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**REPORT OF THE TECHNICAL ASSESSMENT MISSION ON
POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT IN
THE SUDAN**

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A. ACRONYMS

AU	African Union
AUHIP	African Union High Implementation Panel on Darfur
CFA	Common Framework Agreement
CPA	Comprehensive Peace Agreement
DDR	Disarmament, Demobilisation and Reintegration
EU	European Union
GOSS	Government of Southern Sudan
IGAD	Intergovernmental Authority on Development
HIPC	Highly Indebted Poor Countries
IMF	International Monetary Fund
JEM	Justice and Equality Movement
LDC	Less Developed Country
LJM	Liberation and Justice Movement
LRA	Lord's Resistance Army
MoU	Memorandum of Understanding
NCP	National Congress Party
NEC	National Election Commission
PALAMA	Public Administration Leadership and Management Academy
PCRD	Post Conflict Reconstruction and Development
RECs	Regional Economic Communities
SPLM-DC	Sudan People's Liberation Movement-Democratic Change
SPLA/M	Sudanese People's Liberation Army/Movement
SSDRF	South Sudan Development and Reconstruction Fund
UN	United Nations
UNDP	United Nations Development Programme
UNMIS	United Nations Mission in Sudan
UNSC	United Nations Security Council
WFP	World Food Programme

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Siphamandla Zondi, PhD. (South Africa),
Team Leader.

I. INTRODUCTION

1. On 29 January 2011, the AU Ministerial Committee on Post-Conflict Reconstruction and Development of the Sudan briefed the Peace and Security Council meeting in Addis Ababa on the outcomes of its mission to Sudan in October 2010 and on its decision to field a Multidimensional Technical Team of Experts to conduct a detailed assessment of post-conflict situation in Sudan in the context of an imminent end of the interim period under the CPA.
2. The technical experts team comprising 9 experts from 5 member countries, 2 from the PSD PCRD Unit of the AU Commission, and 2 other external experts undertook visits to Khartoum, Southern Kordofan, and Blue Nile States in northern Sudan and held discussions with authorities in Central Equatoria, Western Equatoria, Eastern Equatoria, Unity, Jonglei, Northern Bar El Ghazal, Western Bar El Ghazal, Warrap, Lakes and Upper Nile States. Besides meetings with federal governments and state authorities, the technical team also received detailed briefings from the African diplomatic corps in Juba, organs of civil society, and international organisations.

I.1 Terms of Reference

3. The Ministerial Committee required the technical mission to undertake visits to northern and southern Sudan to:
 - i. Conduct an assessment of the key post-conflict development and peace building needs in the context of the new dispensation in the Sudan, guided by the AU PCRD Policy;
 - ii. Obtain briefings from the relevant authorities in Khartoum and Juba and meet with senior stakeholders, civil society (including local community leaders, the youth groups, representatives of women groups), international partners (including the UN, AU, EU, World Bank, IMF and representatives of RECs, IGOs and other bilateral and multilateral partners);
 - iii. Specifically focus on key infrastructure needs including transport, energy, education, health, and agriculture in the development and reconstruction of the countries (northern and southern Sudan) concerned;
 - iv. Conduct a thorough assessment of the situation on the ground, particularly in the 10 Border States to identify assistance that would encourage interdependence of the two regions, integration and development;
 - v. Assess and recommend how to respond to the capacity needs, including the capacitating of the civil service, the police and justice systems. In particular, make specific recommendations on how to enhance the security sector reform;
 - vi. Assess and recommend measures to ensure an active involvement of women, youth and other vulnerable groups and the notion of gender in all aspects of post-conflict reconstruction, development and peace / state building;
 - vii. Propose modalities for the holding of an African Solidarity Conference for the Sudan to mobilise support, particularly Africans, for reconstruction and development of the Sudan.

