



# DENMARK – SOUTH SUDAN

## INTERIM COUNTRY POLICY PAPER

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# 1

## DENMARK – SOUTH SUDAN: VISION AND RATIONALE OF THE INTERIM COUNTRY POLICY PAPER

The overall vision for Denmark's engagement in South Sudan is to contribute to the South Sudanese people's building of a united and peaceful country through support for the peace process, improved protection and security, inclusive governance, and enhanced living conditions for all. It is also Denmark's policy to support South Sudan in establishing constructive relations with its neighbours and regional and international cooperation with a special focus on peace, human rights and security.

South Sudan is situated on the border between the Arab North Africa and Sub-Saharan Africa, and is vital to the security and economy of neighbouring countries and the region. It forms part of a widening instability belt, fed by violent extremism, climate changes, displacements, migration and organized crime from the Sahel to the Bay of Aden.

Born out of decades of civil war, South Sudan is largely ungoverned territory, marred by unsettled scores from the past, weak or non-existing institutions, deficient security and protection, lack of social and physical infrastructure and displacement of its people. The country is now on the brink of economic collapse. Moreover, with internal conflict, including the risk of spill-over to neighboring countries, and about 1.6 million internally displaced persons (IDPs), more than 600,000 refugees, and about 4.6 million people classified as severely food insecure, South Sudan is posing a significant threat to the stability of the already conflict-ridden Greater Horn of Africa.

Denmark was a staunch supporter of the South Sudanese people's decade long quest for self-determination and straight after South Sudan won independence in 2011, Denmark engaged in a broad-based and flexible country programme to support the new country (2011-2015). The objectives of the future Danish engagement reflect priorities for Denmark's development cooperation and aims at advancing security, assisting refugees and displaced people, fighting poverty and addressing the causes of migration. The engagement will comprise a wide range of foreign policy instruments that reflect the Danish broad-based approach to fragile states: active diplomacy, humanitarian assistance, development cooperation, support to peace and stabilisation. Implementation will primarily take place through the EU, UN, regional and sub-regional entities and civil society organisations.

### BOX 1 SOUTH SUDAN – 4 YEARS INTO INDEPENDENCE

Only 4 years into independence, South Sudan is engulfed in internal violent conflict and characterized by a failing state-building process with strong negative ramifications for peace and stability, democratic governance and economic prosperity of South Sudan, the sub-region and beyond. In August 2015, as a result of sustained international pressure and engagement, the two warring parties signed the peace agreement (ARCRSS), which gives cautious hope that South Sudan is finally – slowly – on the road to peace.

The severe humanitarian crisis and the deteriorating economic situation might act as a trigger to further destabilization in South Sudan. Moreover, the parties to the peace agreement do not necessarily have full backing from their support base or full control over the more disconnected rebel groups led by local warlords. Despite the signing of the peace agreement, fighting and atrocities against the civilian population continue. Should the parties to the peace agreement lose further control, there is a potential risk that the country could fall back into severe violent internal conflict.



The security and political environment in South Sudan is highly volatile (see box 1) and an interim policy paper is therefore chosen as the means to provide an overall strategic framework for Denmark's engagement in South Sudan 2016–2018. The interim policy paper builds on scenarios for future development and on lessons learnt from the ongoing Danish engagement in South Sudan, where Denmark has been able to maintain the overarching development approach, while at the same time appropriately adjusting interventions to quickly respond to the crisis that started in December 2013.

A multi-faceted and flexible approach with prioritised interventions adaptable to the fluid situation in South Sudan is required to maintain relevance of the Danish assistance. Key is to engage early and to stay engaged through a flexible, risk-willing and integrated approach that allows for changes in response to altered circumstances on the ground. Even when the immediate focus is driven by humanitarian needs, a development perspective should be upheld to safeguard earlier investments and maintain anchors for post-crisis efforts. All interventions will be conflict and human rights sensitive.

## **BOX 2**

### **DENMARK IN SOUTH SUDAN**

#### **– LOOKING AT RESULTS**

Denmark has contributed considerably to ease the suffering of the millions of displaced South Sudanese. After the onset of the crisis in December 2013, nearly 2 million people fled their homes at a critical time of the harvesting season. Realizing the risk of imminent food insecurity, that would cause many more to suffer and flee; Denmark quickly adjusted its programme in order to provide instant support through the FAO. Within months, FAO reached over 430,000 households – an estimated 2.9 million people – and supplied them with crop kits, vegetable kits and fishing kits and sustained over 2.5 million livestock. The Danish support, together with other key partners', enabled FAO to mitigate the food insecurity by giving the households tools to help their own families and reduce the pressure on them to flee and cross borders in a search to save their lives. The Danish support to FAO was coupled with additional humanitarian funding to Danish NGO's and the UN to provide food assistance and to support innovative cash aid programmes that helped local markets to remain open.



## 2 SOUTH SUDAN IN CONTEXT

*An independent but failing South Sudan.* South Sudan became an independent nation state on 9 July 2011 following decades of civil war with the regime in Khartoum, Sudan, and among warring South Sudanese factions. The decades of conflict left the South Sudanese society of 11 million people highly militarised, grossly underdeveloped, deeply traumatised and fragmented, and lacking many of the prerequisites for building a unified and prosperous nation.

While important progress was attained in the early years of independent statehood on social and economic development and initial political and security reforms, unsettled scores from the past threw the country back into war. Thus, in December 2013, a long standing power struggle in the South Sudanese ruling party, SPLM, over influence and resources erupted into violent confrontation. The current conflict is thus primarily between the political elites of South Sudan, i.e. the president and the former vice-president. However, as they represent the two largest ethnic groups in South Sudan (the Dinka and the Nuer respectively) the conflict has to some extent developed characteristics of ethnic conflict. Since the outbreak in December 2013, the conflict has spread to large parts of the country, dividing the armed forces in SPLA and parts of the country along ethnic lines, and fuelling already ongoing local level clashes over cattle, land and water. Moreover, there are signs

of growing unrest and discontentment with the current regime in other ethnic groups. Should they enter into the conflict it will pose a severe risk of an escalation of the current situation.

After months of peace negotiations led by IGAD Plus<sup>1</sup>, the two warring parties signed the Compromise Peace Agreement in August 2015. The peace agreement focuses on establishing and strengthening the state-building of South Sudan. This includes the formation of a Transitional Government of National Unity, justice sector reform, constitutional reform, humanitarian assistance, reconstruction and reconciliation, security sector reform and economic & financial management. The implementation will be monitored by a Joint Monitoring and Evaluation Commission (JMEC) comprised by the parties of the agreement, other South Sudanese stakeholders, and regional and international guarantors and partners of South Sudan. The transitional period is expected to last 30 months with an expected national election in the spring of 2018 marking the end of the transitional period.

