the late 1990's and those existing in exile in the camps and settlements in north west Kenya (Kakuma) and northern Uganda (Adjumani), respectively, since the early 1990's.

LWF/DWS's comparative advantage in Sudan lies in five key areas, as follows:

- Experience, knowledge and understanding of two LWF/DWS programs and its current programming with refugee populations, their communities of return, trained, effective local staff with core competencies and key operational proficiencies, including refugees working with the programs in the host countries.
- Bases of operation - LWF/DWS is strategically positioned in the Kakuma refugee Camp (Kenya), previously in the Adjumani (Uganda) and their respective home areas of return in southern Sudan. These are areas where the need of the communities of return are great and there are few actors working directly with those communities to meet those needs.
- Ecumenical network - LWF co-ordinates its interventions with all stakeholders in its areas of operation. This includes the local authorities, community leaders, church leaders, ecumenical partners, neighbouring DWS country programs, local and international NGOs, UN agencies and others. Co-ordination mechanisms such as NGO fora, ACT Sudan fora, and interagency meetings, ensure that organizational resources are allocated (cost) effectively, avoiding duplication and in accordance with the broader district/county development plans. This provides assurance to donors and funding partners, that funds are being used most effectively.

⁹ Current population statistics in southern Sudan are gross approximations at best and thus unreliable. Both programs are working with local authorities to better capture this information and analyze it for planning purposes.

- Current working relationships – Close and fruitful working relationships with local authorities in Kenya and Sudan, respective refugee and local communities, as well as ecumenical and donor partners.
- LWF/DWS SP has established office bases in two of the major home areas of the Sudanese refugees, being Jonglei, Lakes and Eastern Equatoria States with trained staff, warehousing, transport and office facilities in place.

The values of LWF/DWS Sudan Program include:

Justice

LWF/DWS SP recognizes the inherent dignity of every person and supports vulnerable communities in their efforts to achieve justice, human rights and a sustainable future for the human family and the whole creation. LWF/DWS-SP facilitates the empowerment of those with whom we work to achieve this end. We stand with the poor and marginalised as they struggle to realise their civil, economic, social and cultural rights. All have a right to a life with dignity which encapsulates self respect, worthiness, excellence, self determination, having a voice and a choice.

Participation

LWF/DWS-SP is characterized by inclusive and participatory processes, people-centred approaches, and a focus on the right to full participation by women and men, networking and engagement in civil society, leading to sustainable development.

Accountability

LWF/DWS-SP will maximise its service capability through responsible stewardship of all entrusted resources. This will be complemented in the south Sudan context by quality standards, flexibility and pragmatism in program implementation that balances accountability towards the rights of our priority focus groups and the expectations of partners.

Integrity

Being honest with oneself and in relationships with others is the starting point in honouring commitments. We insist on professional integrity, and strong moral principles in our work, with ourselves and those we work with and acknowledge people's right to keep with their fundamental ethical commitments.

Sustainability

Sustainable development is a process of change by which the basic needs and human rights of individuals and communities in any given society are realised, while at the same time protecting the basic needs and human rights of other communities and future generations. We promote sustainable and equitable use of resources as well as ownership of development initiatives.

In an effort to further enhance the above values of LWF/DWS there will be a commitment by the organization towards working with local staff and indigenous organizations.

1.3.3 Justification for continued DWS presence

In addition to the comparative advantages listed above, a number of factors have arisen that made it increasingly clearer that a full, unified country program was necessary to be more effective and responsive. These include:

Need in-country

Recent peace has allowed space for expanded operations, providing an opportunity to strengthen support for the CPA by contributing to the peace dividend. Agencies operating in our proposed areas are few, need is great and coverage is thin.

Coordination and cooperation

LWF/DWS-SP coordinates its interventions with all stakeholders in its areas of operation. This includes the local authorities, community leaders, church leaders, ecumenical partners, neighbouring DWS country programs (including Uganda and Kenya), local and international NGOs, UN agencies and others. Coordination mechanisms such as the NGO network and Juba ACT forum are in place providing assurance to funding partners that funds are being used most effectively.

Credibility with the GoSS

LWF/DWS-SP is in solidarity with the people of southern Sudan in their pursuit of peace with justice and has created direct contact and credibility with the South Sudanese government.

Local Knowledge

LWF has built sound relations with the local authorities, established trust with the local leaders and communities and identified staffs that are now being coached and trained as well as securing the transfer of vital skills from the refugee camps to the areas of return. Having established strategic bases in the home areas of the Kakuma and Adjumani refugees, LWF/DWS SP is in an advantageous position to meet critical gaps and fulfil essential needs in southern Sudan. This focus on capacity building, community empowerment, and participatory approach to returnees and IDPs will allow LWF/DWS's assistance to facilitate the process of peaceful reintegration and co-existence with the local communities.

Access to funding opportunities outside the network

In addition to the financial support extended by related agencies to implement various projects, there is a wide potential of resources that can be tapped. These include the European Union (EU), Bureau for Population, Refugees & Migration (BPRM), German Foreign Office and the German Federal Ministry for Cooperation and Development (BMZ). Programmatic and financial reporting will be streamlined under the management and supervision of one country office. Donor confidence will be boosted if decisions are made by the management located within the country of operation and close to the project areas.

