



FRAGILITY ASSESSMENT

REPUBLIC OF SOUTH SUDAN

2021

GOVERNMENT OF THE REPUBLIC OF SOUTH SUDAN
MINISTRY OF FINANCE AND ECONOMIC PLANNING
AID COORDINATION DIRECTORATE
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SOUTH SUDAN NEW DEAL FRAGILITY ASSESSMENT 2021

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INTRODUCTION



As part of the New Deal implementation, South Sudan conducted a fragility assessment in 2012, which was updated in 2017. The 2021 South Sudan Fragility Assessment is the third nationally-led and nationally-owned review of drivers of fragility across the country.

South Sudan became the newest country in 2011, gaining independence after decades-long civil war. Protracted conflict and years of marginalization have resulted in a fragile situation in the country with a high human cost. Humanitarian needs are grave, with over fifty percent of the population requiring urgent food assistance in 2021. About 40 percent of the population is internally displaced or live as refugees in neighboring countries. More than 80 percent live below the poverty line. The country has massive development needs, from building basic infrastructure, to developing education and health services, to building institutions. Given its history, South Sudan embraced the New Deal for Engagement in Fragile States and became a founding member of the g7+ group of conflict affected and fragile states. South Sudan was one of seven countries to pilot the implementation of the New Deal. As part of the New Deal implementation, South Sudan conducted a fragility assessment in 2012, which was updated in 2017. The 2021 South Sudan Fragility Assessment is the third nationally-led and nationally-owned review of drivers of fragility across the country.

The fragility assessment is a perception-based report that aggregates the opinions of citizens from across the country regarding the state of fragility. Based on the New Deal guidance, the process focuses on five key determinants of fragility, known as the Peacebuilding and Statebuilding Goals (PSGs).

The Peacebuilding and Statebuilding Goals include:

- **Legitimate Politics:** Foster inclusive political settlements and conflict resolution.
- **Security:** Establish and strengthen people's security.
- **Justice:** Address injustices and increase people's access to justice.
- **Economic Foundations:** Generate employment and improve livelihoods.
- **Revenues & Services:** Manage revenue and build capacity for accountable and fair service delivery.



Previous assessments completed in 2012 and 2017 followed key milestones in the nation's history. The 2012 report took the pulse of the nation a year after independence, a period of hope and optimism about the future of South Sudan. The 2017 assessment was undertaken during a time of conflict and violence and when citizens perception of the nations was at a low. This assessment takes place in the aftermath of the violence that occurred in 2016 and the raging COVID-19 pandemic. Armed factions have largely put down their arms, but localized violence persists, threatening people's security.

There is also a growing humanitarian crisis caused by floods and insecurity. The South Sudan Humanitarian Response Plan describes the humanitarian situation as such: "More than two-thirds of the South Sudanese population and some 300,000 refugees and asylum seekers in South Sudan are in need of some form of humanitarian assistance and protection in 2021, as the country continues to experience the cumulative effects of years of conflict, a surge in sub-national violence, unprecedented flooding and hyperinflation, further compounded by the COVID-19 pandemic."¹

Amidst these challenges the country is determined to recover and reset its development path. Efforts are being made to strengthen government institutions to improve state presence and service delivery in all parts of the country.

OBJECTIVES OF THE 2021 FRAGILITY ASSESSMENT

Aims and Objectives

Building on South Sudan's 2012 and 2017 fragility assessments, the aim of this exercise is to develop an updated picture of how South Sudanese view fragility and resilience at the national and state levels; and to draw on and inform priorities and design of the revised National Development Strategy (NDS). The specific objectives of the 2021 Fragility Assessment were to:

- **Develop a shared understanding of what national stakeholders identify as the drivers and features of fragility and sources of resilience in the country;**
- **Promote inclusive multi-stakeholder dialogue about the challenges to peacebuilding and statebuilding;**
- **Identify possible areas of incremental progress towards resilience, including targets in line with the New Deal's Peacebuilding and Statebuilding Goals (PSGs); and**
- **Enable government and development partners to jointly assess and manage risks.**

¹ Humanitarian Response Plan South Sudan, pg. 7.

Methodology

The assessment used a qualitative approach aimed at addressing gaps in the 2017 fragility assessment exercise, which was challenged by an outbreak of violence in the country.

Workshops on the Peacebuilding and Statebuilding Goals (PSGs) were planned in all 10 states of South Sudan to ensure representation and participation of key stakeholders from across the country. Unfortunately, the global coronavirus outbreak affected the process. Instead, consultations were held with a cross section of citizens from the following 9 states: Western Bahr el Ghazal, Western Equatoria, Eastern Equatoria, Central Equatoria, Lakes State, Upper Nile, Jonglei, Unity, Warrap. These consultations were led by the National Development Strategy (NDS) Secretariat within the Ministry of Finance and Planning (MOFP) and focused on a dialogue with participants regarding their thoughts and experiences on the five PSGs. The process also involved desk studies and interviews.

Due to COVID-19 restrictions, each consultation was limited to approximately twenty individuals. Participants included representatives from government institutions, the private sector, women groups and youth groups, amongst others. The limited number of participants did not affect the diversity of views as in each case diverse set of stakeholders were well represented. Also, the numbers allowed for in-depth discussions and more time for interaction and corroboration of results.

Prior to the deployment of teams to the various states to conduct the consultations, a one-day workshop was held in Juba to train team members. The training session focused on the fundamentals of the New Deal for Engagement in Fragile States and reviewed the International Dialogue Guidance Note on Fragility Assessments and the g7+ Fragility Spectrum. The workshop was interactive and allowed participants to practice by leading mock consultations and receiving feedback on how to improve performance and align with best practices. The session was attended by all consultation leaders, which ensured uniformity in approach, once deployed in the various states.

Each consultation lasted a full working day. In the morning, participants were introduced to the New Deal Peacebuilding and Statebuilding Goals as well as the Fragility Spectrum as a guide for discussions on fragility in the national context. The afternoon was reserved for small group consultations on each PSG, followed by validation by the plenary. The results of each consultation were aggregated to create a national baseline for fragility using the G7+ Fragility Spectrum categorizing each PSG into one of five stages:

Consultations were held with a cross section of citizens from the following 9 states: Western Bahr el Ghazal, Western Equatoria, Eastern Equatoria, Central Equatoria, Lakes State, Upper Nile, Jonglei, Unity, Warrap.

Crisis (Stage 1), Rebuild and Reform (Stage 2), Transition (Stage 3), Transformation (Stage 4), Resilience (Stage 5). Annex 2 provides a detailed explanation of each stage.

The Fragility Spectrum is the preferred tool developed by the international dialogue for peacebuilding and statebuilding. It is an adaptable framework which recognizes that each country is at a “different stage of progress due to the different drivers of fragility and resilience².” It also allows addressing “a key concern of the g7+ regarding the measurement and categorization of fragile states according to donor monitoring frameworks, which try to assess the nature of their situations with a standard yardstick. Furthermore, difficulties around data collection in fragile states mean donors often rely on out of date statistics. Misrepresentations can result, which fail to provide an accurate picture of the progress that states are making. There is also an issue of creating overly ambitious international targets and goals for fragile states that do not take into account the low base from which fragile states are starting, and thus ‘set countries up to fail’ against these measures. Finally, indicators determined by international actors do not draw on the true experts on fragility – the citizens of fragile states themselves³.”

Additional consultations were held with development partners and UN agencies. These consultations provided background on the South Sudan context and provided insight on alignment between development partner’s priorities and the priorities of the cross section of citizens that participated in the various consultations. Development partners also provided perception of non-South Sudanese living in South Sudan on the state of fragility across the country. This allowed the ‘cross-checking’ of citizens perspectives of fragility to those of non-citizens living in the same country.

Responses from each consultation were captured via surveys completed by participants during the event. The results were used to establish a 2021 fragility baseline as well as to conduct a comparative analysis to previous assessments.

² g7+ Fragility Spectrum, pg. 2.

³ g7+ Fragility Spectrum, pg. 2.