I.2 Methodology

4. Broadly guided by this and the AU PCR Policy, the technical team divided the thematic assessment into six clusters of issues, namely: politics and governance; economic reconstruction; social and human development; justice and reconciliation; humanitarian/emergency assistance; and security. On each, questions were asked about the most critical and urgent needs, responses undertaken thus far and recommendations. Lots of background documents were also collected.
5. This report provides a synthesis of critical post-conflict needs, challenges and gaps garnered during discussion in both southern and northern Sudan and concludes with a set of recommendations and proposed projects for the Ministerial Committee to consider.

II. A SYNTHESIS OF CHALLENGES AND NEEDS

1. After the conflicts that have plagued the Sudan since the pre-independence period with short periods of peace and in spite of the Comprehensive Peace Agreement (CPA) of 2005, the country continues to experience deep and sometimes structural post-conflict challenges. To an extent, these challenges, which are also key needs, are more pronounced in the south than in the north. As will be seen below, these challenges are underpinned broadly by the feeling of marginalisation on the part of various groups in the north and in the south sometimes expressed in terms of ethnic and religious identities. It also finds its expression in uneven development between urban and rural areas, between broadly the political centre and periphery as well as in the politics of inclusion and exclusion that remains prevalent in Sudanese politics. Therefore, whatever support is given to Sudan must simultaneously seek to reverse this tendency and promote the creation of an inclusive society. Below is a synthesis of needs assessment by theme.

III. SECURITY AND STABILITY

a. Overview

1. The efforts of the inclusive government and international partners after the signing of the CPA have generally helped the people of Sudan experience relative peace after decades of war. While much has been done in the past five years in the areas of DDR and the reform of the military, police, intelligence services and prisons services, insecurity remains serious in all parts of Sudan. The security factors vary from location to location, but the common causes for concern include the activities of the LRA and SPLA defectors in southern Sudan as well as inter-communal conflict over access to grazing land and water especially in border areas. Besides resource competition, the proliferation of small arms and light weaponry during the war helps perpetuate this insecurity.
2. The magnitude of security challenges facing government is very large and complex. For instance, in the northern part of Jonglei and Unity states, disgruntled former SPLA soldiers have recruited scores of unemployed youth and demobilised ex-combatants

to conduct bloody rebellions that have resulted in over 20000 IDPs and several head deaths.

3. Cattle rustling in the border areas and southern parts of southern Sudan have also caused many difficulties for war-ravaged communities, thus creating an atmosphere of fear. Tensions between nomadic Miseriya and settled Dinka-Ngok groups in the north-west of southern Sudan remain a problem.
4. While the DDR process has progressed well, a number of ex-combatants have not been successfully integrated back into society due to shortage of skills for them to find alternative livelihoods and income generation. These ex-combatants are a potential source of danger in the north and a recruiting ground for new rebels in the south.
5. The government and states in the south have intensified security operations to restore security to volatile areas. The government has established a task force in the president's office, which oversees preparations for separation including the drawing up of a National Security Strategy, expediting the Disarmament, Demobilisation and Reintegration (DDR) of former fighters. The South Sudan Development Plan for 2011-2013 makes provision for security transformation. The legislative assembly has also started an inquiry into the sudden rise of conflict with the intention of coming up with a broad national security vision to guide the development of security strategy and new security architecture for southern Sudan.
5. Until an overarching national security vision and strategy is in place, access by security agencies to remote areas is improved, intelligence capacity is enhanced and policing improved, southern Sudan will not be able to guarantee security for its citizens. While there is a lot of international support for southern Sudan in this regard, it will be of limited use without national ownership for which southern Sudan needs a national security strategy to realise.

b. Recommendations

Security

- *The AU should assist the government of southern Sudan with expertise needed to develop a national security policy or strategy and clarify its national security architecture.*
- *The AU should consider encouraging the development of a mechanism to control small arms, as part of strengthening civilian security and justice in order to offset the need to carry arms for self-defence.*
- *Security co-operation in the form of joint planning, exercises and security operations between the security forces from the north and the south as well as with other neighbouring countries should be encouraged because security challenges are cross-border in nature.*
- *To provide a political framework for acting against spoilers, the Committee should call for an AU resolution discouraging direct and indirect subversive activities including support for armed militia by either side; calling for political*

dialogue until all issues are resolved and urging parties to focus on building mechanisms for cooperation to deal with common threats and exploit opportunities.