SECTION 2: INTERVENTION STRATEGY

2.1 STRATEGIC OBJECTIVES

Our **vision**: *People in Southern Sudan living in peace and with dignity*

Our **mission**: *Support the livelihoods and capacities of the poor and marginalised people in Southern Sudan to alleviate their suffering, by working with local authorities, communities and local organizations.*

Emergency Response and Disaster Risk Management

This will focus on the **Rights** to basic needs in reception and reintegration of returnees, as well as during emergencies or disasters in the areas of operation. LWF/DWS-SP will ensure that the returnees are enabled to fulfil their right to a life of dignity.

LWF/DWS-SP will work in any situation where humanitarian needs are significantly large scale that require external assistance and resources, and where a multi-sectoral response is needed with the engagement of a wide range of international humanitarian actors. The

ACT Sudan forum will coordinate with its members to respond. Assessments developing strategies and plans in the emergency, and implementing agreed priority activities will be made and agencies identified during the emergency phase.

Strategic Objective 1:

Ensure that victims of natural or human-made disasters are provided with compassionate humanitarian assistance and enable communities to respond to emergencies

- Ensure timely and appropriate response to emergencies in the areas of operations,
- Promote awareness on risks and adoption of mitigation strategies
- Develop capacity of local communities to enable local communities to cope with and manage upcoming disasters
- Ensure the returnees and resident communities are adequately prepared with mechanisms to cope with the impact of disasters such as floods, drought etc.
- Facilitate peace and reconciliation mechanisms in the communities we work with.

Evidence of Change

- Reduced damages on lives and properties
- Most households develop their coping mechanisms
- Community-based disaster preparedness institutions in place
- Community-based nonviolent conflict resolution mechanisms in place
- Raised awareness of HIV/AIDS and its prevention

Sustainable Livelihoods

LWF/DWS-SP recognizes that emergencies, relief and development are intrinsically linked and impact and affect each other. We will work to empower those affected by emergencies to build or rebuild their livelihoods and live dignified lives as active members of their communities and aware of their rights. LWF/DWS-SP will evolve and empower the local people in order to enhance and sustain their capacity to improve their livelihoods through education, training and emphasize on food security in the post recovery period. LWF/DWS-SP will strive to ensure that relief, rehabilitation and development are linked in its operational areas.

Strategic Objective 2:

Support returnees and resident rural communities to reduce poverty and improve their livelihoods

- **Food security:** empowering the poor and the marginalized in an integrated program working through local communities addressing the problems of food security through promoting self sufficiency and minimize dependency on external assistance through increased local production of food or livestock, strengthened local market systems, and community training. This will be done by raising community awareness, promoting ownership and engaging community responsibility in a sustainable manner.
- **Education:** Access to both formal and non formal educational opportunities in Sudan will strengthen local peoples' confidence and abilities and make them more marketable for employment. There will be particular focus on encouraging women and girls' education and ensuring gender balanced access to educational opportunities. For LWF/DWS-SP education is a powerful livelihood tool that will offer individuals knowledge and skills.
- **Water and Sanitation:** Priority will be to reduce tensions around competition of resources by promoting low cost, easily replicable and sustainable solutions. Use of different methods of water provision will be promoted (hand dug wells, shallow wells,

boreholes and other catchment systems) For all water interventions sustainable community based management systems will be encouraged and plans for follow up and maintenance at the community level. The water component will include a hygiene and sanitation component as well.

Evidence of Change

- Increased number of households having started settled livelihoods
- Communities having improved access to safe water
- Improved enrolment rates of boys and girls at primary schools
- Community-based nonviolent conflict resolution and prevention mechanisms in place
- Raised awareness of HIV/AIDS and its prevention

The above-mentioned two strategic priorities form the basis of LWF/DWS's work in Southern Sudan during the next six years. LWF/DWS-SP will put into operation both short-term relief and longer-term sustainable livelihood interventions into its strategic plan. The Program will apply the empowerment and rights based approaches and methodologies in order to facilitate the transition from relief interventions to reintegration/rehabilitation and longer term development interventions. From a technical perspective LWF/DWS-SP needs to ensure that rights holders are involved in the planning, decision-making, implementation and overall management of both the relief interventions (shorter term emergency type) as well as the rehabilitation and development activities (medium and longer term type). This is not only intended to reduce or avoid dependency, but more especially to lay the foundations of ownership, responsibility and sustainability, embedded and locally rooted within the local community that will ensure the linkage to and connection with the longer term interventions. It will need to maintain its commitment to the core humanitarian principles, set realistic targets and engage relevant staff capacity.

Success in achieving strategic objectives will be assessed during a mid-term strategic review in 2011, and the relevant adjustments made for the 2nd phase according to the recommendation of the review. In addition the program will take the opportunity to integrate the results of the scheduled national referendum which will be done in 2011.

The strategic objectives will be operationalized in more concrete terms in the Sudan Country Operational Program Plan (COPP) for years 2009-2011 and 2012-2014. They will be acted on in selected operational areas where LWF/DWS SP through its identity, its capacity and its network of partners is in the best position to work.

2.1.1 CROSS CUTTING ISSUES

LWF/DWS SP will also initiate work on key matters of relevance to the two thematic/priority areas. Various cross cutting issues were identified in the country strategy process and will be mainstreamed into all aspects of LWF/DWS Sudan Program's work throughout the strategy period. These cross-cutting issues will provide the required links between the thematic programs. Some cross cutting issues directly support initiatives under thematic programmes, for example, peace and reconciliation and HIV/AIDS, both in disaster response and in long term development work. The cross-cutting issues will facilitate the implementation of the thematic priorities and achievements of the goals and objectives.