The implementation will most likely be delayed, nonlinear and include set-backs. And even if progress in the implementation of the peace agreement is achieved, several factors will continue to pose a threat to peace and security in South Sudan and the sub-region throughout

the period covered by this interim paper. These factors include a plethora of armed movements undermining the monopoly on security of the nation-state, absence of law and order, impunity, displacement of almost one-fifth of the civilian population, risk of economic breakdown, widespread and serious human rights violations, ethnic targeting, and weak public institutions and services. The extremely low levels of social welfare and the pressing challenges of meeting basic needs continue as underlying drivers of communal conflict, violence and displacement. These factors leave South Sudan with acute symptoms of a failing state, at the risk of economic collapse, facing numerous security and protection challenges while its population lives in a difficult human rights environment, especially for women and girls. Furthermore, the massive poverty and number of displaced people cast South Sudan into a chronic humanitarian crisis.

*Risk of economic collapse.* The current economic situation in South Sudan is highly unstable and on the verge of a collapse. The country is hugely dependent on oil, with 85-98 pct. of government revenue stemming from the sector. While oil production provides significant revenue, the extreme dependency also creates major challenges related to the volatility of oil prices and production levels. And even at the highest output level, it is, at the present price, not

<sup>1</sup> IGAD-member states including the Troika (US, UK and Norway), UN, EU and China.

enough to cover debt servicing and public spending levels. Since independence, South Sudan has been in deep economic crisis which is currently deteriorating, with massive cut-backs in the national budget caused by ongoing oil disputes with Sudan, damaged oil facilities, drop in international oil prices, misalignment of exchange rates, hyperinflation and a vicious debt cycle. Furthermore, the complete oil-dependency of South Sudan has overshadowed the development of other economic drivers and the private sector faces very difficult conditions in doing business. Corruption is pervasive at all levels.

#### *Security and protection challenges.*

Assessing the situation in South Sudan to be a threat to international peace and security, the UN Security Council has put in place a targeted sanctions regime and mandated a strong international presence,

at a troop level of 12,500. The mandate of UNMISS is mainly to protect civilians, secure humanitarian access and monitor human rights violations including a recent interim change of mandate with focus on support to the implementation of the peace agreement. Integrated into UNMISS are 2,500 troops from IGAD member states. Denmark contributes with both military and civilian personnel to UNMISS<sup>2</sup> and directly supports IGAD. It is foreseen that the current UN troop level and protection focus mandate will remain relevant for the coming years.

The army in South Sudan is formed out of the Sudan Peoples' Liberation Army, SPLA, and is the largest public institution in South Sudan. Following independence, the army has been used more as a political tool to absorb armed opponents and militias as well as a recruitment base for political positions rather than as

an instrument of national security. Thus, the army grew from around 40,000 in 2005 to an estimated 232,000 in 2013, utilising an estimated 35 percent of the national budget. The South Sudanese police and justice sectors severely lack the institutional capacity and resources to systematically address law and order issues. It is widely recognised that addressing South Sudan's interlinked security issues requires a comprehensive approach, which looks at both the military, the police and the wider justice sector. Disarmament and demobilisation, reform and rightsizing of the army, improvements in rule of law, transitional justice and local level conflict prevention must be addressed. Reflecting the importance of this, the peace agreement also includes extensive focus on demobilisation and security sector reform.

### **BOX 3**

#### **RESPONDING TO IMMEDIATE PROTECTION NEEDS**

The unprecedented action of UNMISS, whereby it opened its gates in December 2013 to more than 100,000 fleeing South Sudanese, saved thousands of lives and helped keep them in their area of origin, but has also caused severe challenges inside the UNMISS camps. Several Danish partners were already present in the theatres of conflict with relevant experience of handling protection and humanitarian needs in camp settings from their work with refugee populations. With Danish support, organisations such as Danish Refugee Council and MSF quickly stepped up and assisted UNMISS in providing camp management, protection and medical assistance in the bases. At present, more than 200,000 IDPs reside in the camps.

<sup>2</sup> The Danish diplomat, Ms. Ellen Margrethe Løj, has been the Special Representative and Head of UNMISS since July 2014.

*A difficult human rights environment especially for women and girls.* Human rights deficits are evident in areas such as participation, equity and protection. Communities are in desperate need of reconciliation and justice. Nationwide reconciliation and healing is thus set to form part of the peace process. Among the areas needing particular attention is impunity among the security forces and armed rebel movements, sexual assault and gender-based violence and the extreme lack of rights of women. The forced conscription and recruitment of child soldiers has also been widespread. Whereas women and girls have vital roles in the survival of the family and development of communities, customary law and tradition continue to ascribe them to an inferior place in society.

At the same time, a credible response to the grave human rights abuses and widespread atrocities is called for, as documented by, among others, the UN and AU. A Commission of Inquiry established by the AU in early 2014 has concluded that both parties of the conflict have committed severe human rights violations and other abuses during the conflict.

As part of the 2015 peace agreement, AU has announced the establishment of a Hybrid Court for South Sudan (HCSS). Once established the Hybrid Court is intended to investigate and prosecute

#### BOX 4 HELPING WOMEN AND GIRLS

During the current crisis, sexual and gender-based violence targeted at women and girls has continued to rise, causing massive suffering and displacement and silencing the voice of women. The comprehensive report from the AU Commission of Inquiry on South Sudan (October 2014) thus also concludes that severe sexual and gender-based violence have been committed by both parties against women. Denmark is working with two of its key partners, UN Women and International Rescue Committee, alleviating the inhuman pressure on women and girls. By utilizing their strong presence on the ground and their national and state-level lead roles UN Women and IRC have enhanced the protection services for thousands of victims of sexual, gender-based violence, supported economic livelihood opportunities and helped raising the voice of women. UN Women has supported more than 2,000 women political and civil society leaders in claiming their right to be heard. The Danish partners have also worked with the South Sudanese police in sensitizing it to the specific needs.

individuals bearing the responsibility for violations of international law and/or applicable South Sudanese law, committed from the outbreak of the crisis in December 2013 through to the end of the Transitional Period in 2018.

*Massive poverty, displacement and a chronic humanitarian crisis.* Development indicators for South Sudan remain amongst the lowest in the world and no MDGs have been met. More than half of the population live below the poverty line, only around one out of four adults is literate, less than half of the primary school age children are in school, and there is a 1 in 7 risk of a woman dying

during her lifetime from pregnancy related causes, according to the UN being the highest in the world. South Sudan experiences a protracted humanitarian crisis where more than half of the population has a long history of dependency on humanitarian aid, some falling in and out of food insecurity throughout the year, others with permanent need of support. Humanitarian aid has been given consecutively to the poorest 30 pct. of the population and severe food insecurity is expected to continue to affect large part of the country in years to come. Furthermore, South Sudan is severely affected by seasonal and recurring natural disasters.