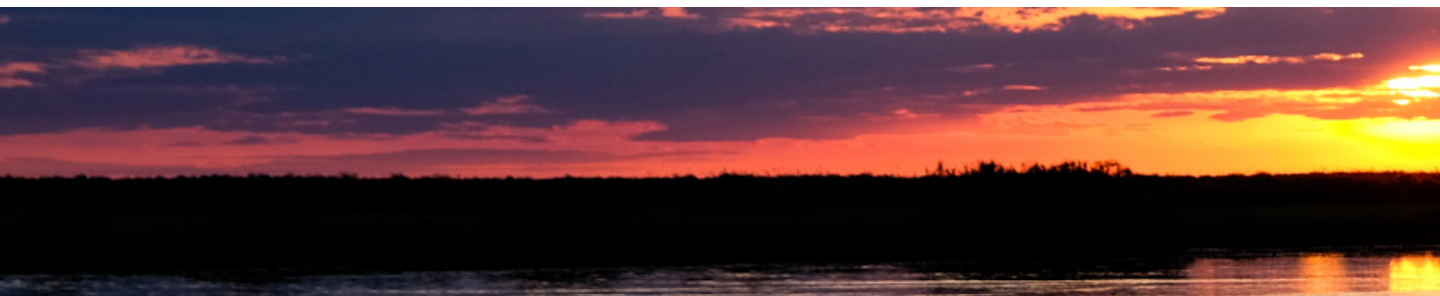


FIG. 1: WHERE ARE WE ON THE FRAGILITY SPECTRUM?

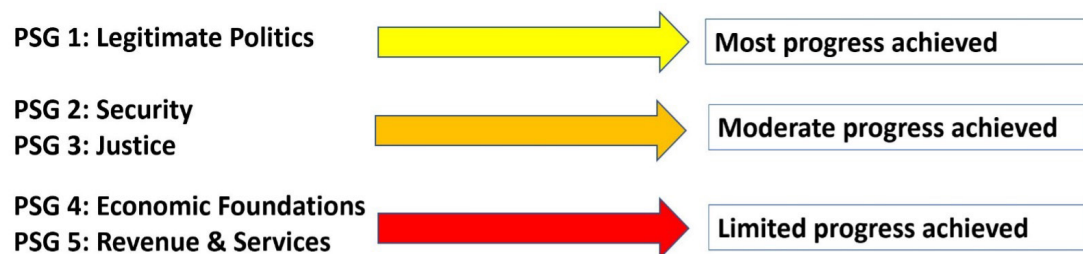
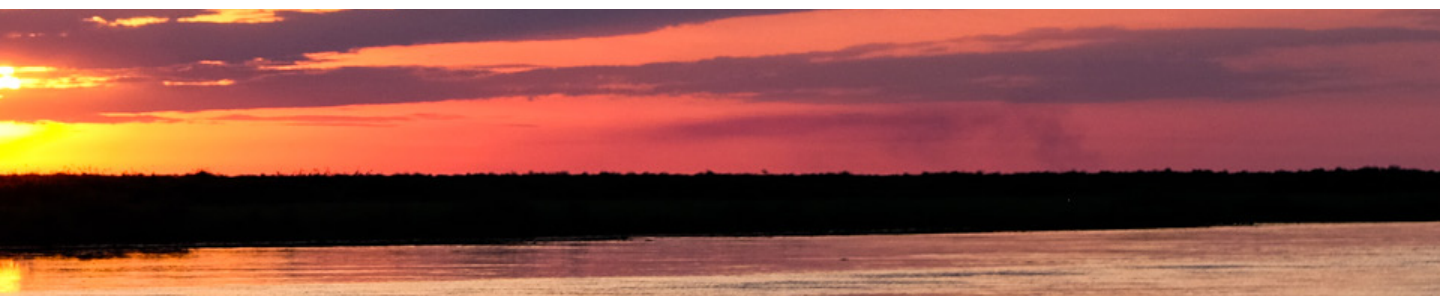
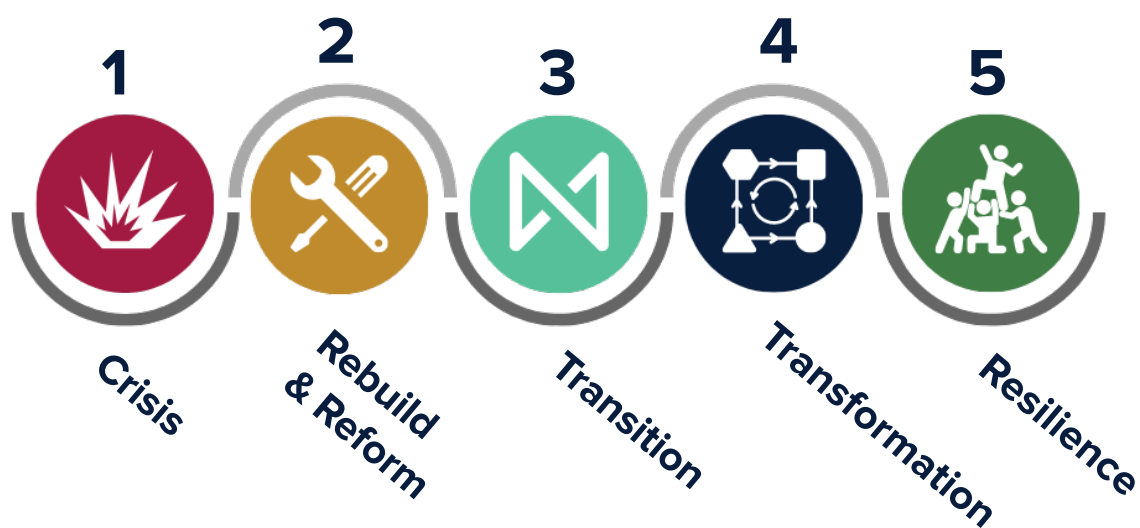


FIG. 2: STAGES OF FRAGILITY



KEY FINDINGS ON FRAGILITY AND RESILIENCE IN 2021

This section presents the deliberation of the participants on the fragility spectrum.

Although the consultations highlighted many challenges facing the nation, the 2021 South Sudan fragility assessment shows slight improvement in all five PSGs, compared to 2017. The 2021 results are comparable to that of 2012, one year after independence. Whereas the 2017 results indicated that the country was in complete ‘crisis’ (stage 1), the 2021 results indicate that the nation has improved to the ‘rebuild and reform’ (stage 2) stage in its progress towards resilience. Among the five PSGs, the greatest progress was made in legitimate politics. The end of active conflict and the signing of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) signaled the start of growing, yet tenuous, political rapprochement and power sharing. Additionally, the improved security conditions and access to justice rebounded to near 2012 levels, while faith in the economy and the government’s use of revenue and delivery of services saw slight improvements over 2017 but remain close to the crisis stage.

Progress has been made in some dimensions, but much remains to be done across all PSGs. Issues of land reform, youth employment and poverty must be addressed to curtail the high levels of insecurity and communal violence which threaten the peace. Implementation of the Revitalized Peace Agreement must be accelerated to provide peace dividends to people across the country, not just in the capital. Participants emphasized that for the country to transition from the crisis stage and establish the necessary foundations for resilience, it must enforce the rule of law and provide economic opportunities for citizens.

Here are several issues that have emerged as critical to understanding progress made since the last fragility assessment in 2017 and challenges to be addressed:

- By virtue of the end of active violent conflict between warring parties, conditions improved to allow for a graduation out of crisis and towards rebuild and reform. This is in line with the mandate of the Fragility Spectrum, which states: “A situation of crisis can refer to the period where there is acute instability in a country, with increased levels of violent conflict, the potential for a lapse into more generalised violent conflict, or where

there has been a natural or manmade disaster⁴.” Taking this definition of crisis into account justifies the assessment of an improved national context. Notwithstanding this progress, fragility is a sliding scale, where one can relapse. As noted in Figure 1, this occurred in South Sudan and is highlighted in the outcome of the 2012 and 2017 fragility assessments. Progress achieved in 2012 eroded in 2017 but some losses were regained in 2020.

- The Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan was signed in 2018 as a pathway towards stability, national reconciliation, and good governance. A multi-party agreement signed by the leading factions, under the guidance of the international community, the R-ARCSS provides a framework for peacebuilding and statebuilding. Respondents cited the end of hostilities and the signing of the agreement as a sign of progress in the areas of legitimate politics, security, and justice.