Peace and Reconciliation

This will focus on the promotion of peaceful coexistence between and within the communities with whom we work. Peace building in Southern Sudan refers to the process of restoring communities in post war recovery as well as preventing the escalation of inter

and intra community conflicts. For LWF/DWS SP, peace and reconciliation will be an integral component of our two thematic areas as social conflicts both increase the potential for emergencies and hampers the sustainability of livelihoods and development efforts. Knowing the context in which we are working among communities highlights the need for a cross-cutting approach which incorporates conflict sensitivity into our projects. LWF/DWS Sudan Program will focus on addressing the root causes of inter and intra community conflicts, conflicts resulting from access to limited resources (returnees and resident communities) and examining the cultural structures of conflict to bring about long-term sustainable livelihoods.

The components LWF will focus during the planning period will include the following:-

- Peace promotion and conflict prevention,
- Reconciliation strategies which promote sustainable recovery and development,
- Community based trauma counseling,
- Facilitation of conflict mediation

HIV and AIDS

The signing of the CPA in 2005 has resulted in large population movements, social and political change, and increased mobility, trade and investment within Sudan and its neighboring countries. Returnees with little or no resources are moving back to communities themselves struggling to survive with the few resources available to them, further straining those resources and increasing the likelihood of inter and intra-communal strife; and in addition, refugees and IDP's are returning from countries and areas with higher prevalence rates of HIV/AIDS, increasing the risk to the communities of return.

LWF/DWS SP will undertake proactive steps to promote HIV/AIDS awareness raising and preventive measures, to minimize the risks of a pandemic in south Sudan. LWF/DWS SP will do this by protecting and uplifting human dignity of people living with and affected by HIV/AIDS through capacitating and strengthening communities to address the pandemic. LWF/DWS will also work with a broad range of civil society organizations, churches and faith based organisations to complement the contributions by the state and the GoSS in the fight against the disease. Focus especially on women due to gender inequalities as a root cause for vulnerability towards HIV/AIDS will also be considered. This will focus on awareness of HIV/AIDS, prevention and advocacy for the returnees and resident communities. Equally important would be to ensure that the LWF/DWS-SP has a relevant work place HIV/AIDS policy and staff awareness and training mechanisms in place. The following components will be considered in HIV/AIDS mainstreaming:-

- Support to advocacy and IEC activities on HIV/AIDS
- Training of peer educators
- Involvement of the local authorities, NGOs and churches in the fight against HIV/AIDS
- Focus especially on women due to gender inequalities as a root cause for vulnerability towards HIV/AIDS

Gender

Sustainable development processes require that the root causes of inequality between men and women are addressed and acted upon. The root causes of gender inequality for women include lack of power sharing, restricted participation in society, devaluation of experience and work, and violence against women. Sustainable development can only occur in a context where these broader issues are assessed and responded to by men and women together. LWF/DWS SP will undertake specific advocacy and awareness building to change public attitudes and practices as well as to institutionalize gender equality, including within our own organization. Other components shall include the following:

- Strengthen the ability of women and girls to claim their rights and meet their basic needs
- Focus on gender issues throughout planning, implementation, monitoring and evaluation
- Promote leadership and equal participation of women
- Take actions to protect women from violence and provide support if they suffer from violence
- Link with specialized partners throughout the network for support in skills development and application
- Develop global gender guidelines and 'How To' manuals, Codes of Conduct, PSEA
- Promote behavioral change through dialogue and support to communities

Environment and Climate Change

LWF/DWS SP is committed to conducting its development and emergency activities in accordance with the LWF Guiding Principles on Sustainable Development and best environmental practices to sustain the natural environment.

Currently the MDTF projects use the Environmental and Social Management Framework that provides common sense environmental site selection, design and construction guidance and adherence to the provision. In future this framework will be used by NGOs and CBOs to identify and mitigate the environmental effects of our development activities, thereby directly contributing to environmentally sustainable development.

Other components shall include the following:

- Identification and formulation of work in the areas of food security, increased agricultural productivity, increased population growth, strengthened emergency preparedness for disaster and water and sanitation needs.
- Strengthen the ability of communities to care for, protect and fully utilize their environment in a sustainable manner
- Environmental conservation through planting of trees.
- Increase the ability of communities to mitigate the impacts of environmental degradation and plan for improvement measures
- Support communities in their attempts to hold governments and external actors accountable for environmental problems in their areas
- Support communities, especially women, in environmental protection measures
- Utilize and strengthen traditional, environmentally friendly practices
- Improve production and income generation through care to soil and water conservation measures
- Application and compliance to Environmental Impact Assessment throughout
- Link with specialized partners throughout the network for support in skills development and application

Climate change is the greatest environmental challenge facing the world today. Sudan will be no exception. The effects will cause severe problems for people in regions that are particularly vulnerable. It is expected to increase the demand for local, national as well as international humanitarian response significantly. Already, a sharp increase in weather related disasters has been reported since the end of the 1990s, a trend that remains consistent. The International Federation of Red Cross and Red Crescent Societies also reports that there is an increase in number of small and medium disasters. This will have major implications for humanitarian organisations in terms of capacity, approaches, logistics and financing. In addition, displacement is likely to increase, as land becomes less productive and livelihood options diminish, This calls for increased response and preparedness in-country as well as by the international humanitarian community through:-

