

Sudan Recovery Fund-South Sudan (SRF-SS) – Round 3 – Stabilization

Lead Agency/PUNO: United Nations Development Programme - South Sudan



1. BACKGROUND:

- 1.1** The Concept Note on the Jonglei Stabilization Programme (JSP) was endorsed at the SRF-SS Steering Committee (SC) meeting of 28 October 2009. This Note entailed a labour-based approach to the construction of the Bor-Pibor road, and establishment of a state-managed radio station in Jonglei State.
- 1.2** On 29 November 2009, the SC endorsed the selection of UNDP as the Lead Agency for the JSP, to oversee, monitor and coordinate programme implementation, as well as a Participating United Nations Organization (PUNO) for establishing a state-managed radio station in Jonglei State.
- 1.3** UNDP initiated technical assessments and programming of the JSP, including fielding of two engineers to Bor County in Jonglei, procurement of required equipment, and undertook trainings for counterparts of the Jonglei State Ministry of Physical Infrastructure.
- 1.4** On 7 December 2009, the Chair of the SC, H.E. the Minister of Finance and Economic Planning expressed concern on the labour-based approach to road construction. UNDP was requested to review scenarios for different approaches to road construction, noting in particular the need for delivery in the current dry season, given the road's strategic importance for addressing insecurity in Jonglei State.
- 1.5** On 8 November 2010, the SC endorsed the Concept Notes for the stabilization programmes in Lakes and Eastern Equatoria States, including respective funding allocations under Round 3 of SRF-SS, as well as the selection of UNDP as the "Lead Agency" for programming, oversight and coordination of both stabilization programmes.
- 1.6** Following the decisions of the SC, UNDP led the programming of the SRF-SS allocations for Eastern Equatoria, Lakes and Jonglei States and developed three UN Joint Programme Documents (JPDs), respectively, as follows:

<i>JPD</i>	<i>Start</i>	<i>End</i>	<i>Duration</i>	<i>Budget (USD)</i>
1. Jonglei Stabilization Programme (JSP)	15/11/2010	31/05/2012	18 months	17.75 million
2. Lakes State Stabilization Programme (LSSP)	01/01/2011	31/12/2012	24 months	17.5 million
3. Eastern Equatoria Stabilization Programme (EESP)	01/01/2011	31/12/2012	24 months	17.4 million
TOTAL (USD)				52.65 million

- 1.7** The JSP, LSSP and EESP were reviewed and approved by the Government of South Sudan's (GoSS) Inter-Ministerial Appraisal Committee (IMAC) on 8 November 2010.
- 1.8** Subsequently, UNDP organized and facilitated the selection of PUNOs – i.e. UNOPS and WFP - and an international NGO implementing partner (IP), PACT, through joint reviews with State Governments in Lakes and Eastern Equatoria. UNDP coordinated and finalized budgeting of JSP, LSSP and EESP Outputs through close collaboration with the State Governments, as well as UNOPS, WFP and PACT, and submitted these through the SRF-SS Technical Secretariat to the Chairperson of the SC. **This enabled a total transfer of USD 42,678,042 for the 2011 budget by mid-December 2010, from the Administrative Agent to PUNOs, for implementing their respective outputs under the JSP, LSSP and EESP in 2011 (see Annex 1).**

Actual SRF-SS Round 3 Transfers to PUNOs			
UN Joint Programme:	PUNO:	Outputs & Activities:	Transfer (USD):
1. JSP	1.1 UNDP	Output 1 (Radio), Oversight, Coordination, M&E	2,650,000
	1.2 UNOPS	Output 2 (Akobo-Pochalla Road)	13,052,000
		Subtotal 1	15,702,000
2. LSSP	2.1 WFP	Output 1 (Two roads)	7,040,261
	2.2 UNOPS	Outputs 2 & 3 (Police Stations & Courts, and Water Reservoirs/Haffirs)	5,603,781
	2.3 UNDP	Oversight, Coordination, M&E	400,000
		Subtotal 2	13,044,042
3. EESP	3.1 UNOPS	Outputs 1 & 2 (Roads and County Headquarters)	11,172,000
	3.2 UNDP	Output 3 (Haffirs-PACT), Oversight, Coordination, M&E	2,760,000
		Subtotal 3	13,932,000
TOTAL (USD)			42,678,042