⁴ g7+ Fragility Spectrum, pg. 10.



- The R-ARCSS is the multi-layered agreement that calls for an integrated armed force, the election of a legislature⁵, support for humanitarian assistance, and a permanent ceasefire, amongst other provisions. Many within South Sudan's development partner community consider the implementation of the Revitalised Agreement as the preeminent pathway towards peace and stability in South Sudan. Many facets of the agreement remain aspirational but with aspiration comes hope. The agreement remains the focal point for national progress and it is embraced by citizens and the development partners alike.
- The economy remains largely dependent on oil revenues. Economic diversification and job creation remain a challenge identified in each fragility assessment. The ability to move beyond an oil-based economy has been challenged by sporadic conflict throughout the nation's young history. The R-ARCSS's commitment to a permanent ceasefire provides an opening for investments, diversification, and economic growth.
- In partnership with development partners, key policy reforms are being implemented to improve governance and delivery of services. Most notably, public financial management (PFM) reform will lead to improved transparency, budgeting, timely execution of salary and vendor payments, improved delivery of services to citizens.

⁵ The 2020 Experts Panel report notes, "'As of late October 2020, the Transitional National Legislative Assembly had not been reconstituted despite calls in July 2020 by the Intergovernmental Authority on Development (IGAD) to expedite the parliament's formation.'"

AT A GLANCE

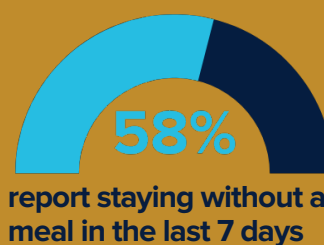




FIG. 3: COMPARATIVE SCORING OF THE 5 PSG IN 2012, 2017 AND 2021

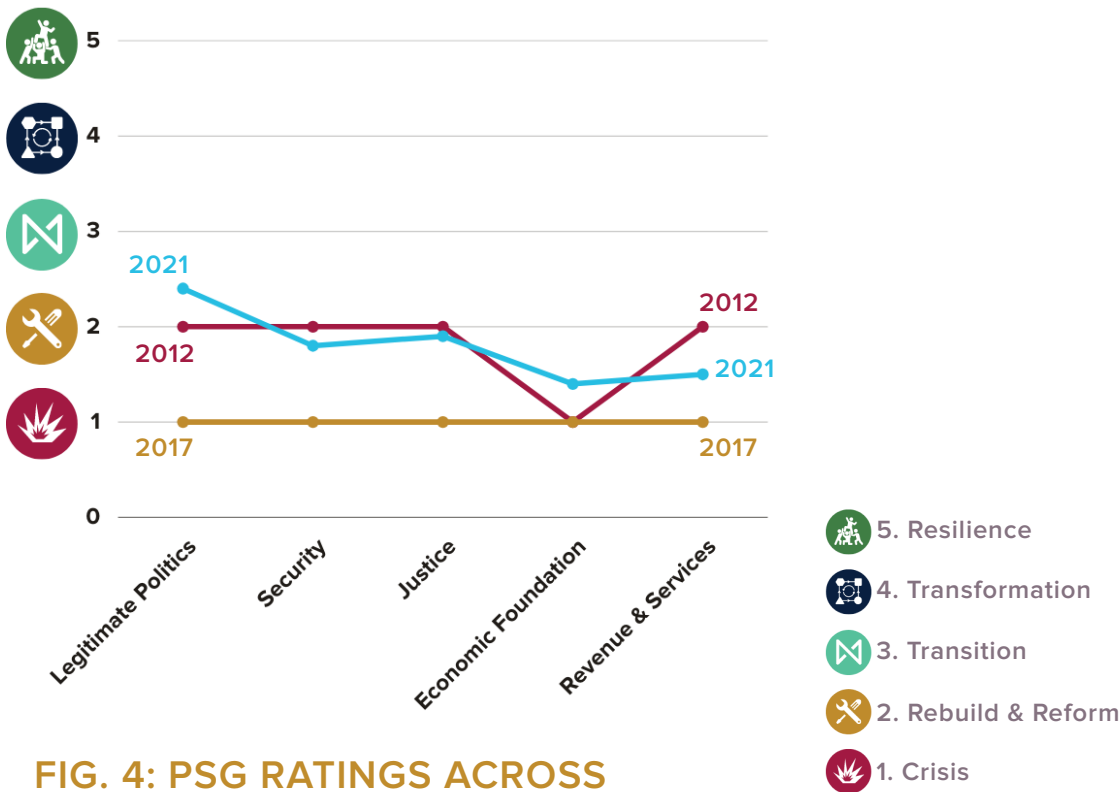
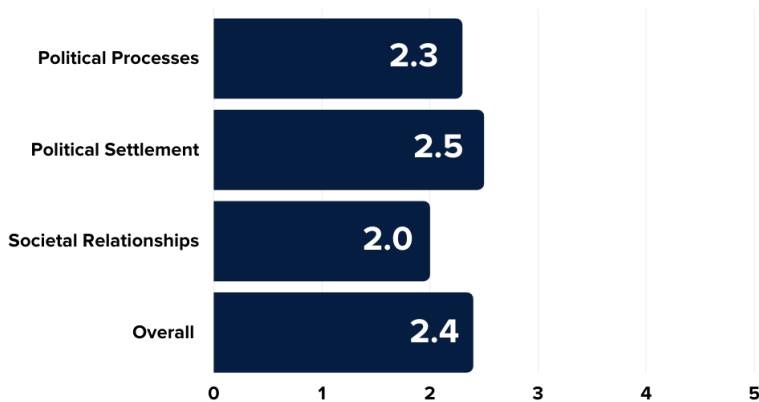


FIG. 4: PSG RATINGS ACROSS LEGITIMATE POLITICS



LEGITIMATE POLITICS

POLITICAL SETTLEMENT	Peace processes and political dialogue Agreement on division of power/competition Territorial presence of the State and center-periphery relations
POLITICAL PROCESSES AND INSTITUTIONS	Enabling environment for political participation Inclusive representation in institutions of the state Checks and balances on the executive
SOCIETAL RELATIONSHIPS	Relationships among groups Processes for reconciliation and local dispute resolution Quality and quantity of civil society organizations

PSG – LEGITIMATE POLITICS

Concept

To ensure the legitimacy of politics in South Sudan three key dimensions must be addressed: Political Settlement, Political Process and Institution; and Societal Relationship. To get at the root of the challenge, key questions asked of participants include: What does legitimate politics look like in the South Sudanese context? What are things like in South Sudan today (in relation to PSG 1)? Has the situation changed in recent years? If so, how and why?

Progress:

- Revitalized peace agreement signed
- Formation of the Revitalized Transitional Government of National Unity (RTGoNU)
- National dialogue process conducted
- Increased space for civil society participation
- Political pluralism established
- Political parties Act (2012) reviewed and submitted for enactment

Selected Indicators

Key indicators will be important for tracking South Sudan's progress towards Legitimate Politics. Indicative indicators include:

- Progress made towards the full implementation of the Revitalised Agreement
- Percentage of women represented in senior government roles
- Holding elections on the national and state government levels
- Number of civil society organizations participating actively on national issues

Legitimate Challenges and Priority Actions by Dimension

Several challenges have been highlighted by participants that should be addressed to improve on the state of fragility through the Legitimate Politics PSG.