- Advocacy on the humanitarian consequences of climate change. This needs to be strengthened, highlighting its effects on the most vulnerable persons and communities.
- Adaptation to the effects of climate change calls for increased preparedness capacity at local, sub-national, national and regional levels.
- The government which is ultimately responsible for climate change adaptation, mitigation and protection of its population from disaster risks

Capacity Building

We will invest in capacity building for local communities, local authorities, community groups, church groups, etc and ensure inclusion of the vulnerable in the community development agenda. Capacity building will focus on critical areas such as skills development, institutional capacity development, human rights awareness and civic education, action research, monitoring and evaluation. The commitment to capacity building will be a key engagement expressed through programmatic activities. As a result, there will be changes in roles, as the capacity of the partner organisations is enhanced and a sense of ownership developed.

Empowerment is engaging people in learning processes in which they create appropriate skills and share knowledge, tools and techniques in order to change and improve the quality of their own lives and societies. It is an important element of development, being the process by which people take control and overcome development constraints. Empowerment especially means the collective action by the oppressed and deprived to overcome conditions of structural inequality which have previously put them in a disadvantaged position. By empowering communities we will enable them to manage and adapt to change as well as contribute to/and generate changes in their lives and environments.

Advocacy

In line with the LWF/DWS global policy, the Program considers advocacy a key field of activity in which it needs to be engaged, in order to advance the struggles of the displaced and marginalised for human rights, peace building and reconciliation at local, national and international levels. It shall aim to:

- To increase support of local community efforts to advocate for their rights
- To amplify the voices of local partners through greater participation in advocacy networks and influencing public policy debates
- To increase activities to facilitate and advocate on local peace and reconciliation initiatives.

Advocacy and Human Rights issues, including a rights-based approach to development are closely related. Advocacy is often a tool that can be used to realize human rights. LWF/DWS-Sudan Program advocacy role will focus at 3 levels – local, national networks and international partners. Work in advocacy can be carried out at many levels, beginning from the grassroots, to national and regional efforts and onto international and global levels.

While advocacy will be promoted where applicable and appropriate, it will not necessarily be related to every project intervention. Rather, the active promotion, education, HIV/AIDS awareness, raising awareness of Human Rights shall be a part of all interventions which LWF/DWS-SP undertakes.

2.2 APPROACHES AND LINES OF INTERVENTION

2.2.1 Strategic approach

LWF/DWS-SP aims to be conscious of the impact of its work on refugees and returnees, and focus on building the capacity of resident communities to become empowered including by seeking to minimize negative impacts. Our approaches will embody our values (***justice, participation, accountability, integrity, and sustainability***) and will be guided by the overall vision and mission of the program.

These approaches shall include:

Empowerment and Rights Based Approach

LWF/DWS-SP recognizes the rights of the communities and their individual members and endeavors to address them through working systematically with the community. LWF/DWS-SP aims to contribute towards attainment of the rights of the vulnerable and marginalized communities that it works with through education, advocacy and lobbying. Simultaneously, it will strive to develop the capacity of the duty bearers to fulfill their obligations as well as right holders to claim their rights.

Integrated Approach

The integrated approach entails holistic programming which deals with all facets of people's lives, addressing the rights and needs of individuals, groups and communities. Much consideration is given to the ways in which various components inter-link with, or affect other components, situations and the environment. As a result, many development initiatives can be tailored for positive impact on multiple aspects of community life. Just as the rights based approach aspires to fulfill all human rights, the integrated approach aspires to comprehensive development and encompasses the same broad agenda of human dignity and well being.

2.2.2 Lines of intervention

The orientation of the LWF/DWS-SP will, during the planning period, shift away from service delivery and short-term activity-driven, piecemeal approaches and relief interventions to a more coherent longer term development strategic model of assistance, with a focus on the capacity building and empowerment of the local communities with whom LWF/DWS-SP works. The adoption of various approaches will encourage LWF/DWS-SP to work with and through local partners.

However, within this empowerment approach direct involvement by LWF/DWS-SP shall remain justified in certain aspects of relief-rehabilitation assistance to returnees in collaboration with the local authorities; capacity building, mentoring and training of local partners; supervising the development of physical infrastructure or material supplies with parallel community involvement and strengthened coordination among NGOs through direct facilitation with the relevant local authorities (e.g. SSRRC). It will be important to ensure that the relevant staff training on and awareness of such longer-term development approaches and methodologies are accepted and properly internalised by relevant staff (to ensure that the emergency and relief mentality and mindset does not influence their practical actions in development work). In addition LWF/DWS-SP will seek to employ qualified staff with the required skills to empower the communities towards community based ownership and sustainable development.

In longer-term development interventions, the role of the field staff will be increasingly more targeted towards facilitation of local partners while the responsibility for action will be shifted to local community organisations. This also requires strengthening the facilitative skills of field staff and a systematic transfer of operational skills to the local organisations.