South Sudan is the third largest country of origin of refugees in Africa after Somalia and Sudan, the vast majority of these refugees fleeing to the neighbouring countries. Out of the 1.6 million IDPs, more than 200,000 are currently living in the 'Protection of Civilians' (PoC) camps managed by UNMISS, which are functioning as de facto humanitarian camps presenting unique challenges and placing strain on UNMISS' resources. Moreover, the South Sudanese government does not provide much support for the IDPs and some of the remaining 1.4 million IDPs, not residing in the PoC camps, cannot be safely accessed by humanitarian organisations because of deliberate obstruction by parties to the conflict. Furthermore, there are concerns that they may be attacked if their locations are revealed. On top of this, South Sudan hosts more than 260,000 refugees in camps from conflicts in neighbouring countries and almost two million South Sudanese have returned from Sudan since 2007, putting additional pressure on scarce resources and services.

The humanitarian situation has recently escalated to alarming levels causing the UN to issue warnings of risk of famine that may affect millions of internally displaced and marginalised people. As of October 2015, 4.6 million people are characterised as severely food-insecure. Solutions to internal and external displacement

will thus be a major challenge for South Sudan's future development. In reality, the humanitarian needs in South Sudan constitute a long-term development challenge requiring sustained efforts building the South Sudanese people's resilience. For decades, provisions of basic services have been left to international actors. The government and its partners widely accept that South Sudan critically needs stronger, more comprehensive delivery of services coupled with enhanced linkages between the capital, the regional states and the counties.

#### *Long-term potential for a better future?*

The recent peace agreement represents an opportunity for South Sudan to chart a course out of fragility and failing statehood. When formed, the Transitional Government of National Unity should be able to build on a number of initiatives from the early years after independence that holds out promises for a better future – if the necessary political will and determination materialises. This includes the process of developing a new constitution, a national census and elections, security sector reform and possibly implementation of already reformed legislative frameworks.

South Sudan has a strong economic potential – in the long term. Given the country's huge dependency on oil exports, a successful renewal of the current Oil

Transport Agreement with Sudan that runs out in April 2016 will be key to sustain South Sudan's oil-revenue. Moreover, the peace agreement includes stipulations on economic and financial management arrangements which – if fully implemented – will hopefully bring some relief to the economic situation. Whereas the non-oil economy currently is based on subsistence farming, fishing and livestock-rearing, South Sudan has a huge potential within agriculture. Less than 5 pct. of arable land is cultivated and few of South Sudan's 12 million cattle are used for commercial purposes. Other growth sectors include mining and forestry. However, developing these sectors require heavy investment throughout the value chains and in physical and human infrastructure. Attention to the impact of climate change and the reduction of environmental disasters is furthermore key to a long-term, sustainable economic development.

#### *South Sudan and international partners.*

The number of bilateral and multilateral partners active in South Sudan has increased since independence, but still remains limited compared to neighbouring East African countries. While the number of international partners has not dropped since December 2013, their profile has changed in the direction of more humanitarian work. According to the latest overview (July 2015) from the South Sudanese

Ministry of Finance and Economic Planning, development partners have reported to disburse approx. USD 1,174 million in 2015/2016<sup>3</sup>, out of which USD 456 million constitute humanitarian support. In terms of development aid, UK has announced support amounting to USD 156 million while the US has announced USD 196 million. In the case of Norway and Sweden they have announced USD 31.2 million and USD 14 million respectively.

Denmark is part of the group of main bilateral partners that work together through a combination of political dialogue, humanitarian, development, peace and stability efforts. Most bilateral partners like Denmark contribute civilian and military personnel to the UN's peacekeeping mission, UNMISS, and are active through regional and international diplomatic fora. A political troika is formed by the USA, UK and Norway, supported by the EU, and acts as a main channel for conveying political messages to the South Sudanese political factions and key regional stakeholders. An International Donor Group including Denmark and the main multilaterals is meeting regularly to closely coordinate and align efforts and work for complementarity between the political, development and humanitarian tracks. China is also an important actor in South Sudan, dominating the South

Sudan oil sector both in-country and as a main export destination for South Sudanese oil. China is contributing with personnel to UNMISS and IGAD. Furthermore, China is engaged in humanitarian and development efforts and locally signalled an interest for new partnerships.

In adapting to contextual changes, international development partners have sought close alignment and have, within the format of the International Donor Group, agreed to a number of joint donor principles for aid in South Sudan. While the dialogue around the principles continues to evolve in light of changing circumstances, the strategic approach includes issues of operational effectiveness and the setting of aid priorities, see box 5. Major donors like the EU, UK, Norway and Japan have thus reoriented existing programmes towards life-saving humanitarian support, while however at the same time continuing work on basic services like health and education, livelihoods and food security/agriculture, and critical governance areas. Norway has also continued its programme on energy.

3 The fiscal year in South Sudan runs from 1 July through to 30 June.

### 3

## PREVIOUS DANISH ENGAGEMENT IN SOUTH SUDAN

Under Denmark's previous programme (2011-2015) results were achieved by closely coordinating with EU, UN and like-minded partners and by focusing resources on a limited set of strategic engagements through well-established international and Danish partners. Results include 1) strengthened local institutions and civil society, including capacity building of village and town councils to improve community participation and provision of local grants for community projects, 2) humanitarian assistance to thousands of displaced South Sudanese despite a very challenging environment. Access to primary health care services. 3) participation of women in decision-making, training of women leaders, including Members of Parliament, in their roles and responsibilities as duty

bearers,<sup>4</sup>) support to the achievements of UNMISS' peacekeeping operation 5) increased and equal access of girls to education and 6) prevention of gender-based violence, including a social norms marketing campaign targeting police, women and elders. Danish efforts have been augmented through long-standing engagement with regional organisations including the AU and IGAD, utilising those as platforms for dialogue with South Sudanese stakeholders.

In close cooperation with likeminded partners, Denmark has adapted quickly to the changed circumstances in 2013. Denmark has responded to the complex emergency in South Sudan through a response to immediate humanitarian needs while maintaining a focus on

long-term solutions including local service delivery through local public institutions. In the most recent Danish country programme (2012-2015, 205 million DKK), focus has been on protection of civilians, strengthening livelihoods and resilience, sustaining local institutions and civil society, and prioritising participation, transparency, accountability and a conflict sensitive approach. Whereas the development budget was left unaffected after the outbreak of the crisis in December 2013, the funding allocated to humanitarian support was increased with additional focus on reconciliation and food security. Denmark has provided humanitarian assistance worth 236 million DKK in 2014 and 161.7 million DKK in 2015.<sup>4</sup>

#### BOX 5 STRATEGIC DIRECTION OF AID IN SOUTH SUDAN

Throughout the crisis, Denmark has closely aligned itself with key international partners and in this agreed to the following principles and priorities:

- remain engaged in dialogue with all parties to the conflict on the need for a political and peaceful resolution and to end the harmful impact on the population.
- ensure joint political messaging and coordination of development partners' priorities
- ensure transparency of assistance.
- contribute to maintain core state systems.
- focus support on food security, basic social services and governance.
- respond to humanitarian and basic needs, reduction of poverty and resilience.
- ensure humanitarian access and protection.