POLITICAL SETTLEMENT	
Challenges	Priority Actions
<ul style="list-style-type: none"> Peace agreement implementation is slow 	<ul style="list-style-type: none"> Make progress towards the implementation of the Revitalized Agreement
<ul style="list-style-type: none"> Security personnel abuse power with impunity 	<ul style="list-style-type: none"> Decrease fear of arrests and intimidation by the security organs Strengthen rule of law institutions and services

POLITICAL PROCESS AND INSTITUTION	
Challenges	Priority Actions
<ul style="list-style-type: none"> Freedom of speech is not guaranteed 	<ul style="list-style-type: none"> Improve freedom of expression
<ul style="list-style-type: none"> Weak political institutions 	<ul style="list-style-type: none"> Strengthen the legislature and ensure its ability to assemble
<ul style="list-style-type: none"> High levels of corruption 	<ul style="list-style-type: none"> Improve transparency and accountability of government spending

SOCIETAL RELATIONSHIP	
Challenges	Priority Actions
<ul style="list-style-type: none"> Political positions are given on tribal basis 	<ul style="list-style-type: none"> Ensure equitable representation of all tribes in the governing process
<ul style="list-style-type: none"> High levels of tribalism 	<ul style="list-style-type: none"> Increase civic awareness nationwide and promote national cohesion
<ul style="list-style-type: none"> Limited presence of the State outside urban areas 	<ul style="list-style-type: none"> Increase support for state and local governments



Across all regions where consultations took place, there was a consensus that the greatest improvements since 2017 have been made in legitimate politics. This is largely due to a ceasefire and the signing of the Revitalised Agreement. The highest approval was recorded in Western Equatoria, which placed PSG1 at the transition stage (3) on the spectrum. Participants in other states believed stage 2, rebuild and reform, was more accurate. Overall, participants lauded the following developments: dialogue between warring parties; the appointment of a parliament (although it has not sat); and the existence of an active civil society.



The assessment shows that South Sudan has made progress along all dimensions of PSG 1 to move beyond the crisis stage. Most notably, improvement has been made in political settlements. Additional progress is necessary to reach resilience (stage 5), thus graduating from fragility. From the results above, to get to this ultimate desired outcome, more emphasis should be placed on ‘societal relationships’⁶ as it scored the lowest among the 3 dimensions for PSG 1. As the 2020 Experts Panel notes, “the full establishment of state and local governments has remained incomplete.” There is also a need to ensure continued progress on reaching the goal of 35% inclusion of women in politics.

⁶ Societal Relationships refers to the social relationships between members in a society. In relation to the fragility spectrum it refers to relationships between communities, trust in the government, tribalism, and political divisions, amongst others parameters.

SECURITY

SECURITY CONDITIONS	Intensity of conflict and political violence Intensity of criminal / inter-personal violence Incidence of cross-border acts of violence and criminalities
CAPACITY OF SECURITY SECTOR INSTITUTIONS	Size and proportionality of security sector Adequate resourcing and skills of security sector institutions Civilian oversight and accountability over security sector Relationship between security and justice systems
PERFORMANCE OF SECURITY SECTOR INSTITUTIONS	Public confidence in security sector institutions Impunity of security sector institutions

PSG2 – SECURITY

Concept

To analyze the security situation in South Sudan, three key dimensions must be addressed: Security conditions; Capacity of security institutions; and Performance of security institutions. To get at the root of the challenge, key questions asked of participants include: What is security in the South Sudanese context? What are things like in South Sudan today (in relation to PSG 2)? Has the situation changed in recent years? If so, how and why?

Progress:

- Cessation of hostilities between warring factions at the national level
- Cantonment of security forces as per R-ARCSS
- Reduced incidence of violent crime in many urban areas

Security in South Sudan has largely transitioned from the crisis stage and is on the verge of the rebuild and reform stage. Participants in all consultations were unanimous in their assessment. Despite an end to active conflict, they spoke of a proliferation of small arms, communal violence, and a lack of secure passage on highways. Notwithstanding these challenges, participants lauded an ability to move freely within cities, especially at night, and a reduction in the overall level of violence. Guns are largely silent at the national level (cessation of hostilities between warring factions) and incidence of crime appears to have reduced, mostly in Juba and other urban areas

The assessment result for PSG 2 point to challenges with capacity of security institutions (1.9), those that perform their security duties better (2.1) and this performance is leading to a better outcome of security conditions (2.0).

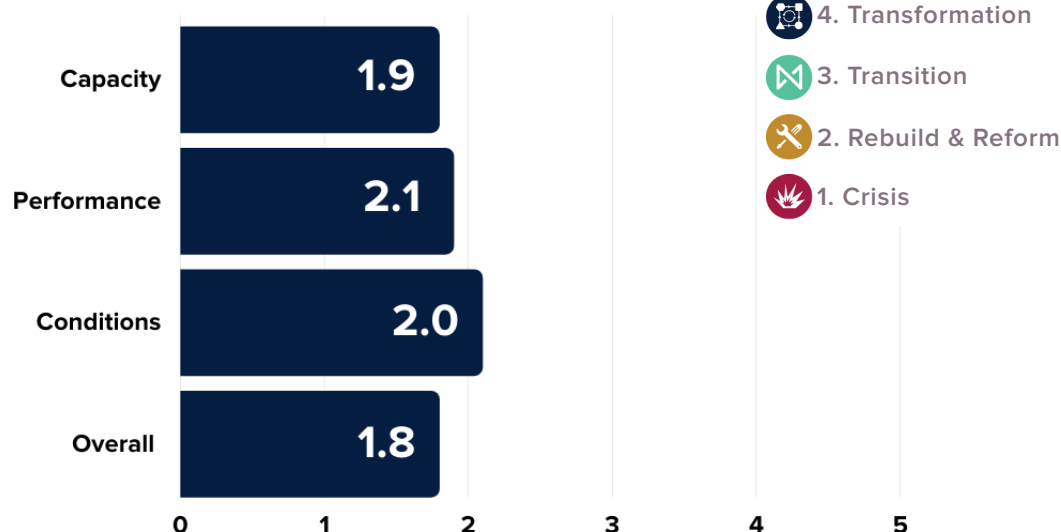
The assessment shows that South Sudan has made slight improvement across all dimensions of the PSG on Security. It has largely transitioned from 'crisis' to 'rebuild and reform'—the end of active violent conflict between warring parties. Maintaining this progress and advancing onward require a continued commitment to the peace agreement and to the permanent ceasefire.

Selected Indicators

Key indicators will be important for tracking South Sudan's progress towards improved security conditions. Indicative indicators include:

- Reduction in the severity of humanitarian crisis
- Monthly decrease in the number of communal violence incidents
- Integration of all factions into a united South Sudan armed forces
- Percentage of people with illegal firearms
- Percentage of reduction in criminal activity

FIG. 5: PSG RATINGS ACROSS SECURITY





Security Challenges and Priority Actions by Dimension

Several challenges have been highlighted by participants that should be addressed to improve on the state of fragility through the Security PSG.

CAPACITY OF SECURITY INSTITUTIONS	
Challenges	Priority Actions
<ul style="list-style-type: none"> Corruption perceived to be a problem due to low salaries for police and other security agents 	<ul style="list-style-type: none"> Ensure regular payment of salaries for security personnel
<ul style="list-style-type: none"> Delays in the unification of forces 	<ul style="list-style-type: none"> Complete the unification of forces process, as described in the Revitalised Agreement

PERFORMANCE OF SECURITY INSTITUTIONS	
Challenges	Priority Actions
<ul style="list-style-type: none"> Security agency response time is very slow and does not exist outside many urban areas 	<ul style="list-style-type: none"> Increase training and organization of security forces, especially the police
<ul style="list-style-type: none"> Inter-state boundary issues 	<ul style="list-style-type: none"> Improve safety on highways (between cities) to allow for the free movement of people and goods across the country

AT A GLANCE



4.4M

Children in need of humanitarian assistance



8.3M

People in need of humanitarian assistance



2.24M

South Sudanese refugees in neighboring countries



310k

Refugees in need of humanitarian assistance

SECURITY CONDITIONS	
Challenges	Priority Actions
<ul style="list-style-type: none"> High insecurity at the community level due to communal violence mostly driven by cattle rustling and raids and revenge killings 	<ul style="list-style-type: none"> Reduce incidences of communal violence and crimes
<ul style="list-style-type: none"> High levels of youth poverty lead to insecurity 	<ul style="list-style-type: none"> Establish job creation schemes to hire youth
<ul style="list-style-type: none"> Gender based violence is still a problem 	<ul style="list-style-type: none"> Increase awareness on GBV at the national and state levels Strengthen GBV courts
<ul style="list-style-type: none"> Proliferation of arms among civilian population 	<ul style="list-style-type: none"> Reduce the number of small arms and limit its proliferation

PSG3 – JUSTICE

Selected Indicators

Key indicators will be important for tracking South Sudan's progress towards improved justice sector. Indicative indicators include:

- Number of judges per 100,000 people
- Number of police officers trained
- Laws and guidelines outlining the jurisdiction of traditional and formal legal systems
- Number of cases tried
- Percentage of budget allocated to the justice sector

Concept

To ensure and analyze the justice system in South Sudan, three key dimensions must be addressed: Justice conditions; Capacity of justice institutions; and Performance of justice institutions. To get at the root of the challenge, key questions asked of participants include: What is justice in the South Sudanese context? What are things like in South Sudan today (in relation to PSG 3)? Has the situation changed in recent years? If so, how and why?