2.3 GEOGRAPHIC FOCUS AREAS

LWF/DWS Sudan Program's presence is in the "home" areas of majority of the refugees living in Adjumani (Uganda) and Kakuma (Kenya). The initial geographical focus shall be in the areas of:

- Jonglei State - Twic East and Duk Counties
- Eastern Equatoria State – Ikotos and Torit Counties

These areas will remain the key focus areas for LWF/DWS-SP during the strategy period. The plan emphasises on concentration and consolidation of the Program's continued presence in these four counties but with resources permitting, expansion to other counties within the two states. The rationale for LWF/DWS-Sudan Program presence in these areas is based on community needs; its past history and experience, credibility with the GoSS, logistical considerations and cost effectiveness, and critical mass of the projects.

The plan is also focused on the entire communities, especially the marginalized and most vulnerable who remained in these areas during the conflict, as well as returning refugees and IDPs. The total number of beneficiaries is estimated to be in the order of 600 000. Recognizing the ongoing census, the table below indicates the current figures available.

LWF/DWS SP Operational Area

State	County	Number of Payams	Population		Returnees **	Expected to Return by end of 2009
			State	Operatio n Area*		
Jonglei	Twic East	6	1,046,512	251,133	28,581	32,100 refugees, 120,000 IDPs
	Duk	5				
Lakes	Yirol West	7	841,512	400,000	25,610	625 refugees, 10,000 IDPs
	Yirol East	7				
Eastern Equatoria	Ikotos	6	672,755	361,000	41,810	28,700 refugees, 9,000 IDPs

*to be reviewed after the Census of April 2008

** February 2006 UN support for Spontaneous returns

*** Figures are estimates (NB. Sources – SRRC, LWF field staff & UNHCR)

The LWF/DWS Kenya/Sudan Strategy (2007-2012) proposed a review of its current program operations in Yirol (on the western side of the Nile but a key transit route for IDPs) with a view to gradual phase-out by 2009, and handover of activities and assets to the relevant partners and authorities. A consultant was hired in 2007 to assess the transitional needs of the community for gradual phase out. The key recommendations from this assessment suggested the following:-

- Strengthening of the stakeholders (local authorities, CBOs, groups etc) through capacity building in order to absorb and make use of resources they will receive upon graduation.
- Institutionalisation of the committees working with LWF/DWS SP
- Capacity building of the staff to transfer knowledge and skills to the stakeholders as they graduate.

LWF/DWS-SP management will review these recommendations and their applicability to the Yirol Project with a defined timeline. During the strategic review in 2011, other potential locations may be identified and/or prioritised. It is expected that expansion of coverage will

take place in Jonglei and Eastern Equatoria as objectives are achieved and self management by the local partners takes over – LWF/DWS-SP will then consider other locations within these selected ‘states’ to identify appropriate partners and intervention possibilities.

2.4 FOCUS GROUPS

Interventions will be focused at the level of the entire rural community in the geographic working areas. Priority will be given to the most vulnerable and marginalized in remote rural communities. Within this broad approach LWF/DWS-Sudan Program’s thematic involvement will influence the specific focus groups as follows:

- Emergency response and Disaster Risk Management
 - Returnees (refugees and IDPs)
 - Women and children
 - People living with HIV and AIDS
 - Most vulnerable individuals in the worst affected parts of the counties during periods of floods, droughts, conflicts etc

- Sustainable Livelihoods
 - County and *payam* authorities
 - Women groups
 - Youth groups
 - Pastoralists
 - Agro-pastoralists

A separate category to receive particular attention is to address the change facilitators from or working within local communities. This represents the influential local leadership and opinion formers who can be important actors in promoting positive change and in facilitating development initiatives. They include village and religious leaders (of all faiths/denominations), Local Government representatives, extension agents and others.

2.5 STRATEGIC ALLIANCES

The strategic objectives shall be achieved through collaboration with partners, across the range of interventions in post conflict recovery. These partnerships will mobilize communities for sustainability and ownership while combining to meet both parties’ expectations. These partnerships include operational, institutional and resources collaborations with a wide range of selected actors intended to ensure that Program objectives, and shared goals, are achieved as effectively as possible.

LWF/DWS-SP conducted mapping exercises on the range of institutions active in each of the current operational areas in Panyagor, Yirol and Ikotos operational areas. These can be found in Annex 4 (a, b and c) and provide details of other organizations and agencies current interventions in their respective counties. In light of the critical need to work with strategic partners, it is imperative for LWF/DWS-SP to plan for a creation of a liaison office in Juba.

2.5.1 Partnerships related to program substance

These partnerships will be established with a range of organizations and networks, ranging from grassroots CBOs to UN Agencies to attain shared objectives.

Operational Partnerships

- Local CBOs (including self-help and user groups) and NGOs

- Churches and the ecumenical network (national and international). Partnerships will include local churches, SCC and its ICCs, ACT Juba forum, CEAS and LWF related agencies,
- UN partners (UNICEF, UNHCR, UNFAO,, UNAIDS and UNEP, UNMIS, WFP)

Institutional Partnerships

- Government of southern Sudan (local and potentially State authorities and administrations) especially in the areas of education, health, peace and security and local co-ordination.

2.5.2 Partnerships related to securing resource base

The challenge will be to ensure both scale and continuity of resources to enable the program objectives and operational plans to be carried out in a meaningful way. Strategies for securing resources are detailed in section 3 below.