III.1 Political stability and the role of the AU and UN

a. Overview

6. The political stability of the new states will depend on the extent to which they keep open channels of communication and engagement between them, building on the lessons learned since 2005. There is no reason why the two parties as independent governments from July 2011 should not maintain peaceful diplomatic relations and promote a soft border between them in order to enable free movement of people and means of production. It is encouraging to note from recent formal statements from both sides the intention to cooperate on common security and economic challenges.
7. The feeling on the ground is that while the Ministerial Committee has paid several visits, political support from the AU is ad-hoc and inadequate. For this reason, the African Union and the UN should strengthen their support. The AU should ensure constant engagement with the parties at a high level including occasional visits by the AUC, the PRC and the proposed ambassadorial committee of the Ministerial Committee.

b. Recommendations

- *The AU Ministerial Committee should consider intensifying its political engagement with both sides through regular contacts and visits by its ambassadorial committee and the AUC.*
- *The Committee should consider encouraging member states to provide diplomatic recognition of the new states as a matter of urgency in order to provide an incentive for responsible statehood and open channels for political and economic agreements to be explored.*
- *To ensure that the UN role in Sudan is further strengthened, the Committee should advise the AU to call on member states to nominate an African to the position of UN Secretary General's Special Representative to Sudan.*
- *It should advise the AU to ask the UN Security Council to extend and expand the mandate of the UN Mission to Sudan to focus on state-building and promoting political and security cooperation between the two states.*
- *The Committee should support the call for the removal of sanctions against members of the government of Sudan as an incentive for positive political behaviour.*

IV. Economic development

a. Overview

IV.1 Narrow economic base, oil dependency and resource constraints

1. While both northern and southern Sudan boast large tracts of rain-fed arable land, wildlife and scenic landscapes, and unexploited mineral resources, they remain heavily dependent on oil revenues. This and the huge costs of servicing the US \$40 billion debt limit financial resources available for the state to spend on the reconstruction and the development of society, both in the north and south.
2. Sudan needs assistance to graduate from its economic status as Less Developed Country (LCD) and as one of the Highly-Indebted Poor Countries (HIPC) through foreign direct investment, rapid development of infrastructure and the cancellation of its debt. The lifting of sanction will help enable the country to mobilise investment from private financial institutions needed for the fight against ubiquitous poverty, high unemployment, high cost of consumer goods, high inflation and other socio-economic ills.
3. The governments on both sides have developed policies and plans to stimulate the diversification of the economy by boosting investment in agriculture and tourism. There has been some progress in the development of the infrastructure, especially the construction of major roads in Southern Kordofan and Blue Nile in the north to stimulate private sector investment in the transport and agricultural economies on the borderline. The revival of the cotton growing and plans to re-start textile factories in the same areas signals the intention to build a broad-based economic growth.
4. In the south, the problem of a narrow economic base manifests in the fact that the oil revenue accounts for 97% of the government's total income. The collection of personal and business taxes is weak. Southern Sudan also imports almost all its food supplies from neighbouring East African countries when it has large tracts of arable and rain-fed land. Like the north, it is also planning to diversify the economy by promoting investments into commercial agriculture and domestic agricultural markets.

IV.2 Resource Constraints: Donor Pledges Unfulfilled, Debt Burden and Sanctions

5. A total of US\$5 billion was pledged at the April 2005 Oslo Donor Conference on Sudan convened to solicit support for the implementation of the CPA for three years in the first instance. The follow-up conference of May 2008 received pledges for the period ending July 2011. Both governments in Sudan decry the failure of donors to honour the pledges made, even though most donors indicate that they have invested all their pledges in projects in Sudan, but have avoided channelling funds through state because it has limited absorptive capacity. The Government of Sudan's pleas for pledges to be fully honoured have fallen on deaf-ears. There is, therefore, a need to mobilise for fulfilment of pledges made in the areas of critical need.