Progress:

- Increased access to justice through the establishment of justice institutions (mobile court, SGBV court)
- Constitutional Amendment Bill No. 8, 2020 (as amended) completed and submitted for enactment

JUSTICE

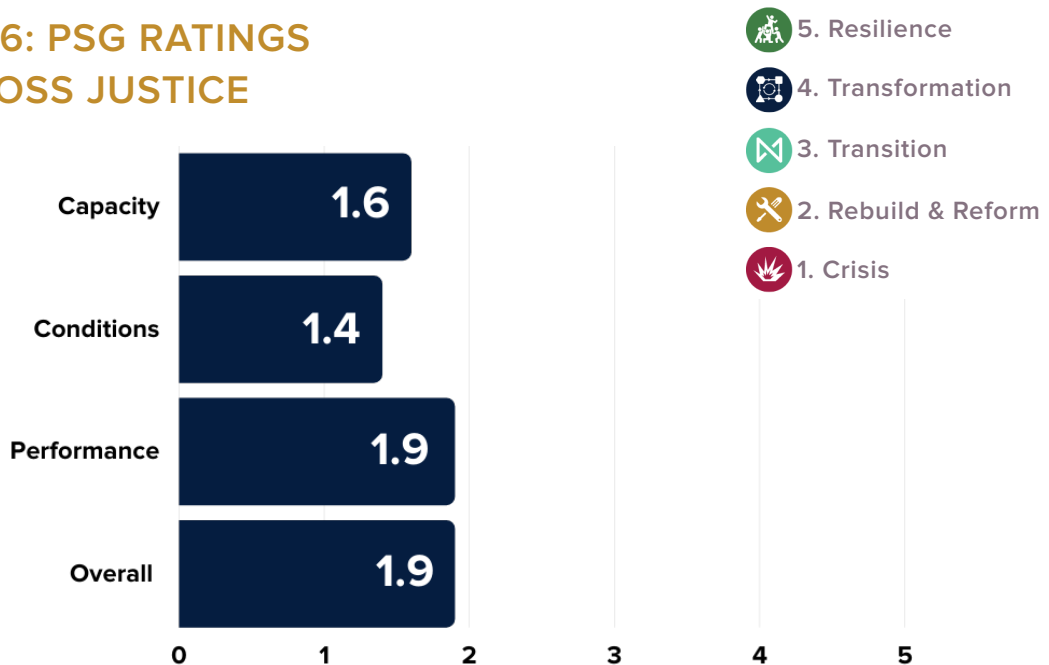
SECURITY CONDITIONS	Intensity of conflict and political violence Intensity of criminal / inter-personal violence Incidence of cross-border acts of violence and criminalities
CAPACITY OF SECURITY SECTOR INSTITUTIONS	Size and proportionality of security sector Adequate resourcing and skills of security sector institutions Civilian oversight and accountability over security sector Relationship between security and justice systems
PERFORMANCE OF SECURITY SECTOR INSTITUTIONS	Public confidence in security sector institutions Impunity of security sector institutions

In the justice sector, Western Equatoria participants found conditions to have considerably improved since 2017. Participants cited good governance, a stable economy and a relatively fair security situation as factors supporting their belief that the justice sector was in the transition stage. In other states, participants situated justice between the crisis and rebuild and reform stages of fragility. Factors highlighted in those areas include limited access to justice, the dominance of traditional justice systems, an under-capacitated judiciary (human resources, supplies, and infrastructure) and a general lack of trust in the sector.

Justice conditions, the conditions under which the judiciary operates, scored the least, followed by capacity of justice institutions. However, even with these two bottlenecks, participants indicated that the performance of justice institutions is almost out of the crisis stage. This implies that the justice sector workers/officials are doing better even with poor conditions and little capacity.

The assessment shows improvement on most dimensions of PSG3 since 2017 but challenges remain. It appears that the end of violent conflict has enabled the government to scale up its efforts to deliver justice to citizens. Participants highlighted the strong will of justice

**FIG. 6: PSG RATINGS
ACROSS JUSTICE**



sector actors to provide services to citizens despite the limitations they faced, including capacity building and resources such as electricity and equipment. Limited resources for the sector are reflected in a lack of an increase in the score for justice conditions. If properly capacitated there is a strong belief amongst participants that the justice sector could improve its performance. Participants called for an end to impunity and to improve on the protection of human rights.

Some positive signs for the sector include: an increased in justice institutions such as the establishment of the gender-based violence (GBV) court, an apparent increase in the number of GBV cases being prosecuted, and an increase in mobile courts, which has expanded access to justice in some areas. During consultations, some development partners stated they are willing to support the government in strengthening the justice sector if there is strong political will on the part of the Government demonstrated through budget support to the sector and transparency in how resources allocated to the sector are spent.



Justice Challenges and Priority Actions by Dimension

Several challenges have been highlighted by participants that should be addressed to improve on the state of fragility through the Jusirce PSG.

POLITICAL CAPACITY OF JUSTICE INSTITUTIONS	
Challenges	Priority Actions
<ul style="list-style-type: none"> Perception of corruption in justice system is high 	<ul style="list-style-type: none"> Increase transparency and improve accountability for law enforcement and judicial actors
<ul style="list-style-type: none"> Limited awareness of formal justice system 	<ul style="list-style-type: none"> Increase awareness of formal justice system, especially outside of major urban centers

JUSTICE CONDITIONS	
Challenges	Priority Actions
<ul style="list-style-type: none"> Lack of support for representation and vulnerable population 	<ul style="list-style-type: none"> Increase support for specialized units such as the GBV Court
<ul style="list-style-type: none"> High perception of political interference in the justice sector 	<ul style="list-style-type: none"> Ensure autonomy of judges to make impartial decisions without outside influence
<ul style="list-style-type: none"> Long delays and low prosecution 	<ul style="list-style-type: none"> Enhance the capacity of justice actors to be efficient, via the provision of proper equipment, training, and electricity for facilities

PERFORMANCE OF JUSTICE INSTITUTIONS	
Challenges	Priority Actions
<ul style="list-style-type: none"> Overcrowded prisons 	<ul style="list-style-type: none"> Reduce delays in prosecution
<ul style="list-style-type: none"> Access to formal justice system is limited outside of major urban centers 	<ul style="list-style-type: none"> Increase support to the justice system
<ul style="list-style-type: none"> Access to formal justice is unequal and expensive 	<ul style="list-style-type: none"> End impunity and ensure equal access to justice
<ul style="list-style-type: none"> Lack of harmony between formal and customary justice systems 	<ul style="list-style-type: none"> Implement and enforce clear delineations of authority between traditional law and the legal justice system

Selected Indicators

Key indicators will be important for tracking South Sudan’s progress towards improved security conditions. Indicative indicators include:

- Inflation rate on consumer prices
- GDP growth
- Fluctuation in the exchange rate
- Number of jobs created monthly
- Percent poverty incidence by state
- Increase in access to finance
- Percentage of people eating more than one meal per day