- Partnerships will be maintained and developed with and through our Related Agencies to source funds raised by the related agencies, and from their respective governmental or multilateral back-donors. These Agencies include DCA, FCA, CoS, NCA, ELCA, LWR; ALWS, EED, GNC-HA, DEA, CLWR, ICCO and others. Where appropriate and in consultation with its partners, LWF/DWS SP will also facilitate visits, and information-gathering required by the respective back-donors. Other potential sources that LWF/DWS SP will explore for the planning period will include, but not limited to MDTF, UN agencies, African Union, Arab League, World Bank, Foundations and Embassies.
- Partnership with agencies is not limited to funding but will also include mutual efforts to strengthen working relationships including facilitating the exchange of visitors, volunteers and personnel, mobilizing material aid, shared dialogue and advocacy as well as efforts to promote development education and public fundraising work of those agencies in their home countries.

2.6 TIME FRAME

The duration of this Country Strategy is 6 years (2009-2014), and it will be operationalised through two consecutive 3-year Country Operational Program Plans (COPP), namely:

- 2009-2011
- 2012-2014

The relevance of the Country Strategy and the success of its implementation will be assessed mid-way through the 6-year period towards the end of 2011. The Country Program will be evaluated towards the of 2013 to assess realized achievements and draw lessons.. By this time (2013) some measure of success should have been achieved in each of the strategic objectives.

2.7 SUSTAINABILITY

Sustainable development and local institutions

LWF/DWS-Sudan Program's strategic objectives will apply the community development approach in promoting local institutional sustainability of CBOs and other local organizations.

LWF/DWS-SP will promote sustainable development in all aspects of its work where rehabilitation elements are indicated, without creating dependency. This involves giving priority to empowerment of local communities, developing knowledge, skills and capacities (software). To ensure sustainability and ownership existing local community structures /

and government structures will be capacitated in terms of improved planning and management systems. The local community structures at both *Payam* and *Boma* levels will be empowered through participatory project planning, implementation and evaluation methodology. Where physical inputs in development are agreed, appropriate low-cost and environmentally-appropriate investment that can be sustained and replicated by the local community will receive priority. Significant community and family participation in their own development, in time, in-kind and in financial or other resources, will also be actively promoted.

LWF/DWS-SP will set a clear target of local self-sufficiency and develop relevant policies, guidelines and criteria for defining and assessing local ownership and sustainability. The entry point of new interventions will be based upon baseline surveys (communities, local leaders, groups, local administration) and a clear process (with indicators and timescale) will be developed to guide and assess the graduation of communities (including CBOs, NGOs, local administration) to self management. As part of our entry strategy, it is important to clarify expectations of the various partners (including local CBOs, NGOs, authorities and other local organizations) with whom we plan to work, as well as identify the entry points and type and scale of capacity building that is required. This understanding will be transparent to all parties and, if appropriate, agreed in an MoU in which the transition plan is agreed.

In this process, LWF/DWS-SP will seek to build and strengthen the capacity of the communities and local partners with whom we plan to work. The critical issues of institutional sustainability relate to human resources, decision-making and accountability. Plans that focus on future resources and autonomy are essential to institutional sustainability. This involves a focus on organisational development coupled with a solid resource base that emanates from an appropriate resource mobilisation strategy. This applies to LWF/DWS-SP itself, requiring the strengthening capacities of the field staff (especially in key skill areas such as facilitation) and a planned transfer of operational skills to the local organisations.

The **OPERATIONAL and INSTITUTIONAL** sustainability of LWF/DWS-SP depends on strengthening the management structure and a clear definition of responsibilities where staff and the communities play a leading role.

Localisation plan and exit strategies

Efforts will be made to work with local authorities to assist in the provision of essential services (which subsequently will be managed by the local government). In other cases, LWF/DWS-SP will work through local partners, churches and the communities to strengthen their human resource capacity to ensure effective and sustainable management of sustainable livelihood activities. In situations where it remains justified eg. emergency relief such as assistance to returnees, and other short term interventions, LWF/DWS-SP in coordination with government authorities and other actors will for a limited period expect to be more directly involved.

Due to the huge challenges and complete lack of any social services and support which we face in Southern Sudan, we expect to remain in the current areas identified in Southern Sudan for at least the duration of this strategic planning period. In the meantime, LWF/DWS-SP will develop strategies and plans with partners and government authorities on the eventual handover of project activities, for example, dependent on the context or situation in southern Sudan.

SECTION 3: RESOURCES

3.1 REQUIREMENTS

Infrastructure / Operational Bases

The operational configuration of LWF/DWS-SP was reviewed by LWF/DWS Geneva and its Standing Committee in 2006. After discussion and analysis, a decision was made to establish a separate and autonomous Sudan Program in order to better manage growth and uniformity of programming, as well as showing a commitment to the CPA and support to the people of southern Sudan. The country program office started in Torit, Eastern Equatoria State of Southern Sudan from November 2007. There is an office building constructed on the land provided by the Roman Catholic Diocese of Torit (DOT).

LWF/DWS-SP has operational bases in Panyagor, Ikotos, Yirol; physical structures are in place in the three locations. In Ikotos, LWF/DWS SP is hosted in the compound belonging to Norwegian Church Aid (NCA). A Memorandum of Understanding with NCA is in effect and requires that LWF/DWS SP maintains and repairs the facilities on a regular basis. Except for Yirol all other bases have V-SAT facilities for communication.

In addition to the four operational bases, financial and logistical support is provided by the staff assigned at LWF /DWS Kenya office in Nairobi. In addition, LWF/DWS-SP logistics office within the premises of Sudan Council of Churches in Lokichoggio, Kenya provides logistical coordination to the project areas. These two (Nairobi and Lokichoggio) will be reviewed in 2008 and the functions relocated to Torit or appropriate locations in Southern Sudan. One of the concerns for LWFDWS-SP is to create local employment and promote local businesses.