2. PREPARATORY ACTIVITIES

As noted above, although the SC had selected UNDP as the Lead Agency of the JSP in November 2009, the JSP officially started over a year later on 15 November 2010, pending a decision from the SC on the labour-based versus mechanized approach to road construction. *No progress on implementation of the EESP and LSSP in 2010 is provided in this report, as both UN joint programmes officially started on 1 January 2011.*

The following chronology lists key events and decision points, as well as preparatory activities on the JSP in 2010:

- January 2010**
- 2.1** The Governor of Jonglei requested a change from a labour-intensive to a mechanized approach. This decision was based on discussions between the Ministry of Finance and Economic Planning, the Ministry of Transport and Roads and the Jonglei State Government, and in particular the need for the works to proceed immediately - during the dry season.
 - 2.2** In follow up discussions with the Ministry of Finance and the Ministry of Transport and Roads, the Government requested UNDP to support a new mission to review options for the road. The findings and results of this process were submitted to the SC for consideration.
- February 2010**
- 2.3** From 9-10 February, a joint assessment team – with engineers from GoSS Ministry of Transport and Roads, Jonglei State Ministry of Physical Infrastructure (J-MoPI), UNDP and WFP – surveyed the 200km road from the rain barrier around Bor airstrip to the Pibor airstrip. The team's findings and subsequent consultations and research provided the basis for a revised labour-based and mechanized approach, due to potential challenges in sourcing gravel wearing course as well as raising, compacting and installing drainage over a 200km roadway.
 - 2.4** UNDP initiated recruitment of a Programme Coordinator to manage and execute UNDP's role as Lead Agency of the JSP, as well as for other state-based stabilization programmes for which

UNDP could be selected to serve as Lead Agency in the future.

- March 2010** **2.5** A revised proposal was prepared and submitted to through the SRF-SS Technical Secretariat to the SC. The SC did not meet until 31 March 2010, and was closed early before a decision on the proposal was agreed.
- May 2010** **2.6** A UNDP Programme Coordinator was recruited for the JSP and entered on duty in Juba on 17 May 2010.
- June 2010** **2.7** In the absence of a SC decision on the new mechanized approach to road construction, the Ministry of Finance and Economic Planning undertook a silence procedure to confirm the change in approach; however, the silence was broken by DFID, and the approval was not obtained.
- July 2010** **2.8** The SC approved an integrated, labour-based and mechanized approach, for constructing the Bor-Pibor road through a silence procedure.
- 2.9** UNDP launched a *Request for Expressions of Interest (EOI)* to identify and select an experienced and qualified Participating UN Organization, to manage the construction of the Bor-Pibor road, through a labour-based and mechanized approach. UNOPS was the only specialized UN agency that submitted an EOI.
- August 2010** **2.10** UNDP and UNOPS commenced joint planning and programming of their respective outputs under the JSP.
- September 2010** **2.11** The Governor of Jonglei informed that, due to the delays, a private construction company had been commissioned to construct the Bor-Pibor-Pochalla road.
- 2.12** On 2 September 2010, the Governor requested the Chair of the SC, H.E. Minister of Finance and Economic Planning, to consider reallocation of USD 15 million to construct the Akobo-Pochalla road, along Jonglei State's eastern border with Ethiopia.
- October 2010** **2.13** The Ministry of Finance and Economic Planning undertook a new silence procedure on 9 October, which subsequently approved the shift from constructing the Bor-Pibor road, to the Akobo-Pochalla road.
- 2.14** UNDP and UNOPS immediately undertook detailed programme design, including a joint GoSS-UN reconnaissance mission to conduct an aerial assessment of the Akobo-Pochalla road.
- November 2010** **2.15** Programme documentation was finalized and subsequently reviewed and endorsed by the Inter Ministerial Appraisal Committee (IMAC) on 8 November 2010. ***Implementation of the JSP officially commenced on 15 November 2010.***