6. The cancellation of the debt estimated at US\$40 billion will release funds in the region of US\$ 3 million a month currently being used to service the debt for essential social and economic spending. The African Union High Level Implementation Panel (AUHIP) is currently facilitating a meeting between the Breton Woods Institutions on this. The African Development Bank is mobilising support to help graduate the country from its status of a Highly Indebted Poor Country. If this matter is not addressed with the urgency it deserves, it has a potential to perpetuate poverty and marginalisation in northern and southern Sudan.
7. The UN Security Council through Resolutions 1556 of 2004 and 1591 of 2005 imposed sanctions on individuals, designated entities and state agencies deemed to be profiting from the Darfur conflict. Seeing these sanctions as a hindrance to economic growth in that they put investors off, the Government of Sudan expects the international community to remove them to encourage it to rebuild the war-shattered economy. Significant progress in the on-going political dialogues and final agreement on outstanding issues and on Darfur should encourage the lifting of sanctions.

IV.3 Investment in mining and tourism

8. The potential for mining is also huge due to the known existence of unexploited precious materials like gold, silver and manganese that have occasionally come to the ground during floods and as communities break new cultivation ground. This requires that the government be assisted in drawing up policy and investment promotion plans in order for it to be ready to benefit from foreign investment.
9. Parts of Sudan have natural savannah, unknown wildlife and landscape in ranges of mountains, which together with the world-renown river represent a huge potential for tourism. The government will require assistance in attracting investors especially in the areas of hospitality, wildlife preservation and marketing, and tour operations to turn this huge potential into beneficial economic activities.

a. Recommendations

Agriculture:

- *The African Union should encourage commercial farmers, especially from African countries, to explore commercial farming opportunities in various parts of the border states in the north and the central and eastern parts of southern Sudan, including the prospects for producing cereals, fruits, vegetables and livestock for domestic consumption and export markets.*
- *Assistance to livestock-keeping communities that hold millions of herds of livestock on how to turn this into a commercial enterprise, including market evaluation of the livestock available.*
- *Assistance of communities to establish cooperatives focused on cultivation food for food security purposes as well as the creation of community markets for agricultural trade.*

Minerals/mining:

- *The AU should encourage investors to explore the commercial mining of mineral resources in southern Sudan and border areas.*
- *The existence of unknown species of wild animals, untapped sauna and savannah, the geographical landscape of southern Sudan requires the encouragement of tourism investors to explore commercial opportunities.*

V. INFRASTRUCTURE DEFICIT

V.1 Communications

a. Overview

1. Both southern Sudan and border-states in northern Sudan suffer huge infrastructure deficits, ranging from communications technology to roads, bridges, and dams. The war discouraged the building and maintenance or upgrading of the old road network, bridges, energy generation and distribution systems, and water reservoirs. Some of this infrastructure was destroyed in the course of the war. As a result, large areas are not accessible to medical, educational and security personnel during rainy seasons. This is also one reason security forces are unable to reach volatile areas in the border areas.
2. The Government of Sudan has made some progress in the construction of highways in states like Southern Kordofan. The GoSS has also worked with development partners in the construction of tarred roads in the capital and main roads linking the south with Khartoum in the north and Uganda and Kenya in the south. These roads will help stimulate economic activities and enable human movement. There has been visible progress in the conversion of old huts into basic health centres and schools at grassroots levels in southern Sudan. In the north, there has been some construction of municipal offices and sports facilities in Southern Kordofan and Blue Nile States. There is some construction of residential settlements taking place in Juba and other towns in southern Sudan.
3. A number of radio satellite installations have been constructed to expand people's access to information through radio services in southern Sudan. The infrastructure for radio services has been extremely limited again due to the effects of war and this has imposed serious limits to information flow and general awareness in the south. The improved radio infrastructure will enable citizens to participate actively in the political and economic activities of the two states.
4. But the magnitude of infrastructure needs is so great that these efforts make very little difference. Therefore, Sudan will need assistance with the construction of these basic infrastructures, the supply of building materials, and the provision of technical expertise required for infrastructure and town planning and management.