<sup>4</sup> These are channelled partly through UN agencies (UNHCR, UNICEF, WFP og UNFPA), ICRC and partly through Danish INGOs (including ADRA, DanChurchAid, Danish Red Cross, Danish Refugee Council, Doctors without Borders, and Save the Children).

Denmark aims to follow best practice aid effectiveness principles for working in fragile states, and was, prior to December 2013, actively supporting work towards a New Deal Compact between the South Sudanese Government, the people and the development partners. A newly established Government Partner Forum provides opportunities and a framework for the International Donor Group's continued engagement. Among South Sudanese stakeholders, Denmark is recognised as a reliable and trustworthy partner with a longstanding commitment to the South Sudanese people, a broad-based and flexible approach and close ties to and strong cooperation with international and regional actors and civil society.

The scope of Denmark's engagement is tailored to the fragile and high-risk context and the available Danish resources. Denmark does not have an official presence on the ground in South Sudan with the accredited Danish Embassy being placed in neighbouring Ethiopia, where also headquarters of the African Union, the main trust of IGAD and the South Sudanese peace talks are located. In South Sudan, Denmark benefits from frequent travels of Danish diplomats from Ethiopia and a Juba-based Danida senior country advisor. At the same time, the strong presence of Danish civil society as well as of Danish civilian and military staff in the UN forms an integral part of Denmark's presence in South Sudan.

## 4 SCENARIOS, GUIDING PRINCIPLES AND AREAS OF STRATEGIC INTEREST

It is recognised that development in South Sudan is likely to be nonlinear and will experience recurrent set-backs. The country will most likely fluctuate between situations marred by more or less violence. Furthermore, the situation might vary across the regional states of South Sudan. Engagement in South Sudan is likely to continue to be high risk – security-wise, politically, developmental – yet there are potentially high returns on investments for the country, the region and partners.

*A set of three scenarios of possible developments and responses* has been developed (box 6) as it is not possible to predict exactly how South Sudan will develop in 2016-2018. These scenarios seek to guide Denmark's policy and engagement in South Sudan during those years. The scenarios describe three different tracks of possible developments as well as the related Danish strategic response. A central scenario "volatile" is flanked by a "worsening" and an "improving" scenario. It is important to underline, that the scenario scheme outlines a potential framework for decisions that are to be made in case the situation moves towards a "worsening" or "improving" scenario. As a management instrument, the scenario scheme will be accompanied by a recurring and constant in-depth monitoring of the situation in South Sudan. Scenarios will also in the future, as has been the case in the past, evolve as reality catches up. Across scenarios, Denmark's engagement will be shaped by recurring reviews of the most relevant and timely opportunities to engage in

South Sudan and how to match political interest, financial and human resources to leverage key stakeholders in moving towards the improving scenario. This includes assessment of results and lessons learned, see section 5.

South Sudan is currently considered to follow the volatile track: implementation of the peace agreement is slowly moving forward in accordance with the regulations in the agreement despite deferred deadlines, disagreements between the parties on how to implement stipulations in the peace agreement and continued fighting in parts of the country. This situation could to some extent last throughout the coming months and years. However, the situation could also move towards either a worsening or an improving scenario. Should the parties publicly renounce the peace agreement and should the violent conflict resume and spread throughout the country, South Sudan would thus move towards the worsening scenario. Even in that case, it will still be relevant for Denmark to continue its engagement with development partners and to support a possible renewed peace mediation process. However, as the current conflict in South Sudan is between national political elites and thus not caused by external factors, there is also a possibility of reconciliation between the parties which could move South Sudan towards an improving scenario. In this scenario, the peace agreement will be implemented, the Transitional Government of National Unity will be in place and the conflict level will decrease.

These three scenarios represent the possible strategic range for the Danish engagement with South Sudan 2016-2018. Not all factors in each scenario need to be present country-wide at the same time, as the situation might vary across the regional states. Thus, characteristics of two or all three scenarios might be present in different parts of the country at the same point in time. The overall objectives of the Danish engagement as well as the areas of strategic interest (see below) are expected to remain constant across scenarios, whereas the response might change and be adjusted to the situation at hand (type of intervention, partner choice, scope and scale of the engagement).

Central to move the country towards the improving scenario is a conscientious and timely implementation of the peace agreement by the parties which would represent the much needed opportunity for the South Sudanese to break with the past and place their country on a long-term trajectory of gradual stability, peace, development and state-building. Drivers of change include actors and processes that allow reconciliation and justice, promote inclusive and legitimate governance, create space for civil society and form a social contract between the nation-state and its people. The undertaking will be massive in terms of time and resources, and demands new credible political will on behalf of the South Sudanese themselves and the regional and international actors, whose sustained pressure will be required to move the process forward.

## BOX 6 SCENARIOS

### **Scenario 1:** Volatile (status quo).

Implementation of the peace agreement in process – slowly and with set-backs and despite deferred deadlines. Parts of country see violence and HR abuses, others less severe/none. Limited/some community and grass root national reconciliation. Social cohesion intact in some areas, but wide disparity btw states; ethnic disparities utilised in conflict. Continued economic and social hardship, but signs of slow improvements (decrease in inflation, limited oil production, productive sectors suffer from volatility). Government funding prioritises mainly security sector, limited social sector funding. Government administration, national, state and county, functions in parts of the country. Accountability slightly improved but still deficient national justice and fight against impunity. Severe food insecurity, not country-wide. No/some return of IDPs and refugees to local communities

**Indicative response.** *Political dialogue, support to implementation of the peace agreement. Threat of targeted sanctions through EU, UN maintained. Continued civil and military contribution to UNMISS. Protection of civilians still key, especially on women and children. Humanitarian relief continues while resilience and development efforts are done where possible. Working through likeminded and multilateral channels: EU, UN, regional organisations, civil society and work with legitimate authorities, when/where possible. Continue to work through multilateral channels and through these allow direct work on government systems and reform. Consider support to justice and security sector. Civil society support.*

**Scenario 2:** Worsening. Peace agreement publically renounced. Unresolved major political conflict spill over from/spreads across most of South Sudan's states and escalates armed violence, massive HR abuses, atrocities. Deepening regionalisation of the conflict, splitting involved neighbouring countries further. Resumed peace-talks collapsed. Risk of coup d'état. No reconciliation, severe social fragmentation. Economic collapse (oil production stop), severe social hardship, spreading civil unrest. Government funding exclusively to security sector. Lack of functional state administrations (centre, local). Impunity, no accountability. Extreme food insecurity affecting major parts of country. Number of IDPs and refugees increases.