3. PROGRESS ON IMPLEMENTATION OF THE JSP

The JSP aims to deliver the following two Outputs:

1. **Fully operational, state-managed, radio communication infrastructure and system established in Jonglei State, and improved capacity of the State Ministry of Information and Communication in developing media content, broadcasting and managing the station [i.e. JSP Output 1].**
2. **Akobo-Pochalla road (170km) constructed through an integrated, labour-based and mechanized approach, and improved capacity of the State Ministry of Physical Infrastructure to manage and maintain road works in Jonglei State [i.e. JSP Output 2].**

UNDP is the PUNO responsible for implementing Output 1 of the JSP, and UNOPS for implementation of Output 2. As Lead Agency of the JSP, UNDP has overall responsibility for programme design, planning, oversight, coordination, monitoring and evaluation of the JSP.

3.1 Progress on Implementation of JSP Output 1:

- 3.1.1 In September 2010, UNDP advertised a Request for Proposals (RFP) to commission a Technical Design Study on the state-managed radio station. Bids were received and reviewed in October 2010. Bid opening, technical and financial evaluation was completed jointly, by UNDP and Jonglei State Government counterparts (i.e. representatives from the Jonglei State Ministry of Finance, and State Ministry of Information and Communication).
- 3.1.2 In October 2010, UNDP launched a Request for Quotations (RFQ) for civil works to clear and fence the site designated by the Jonglei State Government, for constructing the state-managed radio station in Bor. Bid opening and evaluation was completed, and it expected that the contract will be awarded to the selected bidder during the first quarter of 2011. However, the RFQ had to be revised and re-launched as the Jonglei State Government had changed the location of the construction site.
- 3.1.3 From 9-31 December 2010, UNDP contracted a Kenyan communications company, Skytech, and fielded a team of consultants to initiate the technical design study on the establishment of a state-managed radio station in Jonglei. Missions to each county in Jonglei State were fielded to collect soil samples from the locations identified for erecting the retransmission masts. Local labour was hired by the Skytech consultants, as recommended and verified by UNDP, for digging and collecting soil samples from the retransmission sites. Soil samples could not be collected from Pibor and Boma Counties during this period due to access and security constraints.

3.2 Progress on Implementation of JSP Output 2:

- 3.2.1 On 11 October 2010, UNDP led a joint GoSS-UN reconnaissance mission to conduct an aerial assessment of the Akobo-Pochalla road. The mission included technical experts and officials from the SPLA, J-MoPI, UNDP, United Nations Joint Logistics Centre (UNJLC), United Nations Mine Action Office (UNMAO), UNOPS, UNRCSO and the SRF-SS Technical Secretariat. The mission's main findings were:
 - The Akobo-Pochalla road has not been used in over two decades and no longer exists, due to overgrowth of grass and bush. Length of the road was estimated at 170km, based on GPS coordinates and tracking by the UNJLC.

- Conflicting and unreliable information received on landmine/UXO contamination required that the road be cleared by the UNMAO's contractor, Mechem, prior to initiating any construction works. Clearance of the road's width should be widened from 8 meters to 12 meters, at an extra cost of USD 550,000.
- Construction of a bridge over the Pibor River, south of Akobo Town, is required to connect with the road to Pochalla.

- 3.2.2** As part of the capacity building and sustainability strategy of the JSP, a UNV Engineer was recruited and deployed by UNDP to the Jonglei State Ministry of Physical Infrastructure in October 2010, to provide technical support to state counterparts and quality assure construction works of the JSP at state-level.
- 3.2.3** On 27 October 2010, the Governor of Jonglei approved UNOPS as the participating UN organization (PUNO) for implementing Output 2 of the JSP – i.e. labour-based and mechanized construction of the Akobo-Pochalla road.
- 3.2.4** On 19 October 2010, UNMIS approved UNDP's request to provide UNOPS with one single-span Bailey bridge (over 30m length). The bridge was provided by UNMIS at no extra cost to the JSP, and was a critical input for constructing a bridge over the Pibor River in Akobo County, in order to connect with the road to Pochalla County. UNOPS completed its assessment on positioning of the bridge over the Pibor River in early November 2010. Construction of the bridge and the Akobo-Pochalla road is expected to commence in March 2011.
- 3.2.5** Mechem, UNMAO's mine clearance contractor, initiated mobilization of its mine clearance team and equipment to Pochalla County in November 2010. Mechem's team and equipment are expected on site during the first quarter of 2011.