PSG4 – ECONOMIC FOUNDATIONS

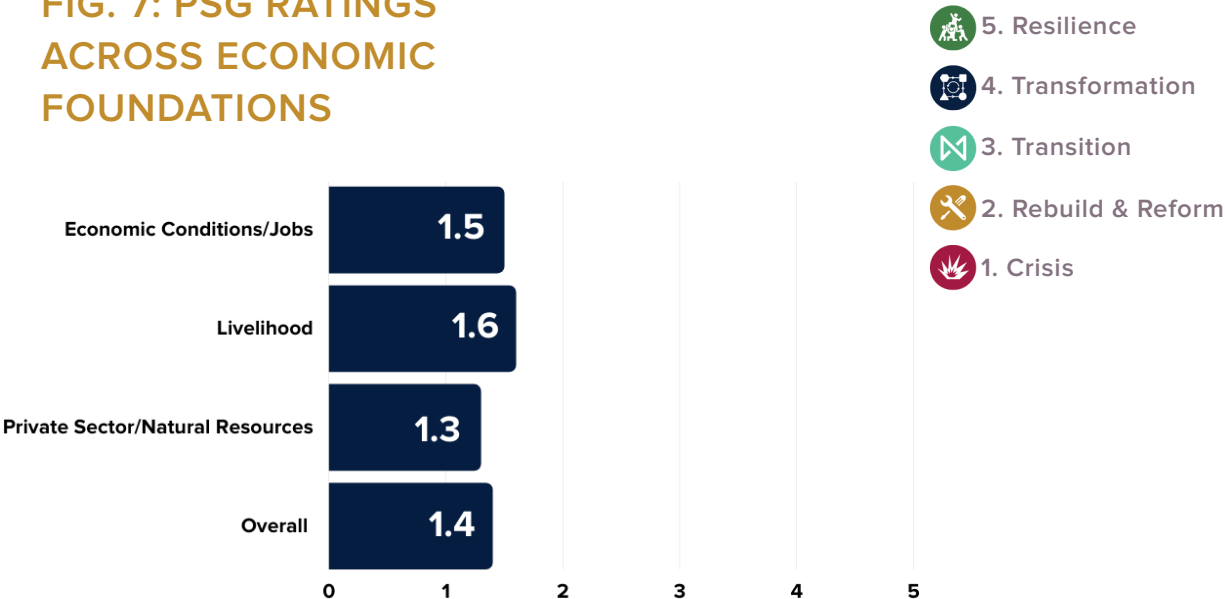
Concept

To analyze the foundations of the South Sudan economy, three key dimensions must be addressed: Economic conditions; Jobs, livelihoods, private sector development; and Exploitation of natural resources. To get at the root of the challenge, key questions asked of participants include: What are economic foundations in the South Sudanese context? What are things like in South Sudan today (in relation to PSG 4)? Has the situation changed in recent years? If so, how and why?

Progress:

- Public Financial Management (PFM) reforms initiated, and PFM governance structure established
- Review of regulatory framework initiated: PFM & Accountability Act (2011), Mining Act, Petroleum Act, Bank of South Sudan Act
- Increased investment in economic infrastructure (roads)

FIG. 7: PSG RATINGS ACROSS ECONOMIC FOUNDATIONS



ECONOMIC FOUNDATIONS

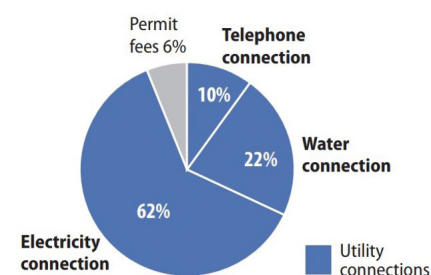
ECONOMIC CONDITIONS	Infrastructure Economic (in)equalities Criminalization of the economy Vulnerability to economic shocks
JOB, LIVELIHOODS AND PRIVATE SECTOR DEVELOPMENT	Quantity and quality of employment Agricultural productivity Enabling environment for private sector development and growth
EXPLOITATION OF NATURAL RESOURCES	Mechanisms for resolution of land/property disputes Regulatory framework for natural resource management Capacity for negotiation, verification and enforcement of contracts

While PSG4 ranked lowest of all the PSGs in the consolidated score, each state that was assessed showed regional differences. Central Equatoria and Eastern Equatoria believed the economy to be in the crisis stage. Inflation, food insecurity, and poverty were highlighted as crises affecting the nation. High oil dependency was another concern. In contrast, Western Equatoria participants believed the foundations of the economy had improved to the rebuild and reform stage of fragility. Participants there spoke of a local economy that learned from previous hard economic times and turned to agriculture. That focus allowed Western Equatoria to not endure as much hardship as the rest of the nation, although economic challenges abound.

Participants spoke of a general improvement in economic conditions caused by the cessation of violent conflict but have experience increased hardship due to the economic meltdown brought about by the coronavirus pandemic. It led to a sharp decline in oil prices, a depletion of government reserves, an increase in inflation and a sharp depreciation of the South Sudan Pound vis-à-vis the United States dollar.

With an overall assessment of 1.4, economic foundations are seriously held back due to limited private sector development and

FIG. 8: PRIMARY BUSINESS EXPENSES IN JUBA



Source: Doing Business database.

challenges in regulating natural resource management. Vulnerability to economic shocks, which is part of economic conditions/jobs most have driven the lower score of 1.5 (crisis stage); high vulnerability to economic shocks was evident in the socio-economic impact of the outbreak of the global pandemic and also evident in the persistent high number of people needing humanitarian assistance in South Sudan.

Participants listed several striking examples of what constitutes economic foundations in South Sudan; these include: effective natural resources/mining exploration; effective tax system with minimal leakages, money into and not outside the banking system, effective institutions for managing the economy, progress with electrification in Juba

The assessment results show that South Sudan remains in the crisis stage of Economic Revitalization. A weak economy and lack of jobs continues to create challenges. The private sector is stagnant and unable to stimulate the economy. A lack of economic diversification away from oil exportation leaves few options for economic growth.



Economic Foundations Challenges and Priority Actions by Dimension

Several challenges have been highlighted by participants that should be addressed to improve on the state of fragility through the Economic Foundations PSG.

JOBS, LIVELIHOODS, PRIVATE SECTOR DEVELOPMENT	
Challenges	Priority Actions
<ul style="list-style-type: none"> Lack of economic infrastructure (roads, power, etc.) 	<ul style="list-style-type: none"> Improve infrastructure networks across the country, including roads, ports, waterways, and sanitation
<ul style="list-style-type: none"> Lack of price control due to reliance on imports of essential goods and services 	<ul style="list-style-type: none"> Reduce inflation
<ul style="list-style-type: none"> Limited economic diversification 	<ul style="list-style-type: none"> Diversify the economy, including the agriculture and manufacturing sectors
<ul style="list-style-type: none"> Benefits of economic growth enjoyed by few elites 	<ul style="list-style-type: none"> Implement the R-ARCSS Chapter 4: Resource, Financial and Economic Management
<ul style="list-style-type: none"> Lack of appropriate skills and relevant training for youth 	<ul style="list-style-type: none"> Improve access and quality of education and health care



EXPLOITATION OF NATURAL RESOURCES

Challenges	Priority Actions
<ul style="list-style-type: none"> Over reliance on oil resources 	<ul style="list-style-type: none"> Diversify the economy, including the agriculture and manufacturing sectors
<ul style="list-style-type: none"> Growing land disputes between cattle keepers and farmers 	<ul style="list-style-type: none"> Implement a land management strategy

ECONOMIC CONDITIONS

Challenges	Priority Actions
<ul style="list-style-type: none"> High youth poverty due to high unemployment 	<ul style="list-style-type: none"> Improve access to job skills programs
<ul style="list-style-type: none"> High number of foreign nationals working in the country 	<ul style="list-style-type: none"> Increase financing opportunities for small businesses
<ul style="list-style-type: none"> High incidence of smuggling due to porous borders 	<ul style="list-style-type: none"> Improve security along borders

REVENUE AND SERVICES

SECURITY CONDITIONS	Intensity of conflict and political violence Intensity of criminal / inter-personal violence Incidence of cross-border acts of violence and criminalities
CAPACITY OF SECURITY SECTOR INSTITUTIONS	Size and proportionality of security sector Adequate resourcing and skills of security sector institutions Civilian oversight and accountability over security sector Relationship between security and justice systems
PERFORMANCE OF SECURITY SECTOR INSTITUTIONS	Public confidence in security sector institutions Impunity of security sector institutions

PSG5 – REVENUE AND SERVICES

Concept

To analyze ability of the state to raise revenue and deliver services to citizens, three key dimensions must be addressed: revenue generation; public administration; and service delivery. To get at the root of the challenge, key questions asked of participants include: What are revenue and services in the South Sudanese context? What are things like in South Sudan today (in relation to PSG 5)? Has the situation changed in recent years? If so, how and why?