**Indicative response.** *Political dialogue-stopping violence, avoiding atrocities. Support to expanded targeted sanctions through EU, UN. Support to possible renewed peace mediation process. Consider level/relevance of civil and military contribution to UNMISS. Increase efforts to protect civilians. Marked focus on women and children. Increased focus on humanitarian aid and food security through UN and international humanitarian actors. Focus on the region, mitigating humanitarian and security spill-overs. Through active diplomacy pushing to avoid a regional war.*

**Scenario 3:** Improving. Implementation of the Peace Agreement in process. Deadlines and stipulations are respected. Transitional Government of National Unity in place. Conflict level back to level of early independent statehood. Economic situation gradually improves (oil exports and some productive sectors). Government funding gradually spreading to social sectors- Government administration national, state and county improve capacity. Ethnic disparity is handled through non-violent negotiation. Some grass root national reconciliation. Accountability improved but still deficient national justice and fight against impunity. Some return of IDPs and refugees to local communities. Food security slowly stabilises, returning to pre-crisis levels

**Indicative response.** *Political dialogue – long-term development opportunities included. Unlisting of individuals if accountability in national context. Continued civil and military contribution to UNMISS (return to state-building mandate?). Gradual shift toward long-term development engagement including capacity-building of national institutions. Uphold necessary humanitarian aid esp. reintegration of returnees. Continue to work through multilateral channels and through these allow direct work on government systems and reform. Consider support to justice and security sector. Civil society support.*



*Three guiding principles will inform the Danish engagement across scenarios:*

- Maintain an integrated approach that builds on diplomacy, development cooperation, humanitarian aid and contributions to peace and security.
- Continue a flexible and adjustable approach that is able to quickly react to and move between scenarios and where synergies across instruments are taken advantage of.
- Work through civil society organisations, multilateral and likeminded channels – EU, UN and other key international partners – to augment efforts, share risks and to match Denmark's limited presence on the ground.

The interim policy paper identifies *three areas of strategic interest* for Danish engagement:

1. **Preventing violence and atrocities.** Enhancing people's security and protection
2. **Sustainable peace.** Promoting inclusive governance and supporting the peace process including justice and reconciliation
3. **Enhancing living conditions.** Saving lives, building resilience, improving livelihoods

Considering the unstable situation in South Sudan including the need for a flexible approach, the areas of strategic interest represent a set of possible intervention areas. The choice of areas of strategic interest are based on an analysis of the context and scenario exercise identifying the biggest challenges, needs and key drivers of change in South Sudan as well as an assessment of where Denmark might best utilise its engagement and resources to help create immediate results.

Some areas will be selected during the subsequent programming exercise and included in the Danish country programme for South Sudan 2016-2018 (expected budget is 100 million DKK). Other areas will be covered by the Danish humanitarian assistance as well as by Danish civilian and military contribution to UNMISS. To a large extent, Denmark will build on lessons learned from its previous engagement including results achieved and successful/less successful choices of partners and modalities. Denmark will work closely with the main international actors (for instance EU, UN, AU, IGAD, international governmental and non-governmental organisations) in South Sudan across any effort. Especially the UN through its peace-operation UNMISS plays a key role in South Sudan including by being present through-out the country. Denmark will also aim to bridge actions in the field and efforts through fora like the UN Human Rights Council.

Denmark is participating in the work of EU in South Sudan and will as appropriate contribute to the formulation of prioritised EU policies, potentially the development of joint programming, and will aim to ensure consistency between policy, security, development and humanitarian efforts within EU and across EU-member states and like-minded partners. Denmark is engaged in the International Donor Group for South Sudan and working for close alignment among development partners in their approach to South Sudan across the different scenarios.

## AREA OF STRATEGIC INTEREST 1

### PREVENTING VIOLENCE AND ATROCITIES. ENHANCING PEOPLE'S SECURITY AND PROTECTION

Denmark will push for efforts that can improve security and protection in South Sudan. Scaled to the situation on the ground, it is envisaged to engage in few, concrete initiatives that aim to prevent local level conflict and atrocities and ensure protection of civilians. In an improving scenario returning to a focus on support to justice and security might open up as part of the support for the implementation of the peace agreement.

*Protection of civilians* will remain key. The current crisis in South Sudan has taken a devastating toll on the civilian population with thousands of people missing or killed, massive displacement

and migration, grave human rights violations and widespread atrocities. Denmark aims to continue to support the UN-peace operation, UNMISS, through civilian and military personnel as well as to support regional efforts such as IGAD's Monitoring and Verification Mechanism (which according to the stipulations in the peace agreement will transform into the "Ceasefire and Transitional Security Arrangement Monitoring Mechanism" (CTSAMM)). In each of their different ways, these actors aim to deliver immediate protection of civilians, monitor, document and report on breaches of the ceasefire and human rights violations, and help ensure respect for human rights and accountability. Ongoing Danish investments in African peacekeeping training institutes will be made use of through for example training of African UNMISS peacekeepers in human rights and the protection of civilians. Denmark will, as a part of its ongoing engagement in international fora on Responsibility to Protect, support efforts to push South Sudan to live up to its own responsibilities for the protection of civilians.

*Preventing conflict.* The major political conflict is likely to cause a continued fluctuating security environment that can cause escalation of local armed conflict between communities, often fuelled by (lack of) access to scarce resources like water and land, cattle herding and basic needs. As a result of the conflict patterns, displaced people migrate to new areas or return home after periods of absence, putting pressure on local communities. The recurrent pattern of violent conflicts needs to be broken through sustained

efforts at reconciliation, stronger accountability and justice through the engagement of local communities, civil society organisations and key duty-bearers with public institutions.

Lack of reform of the security *sector* is assessed to be a main permissive factor for allowing the major political conflict to spill-over into and fuel local armed violence and conflict. Reform and increased accountability of the security forces is an important aspect of the peace agreement and will be a significant test of the political will of the transitional South Sudanese leadership to commit to a united and inclusive peace.

## AREA OF STRATEGIC INTEREST 2

### SUSTAINABLE PEACE. PROMOTING INCLUSIVE GOVERNANCE AND SUPPORTING THE PEACE PROCESS INCLUDING JUSTICE AND RECONCILIATION

Denmark will seek to continuously influence leading regional and international political efforts for a lasting peace resulting in a legitimate, transitional government in South Sudan. Through a few selected partnerships, Denmark will, when and where possible, help promote inclusive governance, support the peace process and the South Sudanese citizens and civil society organisations in claiming their rights.