a. Recommendations

- *The construction of tarred roads linking the main road arteries in the north with the same in the south and further linking southern Sudan with east Africa will help attract investment deep into Sudan.*
- *African countries should help with the construction of feeder roads connecting the main roads to remote areas, especially those that hold the potential for commercial agriculture and mining.*
- *African countries and partners should prioritise Southern Sudan and border states for support in expanding access to radio services through the construction of radio satellite network and the supply of solar-powered or manually recharged radio sets.*

V.2 Water supply

a. Overview

5. Weak access to water supply for both human and animal consumption is a major driver of conflict in various parts of the north and south, especially on the borderline. It is also a factor in the weak commercialisation of agriculture, incidence of infectious disease and general poverty. For southern Sudan, the problem is not the availability of water, but its distribution to areas that are seasonally starved of this life-giving resource due to lack of water harvesting infrastructure and technology, distribution and treatment systems. For this reason, the erratic weather in parts of Sudan has a direct bearing on changes in livelihood, conflict patterns and economic development.
6. Heavy downpours cause floods, thus endangering people in border states on both sides, but this also makes these areas potentially water abundant if efforts are made to harvest and distribute water properly. Hence, the construction of dams, water wells, boreholes, and irrigation systems would help turn water into a major driver for human and economic development.

b. Recommendations

- *To minimise the conflict due to competition over water and to ensure the supply of safe drinking water for humans and animals, the AU should encourage support or investment in the construction of at least four major dams or water reservoirs on each side of the border between northern and southern Sudan in order to thereby harvest water during high rainfall seasons.*
- *The AU should also encourage the construction of a number of big water wells for animal drinking and the drilling of boreholes for human consumption in areas that experience severe water demand, especially in border states as well as the building of irrigation systems to promote crop farming in most parts of Sudan.*

V.3 Energy supply

b. Overview

7. A major handicap to economic take-off in southern Sudan is the chronic shortage of reliable, affordable and permanent power supply. There is an excessive dependence on fossil fuel-based generators, which contributes to denuding the natural environment. Energy supply constraints contribute to the sharp rise in the cost of doing business and the cost of living in urban areas of southern Sudan. The domino effect on livelihoods is obviously negative. The expansion of towns as southerners return to the south from all over the world and investors trickle in further exacerbates this problem.
8. The need to ensure even distribution of power supply to all peripheral areas, especially in peri-urban and rural areas will not be realised without the construction of major power generation facilities including hydropower dams, solar and wind-based power technology. The task of building new generation capacity, an efficient power grid and distribution mechanisms should be seen as a long-term need and an expensive one that southern Sudan cannot deliver on its own. However, southern Sudan urgently needs, at least, one major hydro-electric dam and a power grid to enable it to even import power supply to make up for the shortfall.

b. Recommendations

- *The construction of hydroelectric dams and distribution systems, especially along the Nile River for the supply of energy to both urban centres and outlying areas.*
- *The supply of or investments in technologies required for exploiting other alternative sources of energy, especially solar.*

VI. Social and human development

VI.1 Health care needs

a. Overview

1. The provision of health care services in the whole of Sudan is generally weak, with the situation in border areas and war-affected southern Sudan even graver. As a result, there is a high incidence of infectious disease long conquered in other parts of the world, child and maternal mortality. The health sector experiences high constraints in human and financial resources, while the basic infrastructure in the form of clinics/health centres, hospitals, laboratory and pharmacies is in short supply. A recent survey commissioned by the GoSS found alarmingly low levels of health awareness in the south.
2. All states consulted have already identified two urgent needs for the health as sector, namely: the distribution of basic health information in order to improve health awareness and the roll out of a comprehensive vaccination programme. In the order

of priorities, this is followed by the provision of mobile clinics in areas seriously affected by disease and basic pharmacy services in the short-term. In the medium-term, what is required is investment in infrastructure with special focus on primary health care facilities like clinics at locality and state level, the promotion of private health sector investment, the upgrading of secondary and tertiary referral health facilities and the training of specialist medical workers.