Historically, LWF had an office in Juba. Considering that Juba is the capital city of Southern Sudan, the necessity for coordination with government, non-governmental, and bilateral agencies and donors, the LWF/DWS SP will have a Liaison office at the NCA managed "ecumenical center" in Juba in the course of 2008.

Human Resources

Recruitment, development and retention of skilled Sudanese has been a significant challenge and it is anticipated that this will continue to be the case. There are limited experienced qualified Sudanese and a high demand as well. Government, I/NGOs, UN agencies and private sector all require national staff in their work force. The GoSS has made requests to all agencies in returnee areas of return to employ the returnees. Within this context everyone is continuously searching for available experienced qualified or skilled Sudanese. This means that those experienced and qualified look for better employment terms and conditions and organizations who are offering comparatively low benefits become 'bus station', waiting for the right bus. Therefore, retaining staff will be a challenge in an environment where large differences exist between agencies and types of organizations vis-à-vis the staff terms and conditions. Following the absorption of Kenya/Sudan and Uganda/Sudan staff, a review and harmonisation of the terms and conditions (remuneration and other benefits) will be prioritised in the first half of 2008.

The expanded involvement planned in Sudan requires increased staff and building new administrative structures. Since November 2007, the Country Representative and Program Coordinator are in place in Torit. In recruitment to the possible extent LWF/DWS-SP will provide equal opportunities to all the groups in Southern Sudan. At the local level priorities will be given to the communities and ensure that a good mix in terms of ethnicity are considered.

The number of female staff in LWF/DWS-SP is minimal. During the proposed strategic period, LWF/DWS-SP will strive to increase the number of female staff in its team in a phased approach. Our aim is to reach at least 10 % female staff by the end of 2009. For specialized training and other consultancy works, LWF/DWS-SP will seek the services

from independent individuals or firms with experience of working in Southern Sudan. It will also outsource work to local NGOs, CBOs and private contractors especially in school construction and borehole drilling. Further, developing the capacity of local NGOs, CBOs in Sudan and small scale businesses from among trained returnees from Kenya and Uganda will be given priority.

Human Resource Development

The proposed involvement in terms of its strategic priorities and approaches will require different capacities than currently exists among staff. Staff will be trained in empowerment principles and the rights based approach (RBA). Staff will be introduced to participatory tools and techniques. Recruitment and developing staff according to the strategic interventions will be taken forward in a planned manner. However, further professional skills will need to be outsourced especially to ensure that the gaps in moving from a relief mindset to a developmental one are addressed. This shall include, for example, secondments from other LWF/DWS Programs or related agencies, training in participatory development, sustainable livelihoods and civil society development. Conscious steps towards developing a learning organisation which allow us to learn from each other and to grow with our partners on a continuous basis will be put in place.

All staff will be conversant to LWF/DWS SP Country Strategy and its relationship to the LWF/DWS Global Strategy. Staff will be adequately oriented on LWF policies and procedures specifically related to planning, monitoring, and reporting. The staff will have the capacity to coordinate, collaborate and network with all stakeholders. Since LWF/DWS-SP does not work in isolation, it is important that the staff have enough knowledge of Government of Southern Sudan (GoSS) plan, the Comprehensive Peace Agreement (CPA) and the Millennium Development Goals (MDGs).

Within the first COPP period LWF/DWS SP will formulate work place Gender and HIV/AIDS policies. These policies will be prepared on the basis of the existing ones within LWF/DWS country programs and within ACT International network.

Financial Requirements

Given the above considerations and based on existing funding partnerships and plans, it is expected that the overall annual financial requirements for the Program for the period 2009-2011 will be around 3,2 -3.8 million USD per year. LWF/DWS SP will source for multi year funding, gradually progressing from the annual funding agreements. This will ensure better planning, more timely support to the projects and more cost effective interventions.

3.2 RESOURCING PLAN

LWF/DWS-SP currently attracts funding from various sources¹⁰ namely totalling approximately 2.8 million USD per annum and although the partnerships are expected to continue for the period ending 2009 it is anticipated that there will be an estimated increase in funding for post recovery and rehabilitation programs in Sudan.

LWF/DWS-SP has received multi year funding for the Returnee and Reintegration Project through DCA/EU for the period 2007-2009 as well as being successful in receiving LWR/BPRM funding for addressing social service needs in southern Sudan for the period 2006-2008. In efforts to broaden its funding base for Sudan even further LWF/DWS Kenya/Sudan secured funding through EED/BMZ for the period 2007-8 with a view to establishing multi year funding from 2008.

¹⁰ Australian Lutheran World Service, Church of Sweden, DanChurchAid, Diakonie Emergency Aid, Evangelical Lutheran Church in America, Evangelischer Entwicklungsdienst, FinnChurch Aid, German National Committee, Lutheran World Relief and others.

Effective resource management including a fund-raising strategy is yet to be developed for the LWF/DWS-SP and efforts will be made to maintain good relations with existing partners, donors and back donors as well as diversify the funding partners to avoid dependency on the current sources. It is paramount for the program to identify new sources and potential donors in collaboration with the related agencies.