*Peace process, justice and reconciliation.* Despite the signing of the peace agreement, politics in South Sudan will

most likely remain confrontational, highly unstable and marred by deeply rooted problems with lack of participation and legitimacy including in the all-dominating, highly centralised SPLM and its break-off factions including the SPLM in Opposition. Political processes have constantly needed the support of regional and international partners in order to avoid or to reduce tensions. There will be various ways for donors to support the process which can help create an environment conducive for opening up political space and help pave the way for lasting peace and renewed state-building effort in the long-term perspective/after the end of the transitional period. Moreover, contact to central transitional office holders, not least through the EU, at political level in South Sudan, in the region (IGAD, AU) and internationally (troika, UN) could allow Denmark to influence decisions in relation to the transitional period and inclusive governance. Should the implementation of the peace agreement break down, Denmark will aim to support a possible renewed peace mediation process.

*Inclusive governance through legitimate, public institutions and space for civil society.* Even with a strong commitment from a transitional government to deliver services to their people, limited institutional capacity would block progress and reinforce a public perception of remote and illegitimate governance. The low institutional capacity of South Sudan is a contributing factor to the country's fragility, including by not being able to withstand a fragmented political scene and by lack of presence in the periphery

(vs. the centre). A weak civil society in South Sudan limits rights holders' ability to engage government and hold it accountable. Moreover, corruption is pervasive. When and where possible, Denmark will aim to support South Sudanese authorities and the strengthening of their governance systems at national, state and local level and thereby help the gradual development of transparent, accountable and inclusive key institutions that are able to deliver services to the people. Denmark will seek to work with partners to support a home-grown civil society that goes beyond humanitarian relief and engages in reconciliation, justice, advocacy of rights and accountability between citizens and government.

#### *Preventing gender-based violence.*

Denmark will give special attention to protect and empower women and girls. Gender-based violence is pervasive in South Sudan, and South Sudanese women and girls sum-up some of the worst human development indicators in the world. Even in the worst scenario opportunities for Denmark are likely to exist within the area of local level conflict mediation and prevention and the countering of gender-based violence including access to support, protection and voice of women and girls. Denmark will also continue its human rights based approach politically and in development activities. Emphasis will be put on capacity building of South Sudanese government institutions as duty bearers of human rights when feasible and on stronger engagement of civil society and local communities.

### **AREA OF STRATEGIC INTEREST 3**

#### **ENHANCING LIVING CONDITIONS. SAVING LIVES, BUILDING RESILIENCE AND IMPROVING LIVELIHOODS.**

Denmark will aim to save lives and improve livelihoods of marginalised South Sudanese men, women and children by reducing vulnerability and increasing resilience.

*Providing relief to the most vulnerable and marginalised.* The majority of the people live in food insecurity that potentially can lead to hunger – and in the worst case famine. The large migration of people either displaced by conflict or by scarcity of food poses a severe challenge to stability in South Sudan and in neighbouring countries. Denmark will continue to save lives through critical humanitarian relief as well as to seize opportunities, when feasible, to promote synergies between humanitarian relief and development cooperation with a focus on strengthening local capacities and building resilience for better livelihoods. Denmark aims to help push forward national and international efforts that can prevent further displacement and migratory flows. Across scenarios, Denmark will continue to focus on refugees and internally displaced persons, varying from life-saving support to sustainable reintegration, life opportunities and eventually have a voice in the transitional peace process. If possible, a special concern will be raised regarding the resilience, protection, education,

rights and reintegration of children and youth, including released child soldiers.

Denmark will continue to advocate for humanitarian access, neutrality and impartiality, and the respect for humanitarian actors by all South Sudanese parties to the conflict and for all to live up to their responsibilities during the humanitarian crisis. Denmark will engage in dialogue with South Sudan, key international organisations and development partners on durable solutions for returnees, internally displaced and refugees.

*Delivering basic services for all.* In most parts of the country basic services and infrastructure such as stable water supply, clinics, schools or access to roads are non-existent. Denmark will aim to capitalise on its earlier good experience and achieved results in working with partners, that can move within the spectrum of humanitarian aid and development assistance, depending on the scenario, and that way ensure delivery of basic services and infrastructure to local communities.

## 5 RISKS

Engagement in South Sudan will continue to involve high security, political and financial risk-taking. Disregarding the progress of the implementation of the peace agreement, the overall security situation is likely to remain fluid and extremely fragile and may fall back to outright armed conflict and new atrocities in parts of the country. Public institutional capacity is low – in places even non-existent, corruption and impunity is pervasive and civil society is weak. Economic collapse is likely. A gradual move into an improving situation is likely to be iterative, requiring a long-term perspective, high degree of flexibility and willingness to manage set-backs.

Central for any Danish engagement will be flexibility and constant monitoring and analysis of ongoing activities. Special attention must be put at ensuring that any given activity is conflict sensitive from the outset, and that the '*do no harm*'-principles are adhered to. The development of tentative scenarios, see above, is meant to feed into an ongoing monitoring of risks including the risk of massive human rights violations. DANIDA's Risk Management Tool will be used as the foundation for the recurrent risk-assessments. Reference will also be made to the risk factors listed in the new UN Framework on the prevention of atrocity crimes. A detailed risk response is to be developed as part of the development programming including reviews to guide adjustment of activities, see below.

## 6 REVIEWS AND RESULTS

As a way of ensuring a systematic approach to the ongoing monitoring, evaluation and learning from the Danish engagement in South Sudan, the Embassy of Denmark in Addis Ababa together with advisor(s) in South Sudan will report on the situation, risks, outputs and outcomes and continued relevance of the Danish policy and concomitant efforts. In its ongoing effort to ensure close monitoring, the Embassy together with the advisor(s) in South Sudan will work closely with trusted cooperation partners as well as it might make use of consultancy and short term technical assistance as deemed necessary.

As regards the planned development engagement in South Sudan, the country programme 2016-2018 will undergo a formal review after 1-1½ year to inform possible larger scale adjustments. Another is planned towards the end, before the possible onset of a new programme cycle. This scheme is aimed mainly for the volatile to improving scenario. If the scenario radically worsens, the country programme will have to be immediately reviewed. Continuing the current trend, international high-level political consultations are expected regularly with a view to keep the South Sudanese political leaders to their promises of peace and accountability. Indicators will be chosen for the monitoring of progress on agreed results for any efforts of the intervention areas outlined above. Since Denmark will solely work through multilateral channels and other likeminded or civil society

organisations, indicators developed by the partners will be used. Potential risks are to be identified and response strategies outlined. If such have not been developed, support will be provided to this end. Denmark will align monitoring efforts to the review-processes of the partners. The Embassy will maintain working with partners on seeking agreements on joint management and organisation of the cooperation.