Progress:

- National Revenue Authority established and working to diversify and increase domestic revenue
- State Revenue Authorities established
- State Transfer Monitoring Committee (STMC) reactivated to ensure transfers get to service centers
- Public Procurement & Disposal of Asset Authority Act passed

Participants stated that a weak financial system and PFM laws limit the ability of the state to provide services to citizens. Nonetheless, they stated laws and economic policies have been strengthened and there has been improvements in PSG5, but not enough to spark meaningful changes in their daily lives. Eastern Equatoria participants considered many of the same challenges valid but believed South Sudan to be in stage 2, rebuild and reform. The assessment result for PSG 2 point to challenges with capacity of security institutions (1.9), those that perform their security duties better (2.1) and this performance is leading to a better outcome of security conditions (2.0).

The results of the assessment reveal limited improvement in PSG5 – Revenue and Services. Participants have credited the government for drafting new laws and regulations, namely the PFM law, but would like to see greater efforts at implementation. The new laws and regulations have led to citizens' perception of an increase in government revenue, but citizens do not feel a commensurate improvement in service delivery. Participants also spoke of a need for increased transparency of government funds and for the government to pay civil servant salaries regularly. Significant credit for service delivery was given to development partners, who have

Selected Indicators

Key indicators will be important for tracking South Sudan's progress towards improved increased government revenues and delivering services to citizens. Indicative indicators include:

- Regular payment of civil servant salaries
- Annual increase in the national budget
- Percentage of households with access to clean drinking water
- Percentage of households with access to electricity
- Education level across age and gender
- Revenue transparency
- Number of infrastructure projects completed
- Percentage of national budget allocated to health and education sectors

FIG. 9: PSG RATINGS ACROSS REVENUE AND SERVICES

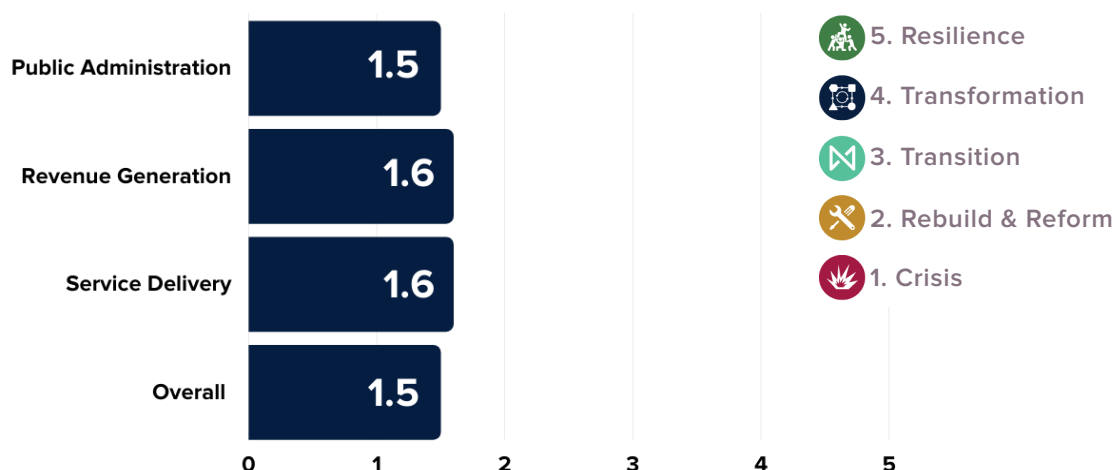
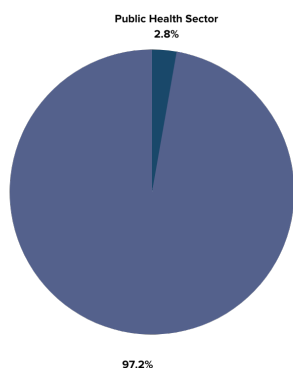


FIG. 10: PUBLIC HEALTH SECTOR FUNDING ALLOCATION IN NATIONAL BUDGET



provided support to basic services such as education, health care and capacity building.

The existence of weak social service systems has been exacerbated during the coronavirus pandemic. Amnesty International points out that pre-COVID, “56% of the population did not have access to primary health care services. The public health sector was underfunded and received only 2.8% of the national budget (around US\$14 million). Medical equipment for Covid-19 treatment, such as ventilators, and personal protective equipment for health workers was lacking. Media outlets reported that at the onset of the pandemic in South Sudan in April, the country only had four ventilators for an estimated 11 million people.” Building strong service delivery systems not only ensure an ability to meet human development needs during times of normality, but it also enables the country to better manage the unforeseen, such as the coronavirus outbreak.

Al Jazeera reports, “Humanitarian groups are warning 60 percent of South Sudan’s population will face catastrophic famine by the middle of 2021, if aid does not reach areas affected by floods, violence and the coronavirus pandemic .”

Improving service delivery has been a foundational challenge for South Sudan. The need to make progress was cited as early as the South Sudan Development Plan (2011-2013), which states, “ During the SSDP period, the focus will be on establishing and strengthening the basic principles of accountability, transparency, integrity, inclusion and professionalism as applied to the operation of government systems and administration. To this end, the priority programmes address constraints and weaknesses in public administration and the capabilities of oversight institutions.”

REVENUE GENERATION	
Challenges	Priority Actions
<ul style="list-style-type: none"> High perception of corruption in revenue collection (customs) 	<ul style="list-style-type: none"> Build the capacity of tax collectors to efficiently collect and report revenue collection
<ul style="list-style-type: none"> High incidence of tax exemptions leading to loss in revenue 	<ul style="list-style-type: none"> Review tax exemption policies and make appropriate revisions
<ul style="list-style-type: none"> Large informal sector and narrow tax base 	<ul style="list-style-type: none"> Enact and enforce policies to support the informal sector

Revenue and Services Challenges and Priority Actions by Dimension

Several challenges have been highlighted by participants that should be addressed to improve on the state of fragility through the Revenue and Services PSG.



SERVICE DELIVERY	
Challenges	Priority Actions
<ul style="list-style-type: none"> Lack of access to adequate services (clean water, electricity, education, and health care) 	<ul style="list-style-type: none"> Improve service delivery for basic services such as education and health care
<ul style="list-style-type: none"> Limited capacity at local levels to deliver local services 	<ul style="list-style-type: none"> Create and capacitate local government institutions to deliver services at the community level

PUBLIC ADMINISTRATION	
Challenges	Priority Actions
<ul style="list-style-type: none"> Lack of monitoring of implementation of reforms 	<ul style="list-style-type: none"> Implement monitoring and evaluation systems to improve revenue collection and service delivery
<ul style="list-style-type: none"> Lack of coordination between national revenue authority and State Revenue Authority 	<ul style="list-style-type: none"> Ensure the inclusion of other national and state ministries other than Finance (i.e. Agriculture, Fisheries, etc.) are included in fiscal and economic planning
<ul style="list-style-type: none"> Lack of implementation of reforms and low transparency and accountability 	<ul style="list-style-type: none"> Improve implementation of existing regulatory frameworks
<ul style="list-style-type: none"> Appointments in the civil service are politicized and not based on merit 	<ul style="list-style-type: none"> Institute civil service reform measures
<ul style="list-style-type: none"> Civil servants underpaid and endure poor conditions of service 	<ul style="list-style-type: none"> Review the salaries of civil servants and ensure the timely payment of all current salary rates

SOURCES	
Publication	Author
Amnesty International Report 2020/21: The State of the World's Human Rights	Amnesty International
Do fragile and conflict-affected countries prioritise core government functions?	Oxford Policy Management, UNDP
Doing Business in Juba	World Bank Group
Fragility Assessment, Government of South Sudan 2012	Government of South Sudan
Gender and Socio-Economic Impact Assessments of Covid-19 Pandemic	University of Juba, UNDP
Has the world ignored South Sudan?	Al Jazeera
Humanitarian Response Plan South Sudan, March 2021	United Nations
Implementation of the 35% Provision	Norway Embassy, Sweden, South Sudan's Women's Coalition, UNDP
Improving Access to Justice	UNDP
National Development Strategy: Consolidate Peace and Stabilize the Economy	Government of South Sudan
New Deal Monitoring Report 2014	International Dialogue
Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS)	Intergovernmental Authority on Development (IGAD)
South Sudan Development Plan, 2011-2013	Government of South Sudan
South Sudan Vision 2040: Towards Freedom, Equity, Justice, Peace and Prosperity for All	Government of South Sudan

ANNEX

ANNEX I: SUMMARY OF DEVELOPMENT PARTNER CONSULTATIONS

Consultations with development partners fall into two main categories: what makes South Sudan fragile and what makes South Sudan resilient. Despite representing a broad range of institutions with varying priorities, several themes emerged from the discussions.