4. KEY CHALLENGES:

- 4.1** A key challenge to the implementation of road works was due to the transfer of funds from the SRF-SS to UNDP and UNOPS late in the year, due to the delay in the SC reaching a consensus on the labour-based and mechanized approach to road construction.
- 4.2** The Jonglei State Government had changed the location of the construction site for the state-managed radio station in Bor County in October 2010. This delayed the procurement process, as UNDP was notified of the change it launched in the RFQ for civil works to clear and fence the construction site of the radio station. The new location was assessed and a revised RFQ was launched by UNDP in November 2010. Awarding of contract to the selected bidder and implementation of civil works is expected to commence in the first quarter of 2011.
- 4.3** Further delay in implementation of JSP Output 2 was due to the changing of the initially assessed and planned construction of the Bor-Pibor road, to the Akobo-Pochalla road, in September 2010.
- 4.4** Pending the approval of the labour-based and mechanized approach to road construction by the SC in July 2010, UNDP had pre-financed implementation of preparatory and programming activities since January 2010, and thereby, incurred over ten months of expenditure until the first transfer was received from the SRF-SS on 27 November 2010. UNDP therefore incurred USD 300,000 in expenditure than had been initially budgeted for its Lead Agency role. This issue, along with the need for more robust oversight, coordination, monitoring and evaluation of programme implementation, will be raised at the next SC meeting for decision.
- 4.5** Soil samples could not be collected from Pibor and Boma Counties in Jonglei State in December 2010, due to access and security constraints. Samples will be collected from Pibor and Boma and will be forwarded to the Skytech consultants in Nairobi for non-destructive soil testing in January 2011.

Annex 1: SRF-SS Round 3 Transfers for 2011 to PUNOs by Programme Outputs/Activities

UN Joint Programme	PUNO	Output/Activity	Budget			Transfer for 2011 (USD)	Comment
			2011	2012	Total (USD)		
Jonglei Stabilization Programme (JSP)	UNDP	Output 1 - Radio	2,000,000	0	2,000,000	2,000,000	
	UNOPS	Output 2 - Road	13,052,000	1,898,000	14,950,000	13,052,000	
	UNDP	Oversight, Coordination, M&E	650,000	150,000	800,000	650,000	Total budget for Oversight is USD 750,000. USD 50,000 reversal for labour-based consultancy and Oversight cost is USD 800,000.
Subtotal 1 - JSP			15,702,000	2,048,000	17,750,000	15,702,000	
Lakes State Stabilization Programme (LSSP)	WFP	Output 1 - Roads	7,040,261	2,959,739	10,000,000	7,040,261	
	UNOPS	Output 2 - Haffirs	1,489,000	370,000	1,859,000	1,489,000	
	UNOPS	Output 3 - Police Stations & Courts	2,731,410	680,400	3,411,810	2,731,410	
	UNOPS	Management & Overhead (Outputs 2 & 3)	1,383,371	345,819	1,729,190	1,383,371	
	UNDP	Oversight, Coordination, M&E	400,000	100,000	500,000	400,000	
Subtotal 2 - LSSP			13,044,042	4,455,958	17,500,000	13,044,042	
Eastern Equatoria Stabilization Programme (EESP)	UNOPS	Output 1 - Roads	5,307,038	1,314,259	6,621,297	5,307,038	
	UNOPS	Output 2 - County Headquarters	5,864,962	1,463,741	7,328,703	5,864,962	
	UNDP	Output 3 - Haffirs (PACT)	2,440,000	610,000	3,050,000	2,440,000	
	UNDP	Oversight, Coordination, M&E	320,000	80,000	400,000	320,000	
Subtotal 3 - LSSP			13,932,000	3,468,000	17,400,000	13,932,000	
TOTAL (USD)			42,678,042	9,971,958	52,650,000	42,678,042	