In terms of overall results, in a volatile but slightly improving scenario, Denmark's engagement in South Sudan will be focusing on results in the medium-term (the three year life-span of the paper) while aiming to ensure long-term impact. Overall, in the volatile to improving scenario, Denmark's engagement in South Sudan will contribute to:

1. Increase security and peace in South Sudan and the Horn of Africa/East Africa
2. Strengthen the position of rights holders and duty bearers to take steps towards creating legitimate, inclusive and accountable institutions
3. Increase protection of civilians and accountability for human rights violations, and strengthen South Sudan's national implementation of its Responsibility to Protect
4. Reduce gender-based violence and increase women's participation

5. Promote inclusive governance through capacity-building of public institutions to enhance basic service delivery and community engagement in decision-making processes

6. Reduce number of people living in (extreme) food insecurity, improve resilience and access to basic services for vulnerable populations including returnees and refugees

In the worsening scenario, focus will shift to mainly short-term life-saving activities with medium-term impact within the same results areas. At least every six month, a cross-cutting task force in the Danish Ministry of Foreign Affairs will take stock of developments, ensure coordination and capture synergy between instruments and types of engagement.

## ANNEX 1 KEY DATA

KEY ECONOMIC DATA	UNIT		SOURCE
Area	km <sup>2</sup>	644.329	WDR
Population (est. 2014)	Million	11.30	WDR
GDP (2013)	USD Billion	11.80	WB
GDP (2011)	USD Billion	18.8	WB
Annual economic growth (GDP) (2014)	%	-12	WDR
GNI per capita (2013)	USD	950	WB
Growth in GNI per capita 2014	%	-19	IMF
Ease of doing business (2015)	Rank	187	WB
Oil sector, percentage of total GDP (est 2013)	%	60	UNDP
Government revenue from oil sector (2013-2014)	%	98	IMF
Government expense (% of GDP ) (2014)	%	44	IMF
Tax revenue (excluding grants,% of GDP) (2013)	%	3.7	WDR
Development assistance per capita (2012)	USD	146	WB
Net official development assistance (% of GNI) (2014)	%	19	IMF



KEY SOCIAL DATA	UNIT		SOURCE
Population growth (annual average) (2014)	%	4.3	WDR
Life expectancy (2014)	Years	55	WDR
Infant mortality (2014)the first year) (year)**	Pr./1000 births	99	WDR
Access to clean drinking water (percentage with access) (2012)	%	57	WDR
Access to health facilities (percentage without access)	%	48	HDR
Number of doctors (2012)	Total	120	ICRC
People btw. 15-49 years living with HIV (2013)	%	2.2	UNDP
Adult literacy rate (2013)	%	27	WDR
Primary education (Gross primary school attendance) (2014)	%	41	WDR
Girls in primary education (attendance of girls of school of age) (2011)	%	34	MDG
Social sectors (percentage of public expenditure)	%	N/A	WDR
Military expenditure (percentage of GDP) (2014)	%	N/A	WDR
KEY HUMAN RIGHTS DATA	UNIT		SOURCE
Ratification with main international human rights instruments (12 in total)	No.	7	OHCHR
Compliance with main international human rights instruments	No.	N/A	OHCHR

## ANNEX 2

# OVERVIEW OF DENMARK'S DEVELOPMENT COOPERATION WITH SOUTH SUDAN 2011-2015

Denmark has been an active development and humanitarian partner in South Sudan for many years. During the long civil war with Sudan, the Danish effort focused on providing relief and shelter to people displaced by the war as well as delivering humanitarian assistance to marginalised groups in the south. Denmark was an active contributor to the Comprehensive Peace Agreement (CPA) in 2005 that ended 21 years of civil war against the Sudanese regime in Khartoum and warring factions in the South, and together with the international community supported South Sudan's declaration of independence in 2011.

The Danish effort focused on the interplay between development, peace and stability. The Danish development cooperation with South Sudan 2011-2015 amounted to DKK 283 million. The Danish development assistance was channelled through multilateral partners as well as international non-governmental organisations and revolved around two main pillars: Governance and Peoples security. Denmark was among the ten biggest bilateral donors in South Sudan.

### ADJUSTING THE DEVELOPMENT COOPERATION – CRISIS RESPONSE

Following the crisis that broke out in South Sudan in December 2013, the overarching Danish development goal was maintained, but efforts were adjusted in accordance with the political- and humanitarian crisis.

In cooperation with our international partners, Denmark emphasised the importance of flexibility and the willingness to take risks in ensuring a long term development effort was maintained alongside the additional efforts to provide humanitarian assistance. Focus was put on existing development efforts so they did not get in times of crisis, and local capacity building was maintained in order to have anchors for a continued development effort once the conflict was resolved.

In response to the crisis Denmark strengthened its focus on people's security, the access to basic services, and food security and halted projects whose activities were assessed to enhance, rather than prevent conflict. This included the establishment of physical infrastructure which would increase the mobility of armed forces as well as direct state-building support to the central government who was perceived partial to the conflict.

A planned security sector reform programme implemented through DFID aimed at right-sizing and professionalising the army SPLA. The programme, funded by the Peace and Stability Fund, had to be cancelled as response to the crisis as cooperation with the armed forces after the outbreak of the conflict was no longer possible.

The internal response system in the MFA and the flexibility mechanisms that were integral parts of the development programme proved effective to adjust in a speedy manner the activities to address the fragile and fluid situation that evolved after the outbreak of the crisis in December 2013.

### AREAS OF INTERVENTION 1

#### GOVERNANCE

Denmark was working to improve governance to the extent possible through capacity building with a focus on the accountability and transparency of official authorities, the equal and meaningful participation of the population in decision making, as well as access to services on a community level. Through the World Bank's Local Governance and Service Delivery Program, Denmark worked to strengthen the rights holder's participation in democratic decision making, ensuring their equal access to services on a local level, and increased the local authorities' capacity for good governance and delivery of these services. A central aim was to establish a transparent and predictable system for the transferring of funds from the central- to community level.

Another focus area was protection of vulnerable girls and women and promoting women's rights.

Through the UNWOMEN program, Denmark was working to enhance the possibilities of women's participation in society through the support of Ministry for Women, the Women Caucus in the parliament and civil society organisations. As a response to the crisis, additional funding were been allocated to train and educate women to participate in the peace negotiations, and to establish training- and security initiatives in IDP camps in light of the current levels of conflict.

In addition to the UNWOMEN program, Denmark was contributing to the capacity building of the Yei Boarding School for Girls as a standard model for other bordering schools working to ensure the equal access to education for girls and women in South Sudan.

## AREAS OF INTERVENTION 2

### PEOPLE'S SECURITY

Denmark's original aim was to increase security through conflict prevention in marginalised communities as well as improving the government's ability to provide its people with a life in security and free from discrimination. Denmark was a major contributor to the PACT Peace Fund's support to local communities' methods of conflict resolution, mediation, and peace building initiatives. The programme was maintained after the outbreak of the crisis as the levels of

violence made it imperative to ensure the continuation of mechanisms of mediation and resolution in both conflict and non-conflict states.