What makes South Sudan fragile?

- A lot of conflict is ongoing that is not politically motivated – cattle raiding, community-level conflict over natural resources (land, water, boundaries, culture, marriage, women abduction). What the political situation has done is to aggravate what was already happening.
- Sources of conflict include the diversity of South Sudanese people, resource utilization, institutional failure (ex. ROL, corruption, structural challenges, etc.), and the institutional failures of politics.
- To progress, the country needs to move from humanitarian conditions to opportunities for sustainable development. Government needs to provide entry points for development. Until government shows a willingness to be accountable to the population, development efforts will increase conflict because some areas will be served, and others left unserved. There needs to be equitable distribution of resources and development.
- Real progress in the peace agreement requires transitional justice, the rule of law, indications that elections are forthcoming, efforts at reconciliation, speak with one nationalistic voice (rather than as factions), end impunity (ex. GVB, political interference, rent seeking), and paying attention to marginalize regions.
- The economy must be improved. People are looking to feed their families. The lack of opportunities and food insecurity can lead to conflict.
- Include women in leadership at all levels of governance.
- The government needs to take responsibility and accountability. It must make better use of its resources (human and financial) and pay civil servant salaries in a timely manner.

- Transparency on natural resources will make a tremendous difference. End or reduce fights about resources.

What are points of resilience in South Sudan?

- South Sudanese people are resilient and possess the ability to work and be diligent despite circumstances.
- Within the government, at the technical ministry level, there are people whom development partners rely upon. Throughout the bureaucracy, there exists clever people who are entry points to move forward with projects. They work hard despite a challenging work environment and a lack of resources.
- A history of conflict and war has created a unique form of resilience. South Sudanese people have high tolerance for hardships that would fracture other societies.
- The religious community provides critical support. They are peacemakers and serve as social safety nets.

What issues would need to be dealt with to stop conflict?

- Governors are being appointed and a new parliament will be established soon. Very slowly, new institutions are being established but nothing will change if you do not control corruption and develop the state.
- There needs to be human capacity to run the state. Earlier, donors invest much into human resource development. That is being pulled back to humanitarianism but not completely. Donors are still investing in governance and service delivery.
- Donors are willing to align themselves with the priorities the South Sudan government self-identifies, assuming the priorities are developed transparently. But donors waiting for the government to take the lead by developing a plan that includes implementation mechanisms.
- The current NDS lacks an implementation strategy. The new NDS must be linked to the budget to show how it intends to fund and implement the strategy. Donor funding will follow government ownership. Ownership is conveyed via budget priorities and funding allocations.

ANNEX II: DEFINITIONS OF THE STAGES OF FRAGILITY

- Stage 1: Crisis.** A situation of crisis can refer to the period where there is acute instability in a country, with increased levels of violent conflict, the potential for a lapse into more generalised violent conflict, or where there has been a natural or manmade disaster. Frequently in this period, there are major political divisions and often conflict amongst communities, leading to widespread mistrust and fear. The security forces may be committing widespread human rights abuses and perpetrating endemic corruption, and consequently there is lack of public confidence in the security institutions. The security sector is typically fragmented and often in the process of being reformed. Rule of law is typically eroded and politicized, and the economic sector is severely constrained. During this phase, justice institutions often only exist at a national level, and not at the local or regional level, and the country faces many human rights violations not addressed by the state. Justice processes become less well followed and violence as a means to settle disputes is resorted to more frequently. Basic government services are likely to be weak or have ceased to exist, and the international humanitarian and aid community may have stepped in to provide emergency relief. International Institutions may also be providing security support in the form of police or peacekeeping missions. Government revenues are often low or non-existent, and countries often face illegal or informal exploitation of natural resources and weak enforcement of regulations of natural resources management.
- Stage 2: Rebuild & Reform.** During this phase, renewed efforts towards political dialogue to resolve political differences may be in evidence. However, there is often inequitable power sharing between groups. Some progress can be seen on disarmament processes, but security issues remain a challenge for the country's stability, with high proliferation of small arms. Institutions are often weak and inadequate and deliver services sporadically to the population. As compared to the crisis phase, the intensity of conflict and political disputes are more manageable and there are early efforts to establish stronger security institutions and recruitment of personnel. However, in this stage, security institutions performance is likely to remain weak. Justice institutions are starting to have a presence beyond national capitals but often are not effective and legislation is not effectively enforced. In relation to economic foundations, basic infrastructure and an enabling economic environment

is beginning to be put in place, but high unemployment rates are still to be found, particularly amongst the youth. During this phase, large potential sources of domestic revenue may have been identified (e.g. natural resources and/or customs), but these are poorly accounted for, benefiting only a small sector of the population. Whilst countries have started the process of reforming public financial management, budget execution problems remain, and accountability is weak.

- **Stage 3: Transition.** This stage is often associated with the signature of agreements and an overall situation of stability. There is more space for formal dialogue between parties, which leads to the creation of institutions to support the dialogue process, including the existence of electoral institutions. Whilst there should be increased stability in the country, there is also the likely presence of corruption and challenges in working with strong opposition groups. There is often weak oversight capacity from the legislature. In comparison to the previous phases, there is an increase in the quality, oversight and advocacy from civil society and some initial degree of free media. There may be an increased control of security by the state, although this continues to be weakened by lack of resources and capacity. Often, there is also an increased confidence in security and justice institutions, with a commensurate reduction in the use of violence to resolve disputes. Efforts to decentralize justice systems can be found, including the presence of alternative dispute resolution mechanisms. During this stage, there may be increased access to basic infrastructure, but mainly in urban areas. Whilst government is most commonly still the largest employer, there are signs of more jobs being created in the private sector and an increase in government revenue, particularly from natural resources (if they exist), tax collection and other sources of revenue. Stronger basic services are provided, with an enhanced but poorly implemented regulatory framework.
- **Stage 4: Transformation.** In the transformation stage, a country may have increased resilience within society, and conflicts are more often resolved peacefully. There is often a hosting of credible, non-violent, and democratic political processes. Civil society begins to play an active role in political and societal debates, and increasingly good governance principles are adhered to. However, in this period there may also be a lack of public understanding of good governance principles. During this phase, the security situation has typically remained stable

and peaceful for a considerable amount of time, often for at least 5 years. More likely, one should encounter the presence of security personnel throughout the territory, but with limited numbers and capacity. Also, it is expected that there is increased public confidence in security institutions, and potential abuses are more frequently sanctioned. Economically, an enabling environment for business development may be found, with increased jobs opportunities, including in the private sector. Public institutions may be capable of better managing domestic revenues, through well-structure and coordinated tax and customs collection. Usually, there is an implementation of a decentralization to expand access to basic services to the whole country.

- **Stage 5: Resilience.** Resilience can be understood as the capacity of a society to deal with its challenges and to absorb shocks without relapsing into crisis. Every stage in the Fragility Spectrum represents growing resilience, but at this stage the resilience of the society has been institutionalized in its customs, cultural practices, social contract and formal state institutions to the degree that a relapse into crisis is so unlikely that the country in question can no longer be considered to be a post-conflict country. During this period, political stability has been seen for a prolonged amount of time, often for more than 20 years, and the country should have created a strong culture of democracy and good governance. During this period, it is possible that the country has created a space for good understanding by the citizens of the political process. The government should be responsive in combating corruption, with transparent and inclusive processes. Fundamental rights are more likely to be upheld, and the roles of civil society should have been defined. Peace and security during this phase have prevailed for a long time. There should be sufficient security personnel throughout the country, and high level of confidence by the population. There is demonstrated political will to fight elite impunity, and widespread awareness of how the formal justice system operates. Good infrastructure connecting different parts of the country would be found, and private sector should now represent a large share of the labour market. Systems are likely to be in place for properly managing natural resources and government [probably generate enough revenue to provide essential services to its citizens. Public institutions function both at national and sub-national level, and the state increasingly becomes the main service provider for basic services.

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