In 2009, the Program Coordinator (PC) will coordinate a Resource Mobilization Committee (RMC) whose membership will include the PC, Finance and Administration Manager, Planning, Implementation, Monitoring and Evaluation Officer and Field Program Managers. The main function of the RMC will be to raise funds and advise the Country Representative on implementation and monitoring.

SECTION 4: MANAGEMENT

4.1 RISKS AND ASSUMPTIONS

Risks that emanate from internal weaknesses and external threats have been identified.

External risks identified and beyond the control of the Program include:

- natural disasters including drought and floods
- unpredictable population movements in Sudan,
- insecurity arising from cattle raids, inter-community clashes, breakdown of peace agreement with LRA, other armed groups
- a breakdown of the CPA, power struggles, corruption and political instability,
- tension related to the slow implementation of the CPA
- severe operational constraints in Sudan, including lack of infrastructure, legal requirements and excessive government regulation and taxing of NGOs,
- global issues including impact of the war on terrorism, climate change, uncertainties in funding and currency fluctuations.

Internal risks include the following:

- inability to create a responsive management structure,
- inability to manage change internally;
- inability to ensure effective project management,
- unclear Program and project objectives (undefined indicators etc)
- Lack of control mechanisms
- Poor relationships with partners
- operating in difficult environment and spreading activities and resources too thinly,
- personnel issues including staff turnover & retention, skills and capacity, harmonisation and review of remuneration packages and funding,

Key mitigating factors are to be found in the internal strengths as well as the opportunities that exist externally. Interplay of strengths and weaknesses with opportunities and threats have been thoroughly analysed and control strategies identified. These are outlined in Annex 7. Risks that relate to internal capacity will be dealt with through training and capacity building internally as well as effective systems and procedures that relate to management control as well as recruitment of competent staff.

Changes in the internal and external working environment require regular monitoring. This will happen through the planning, monitoring and evaluation system. In addition, LWF/DWS-SP will identify internally the risk management process and the appropriate roles played by various actors. We expect that our partners, at all levels, will play a role in this process. A well functioning risk management process allows us to address risks proactively and efficiently. Risk mitigation strategies are outlined in Annex 8.

4.2 REVIEW MECHANISMS

LWF/DWS-SP is in the process of developing the management review mechanism strategy that will ensure timely and effective decisions are made and taken, in order for the program to remain on track to achieve the strategic objectives. Management of the three project areas will require systems for effective planning, monitoring and analysis for effectiveness and relevance to the strategy. The implementation, progress and outcomes will be assessed through routine narrative and financial reports for each project. These reports build up in to the annual COPP report, which indicates the direction and level of achievement of the country strategy. The achievements will be measured aligned to the evidence of change and the indicators formulated in the COPP.

The first three year operational plan of the country strategy will be reviewed by the end of the third quarter in 2011. This review will confirm the validity of the strategic priorities identified in this planning period. Shifts and adjustments will be made to the strategy provided that the analysis of the external environment and the progress achieved through the COPP so suggest. The review process will involve all stakeholders including Focus groups, *Payam* Authorities, County Authorities, Related Agencies, Program staff and other actors related to LWF/DWS-SP.

The PME system of the programme will be concurrent to the one established by LWF/DWS. It will regularly provide relevant, up-to-date and accurate information on the progress towards achievement of the objectives. Special attention will be paid to creating a continuum of information from the community to the project and on to the programme level to ensure a coherence of operations, a synergy of interventions and demonstrable impact. The use of monitoring information in programme management will also need to be strengthened to ensure that whatever is undertaken is relevant, appropriate and effective.

4.3 MANAGEMENT STRUCTURE

During this strategic period, LWF/DWS-SP will set up program and support structures to ensure that the individuals in the organisation have clearly defined roles and responsibilities in addition to the milestones that will be determined in the COPP. Equally, the Program will pay attention to their performance which will be assessed annually.

The program will incorporate lessons learned from the Kenya and Uganda Programs to management decisions and internal processes at all levels of the organisation. Internally, the planning, monitoring and evaluation system, an integral part of the country's management system will ensure that the programmatic activities are planned, implemented, monitored, reported and evaluated according to the LWF/DWS and donor standards and requirements. In order for the system to function smoothly it will be integrated into the management functions and the performance will constitute part of regular staff meetings and discussions.

The LWF/DWS country office in Torit and the liaison office in Juba will consist of a Country Representative, Program Coordinator, and a Finance and Administration Manager. Implementation of projects in operational bases will be undertaken by recruited qualified staff under the leadership of a Field Program Manager (FPM). The review of the existing logistical and financial services from Nairobi and Loki will determine the role of these locations at the end of 2008.

A country program level senior management team (SMT) will discuss and agree upon the programmatic and administrative aspects. The SMT will consist of Country Representative, Program Coordinator, Finance and Administration Manager, the PME officer and the three Field Program Managers. Within the overall LWF/DWS frame and country strategy the

SMT gives strategic direction, formulate and finalize policies, approve project plans and budgets.

At each project locations, a Field Program Team (FPT) will guide the project's implementation in that particular area. The FPT consists of the FPM, project officers and finance staff. The FPT is authorized to make all decisions related to the project activities within the scope of the approved project plan and budget. Each staff will have a defined job description. The LWF/DWS-SP management structure will be reviewed based on need and lessons learned within the strategy period.

The proposed organization chart is presented in Annex 8.

****end****