Denmark worked to prevent violence against women and supported initiatives for their empowerment. Through support to the International Rescue Committee Denmark contributed to the treatment and prevention of sexual- and gender based violence against women. IRC had adjusted the programme in light of the crisis and was focusing on mental- and social work as well as providing education in local communities and IDP camps to address the escalation of sexual violence directed against women in the conflict.

As response to the crisis and the immediate need to hold the warring parties responsible for their actions, Denmark was supporting IGAD to monitor the ceasefire agreement, including the targeting of the civilian population, through support to the Monitoring- and Verification Mechanism (MVM).

As part of Denmark's broad based engagement and support to the UN mission, Denmark provided a strategic planner to the UN headquarters in Juba with the aim of encouraging civil-military relations and –cooperation. The position was funded by the Peace and Stability Fund.

The UN estimated that up to 4 million people were living on the brink of humanitarian disaster. A compounding factor to the national and locally based conflicts was competition over scarce resources at community level. Adding to the already dire local food security situation was the vast number of persons displaced by the crisis that draw heavily on food supplies in many areas of the country as they had left their homesteads and sources of food. Shortly after the outbreak of the crisis Denmark entered into cooperation with FAO to support preventive measures against the threat of famine. Through FAO, Denmark increased food security by providing fishing nets, seed corn, farming tools, as well as an immunisation campaign for cattle. The effort increased the population's resilience, prevents internal displacement related to food-insecurity and delivered support to vulnerable people's self-reliance in order to alleviate the need for traditional humanitarian aid.

## **SAVING LIVES AND BUILDING RESILIENCE THROUGH DANISH HUMANITARIAN ASSISTANCE**

Denmark has provided substantial humanitarian assistance to South Sudan since independence in 2011 and South Sudan is one of 12 selected priority countries for Danish humanitarian assistance to protracted crises. Initially, focus was primarily on support to returnees and refugees under the Regions of Origin initiative where projects provided comprehensive assistance from initial temporary housing and basic household needs to livelihood support focusing at formal and informal education, farmer field schools and job creation initiatives. Due to increasing unrest and conflict in both 2013 and 2014 an increasing part of the support has been focused on emergency support to internally displaced persons as well as South Sudanese refugees in the neighboring countries.

Danish support was provided according to needs based criteria and in accordance with UN priorities. Funding has been provided through UN organizations (UNHCR, UNICEF WFP and UNFPA), International Red Cross (ICRC), through the Country Humanitarian Fund and through Danish organizations with humanitarian partnership agreements with MFA. In 2014 ADRA, Dan Church Aid, Danish Red Cross, Danish Refugee Council, MSF, Save the Children and Danish Emergency Management Agency all received funding for operations in response to the crisis in South Sudan.

Total Danish humanitarian commitments to South Sudan in response to the crisis increased from 152.2 million DKK in 2013 to 236.6 million DKK in 2014. By late March 2015 a total of 82.1 million DKK had been committed for 2015. Denmark was the 7th largest humanitarian donor to South Sudan in 2014 and the 4th biggest donor to the Country Humanitarian Fund (CHF).

## ANNEX 3

### OVERVIEW OF PROGRESS TOWARDS THE MDGS IN SOUTH SUDAN ON INDICATORS WHERE STATISTICS ARE AVAILABLE

MDG/ INDICATORS	BASELINE 1990	CURRENT LEVEL	MDG OBJECTIVES 2015	PROGRESS
GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER				
Proportion of population below the national poverty line	N/A	50.6% (2014)	46%	Not achievable
Prevalence of children under 5 moderately or severely underweight	32.6% (2005)	27.6% (2010)	24%	Not achievable
Proportion of population below minimum level of dietary energy consumption	N/A	4 million severely food insecure	11%	Not achievable
GOAL 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION				
Net Enrolment Rate (NER) in primary education	15.8% (2005)	42.9% (2011)	100%	Not achievable
Primary school completion	N/A	37.4% (2011)		Not achievable
Literacy rate	N/A	27% (2011)	100%	Not achievable
GOAL 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN				
Ratio of girls to boys in primary school (Gender Parity Index)	58.6% (2008)	59.30% (2011)		Not achievable
Ratio of girls to boys in secondary school (Gender Parity Index)	40.1% (2008)	40.8% (2009)		Not achievable
Primary school completion rate, girls	N/A	27% (2011)		Not achievable
Literacy rate of women 15-24 years old	18% (2006)	28% (2011)	100%	Not achievable
Proportion of seats held by women in the National Assembly	N/A	26% (2014)	33%	Not achievable
GOAL 4: REDUCE CHILD MORTALITY				
Under-five mortality rate (per 1000 live births)	251,4 (2000)	99 (2013)	72%	Not achievable
Infant mortality rate (per 1000 live births)	148,7 (1990)	64,7 (2014)		Not achievable
Proportion of 1 year-olds immunized against measles	17,6% (2006)	62% (2014)		Not achievable

MDG/ INDICATORS	BASELINE 1990	CURRENT LEVEL	MDG OBJECTIVES 2015	PROGRESS
GOAL 5: IMPROVE MATERNAL HEALTH				
Maternal mortality ratio (per 100,000 live births)	2,054 (2006)	1,989 (2013)	Reduce by 3/4	Not achievable
Proportion of births attended by skilled health personnel	10.2% (2006)	19.4% (2012)		Not achievable
Contraceptive prevalence rate	3.6% (2006)	4% (2011)		Not achievable
GOAL 6: COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES				
HIV prevalence among population	0.10% (1990)	2.2% (2014)	Halt and begin to reverse	Not achievable
Percentage of women with comprehensive knowledge of HIV/AIDS	6% (2006)	9.8% (2014)	50%	Not achievable
Death rates associated with Malaria (pr. 100,000)	N/A	55		Not achievable
Death rates associated with tuberculosis (per 100,000 inhabitants)	N/A	30		Not achievable
GOAL 7: ENSURE ENVIRONMENTAL SUSTAINABILITY				
Proportion of total land area covered by forest	N/A	32.4% (2012)		Not achievable
Proportion of population using an improved drinking water source	48.3% (2006)	57% (2013)	100%	Not achievable
Proportion of population using an improved sanitation facility	6.4% (2006)	9% (2013)	3/4 of population	Not achievable
GOAL 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT				
Proportion of net Official Development Assistance (ODA) as a percentage of GDP	1.36% (2008)	19% (2014)		
Mobile cellular subscriptions per 100 inhabitants	19% (2009)	25.6% (2014)		

Source:  
 UNDP Millennium Development Goals Indicators, updated 2014  
 UNDP Country Report South Sudan 2013  
 The South Sudan Millennium Development Goals Status Report 2013  
 World Bank



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