3. Southern Sudan specifically needs just about 50 clinics and the refurbishment of at least 20 county and 10 state hospitals. The structures will also require health equipment to be installed and staff trained to deliver health and educational services to south Sudanese. The needs will most likely increase as larger numbers of southerners decide to relocate to an independent southern Sudan after July 2011.

b. Recommendations

- *The AU should mobilise African countries to assist in providing capacity development targeting health care workers involved in primary health care, maternal and child care services through refresher courses, train-the-trainer programmes and mentorship by health professionals deployed from member states.*
- *The member state could also assist in the provision of basic tools of health care, especially material for health promotion and awareness campaigns focusing infectious diseases including HIV and AIDS, the provision of basic drugs and basic laboratory services.*
- *The AU support in mobilising private health sector expansion through investments from countries that have private health sectors would help expand access to health care for the growing number of fee-paying citizens.*

VI.2 Access to education

a. Overview

4. A functional education system is a key driver of post-conflict reconstruction and development as it helps to provide skills that war-affected communities need in order to find alternative livelihoods. In Sudan, most educational infrastructure, especially school buildings, were either severely destroyed or simply neglected during the decades of civil war. This is more so in the border areas and the whole of southern Sudan where 30 000 new classrooms are needed to cater for current schooling needs. Schools lack qualified teachers and adequate learning and teaching materials. There is a dire need for vocational education in the form of technical schools or independent skills training programme, targeted at ex-combatants, the youth in general and women.

b. Recommendations

- *The African Union should encourage capacity building programmes aimed at providing basic and refresher training for teachers through on-the-job training and the provision of basic learning and teaching aids for schools teachers.*
- *The AU should mobilise member states to help with the provision of vocational training through special training programmes and through the rebuilding of training centres targeting unemployed youth, women and people with disabilities.*
- *It should encourage assistance in the construction of general and vocational schools in each state and teacher-training institutions would be needed to overcome educational challenges.*

VII. GOVERNANCE

VII.1 Governance and accountability

a. Overview

1. The challenge of relatively weak governance arises from the inability of Sudan to build strong governance systems and institutions for proper management of power and delivery of basic services during the war. So, both political governance, as it relates to accountability, balance of power, citizen participation and parliamentary oversight and technical/institutional governance in the form of a professional and efficient public service and effective public institutions represent major obstacles to the creation of viable states from July 2011. Hence, both states will require a lot of assistance to strengthen their governance and public service capacity.

b. Recommendations

- *To strengthen oversight systems, the AU should encourage member states to support Sudan through capacity building programmes targeting the parliament, oversight commissions like the electoral commission and institutions of civil society.*
- *The AU should encourage a cordial relationship between states and civil society formations in pursuit of an inclusive vision during the rebuilding process.*

VII.2 State-building and public service strengthening

a. Overview

1. The region needs assistance to build the capacity of its public service and institutions established to promote financial accountability and to promote investment. The state at sub-national level and to some extent at federal state level does not have sufficient technical expertise in areas such as the management of financial accounts, monetary policy, and procurement policy as well as the coordination of aid and long-term strategic planning.
2. Working together with UNDP, the authorities in southern Sudan have identified 39 core-functions of government required to build a viable independent state and an effective government. Principal amongst these is to build strong public finance and procurement mechanisms, a professional security sector, an efficient justice system, strong oversight institutions and economic planning. This idea helps simplify decisions on the greatest need for state building in southern Sudan.
3. Capacity deficits at levels of sub-national state are primarily in the areas of planning and prioritisation, financial management, urban and rural planning, institution building and public services provision. These gaps affect the capacity of state governments, especially in border areas, to deliver basic civil services. It also affects alignment with federal government. There is, therefore, a need for capacity development in the form of training and deployment of mentors in Sudanese public service institutions.

b. Recommendations

- *The African Union should consider encouraging its member states to focus their capacity building support on the strengthening of the 39 core state functions that the GoSS has agreed on.*
- *The African Union should encourage African countries and international agencies to offer their training institutions for comprehensive capacity building programmes focusing on, among others:*
 - i. Mentorship for political leaders;*
 - ii. Managerial development training focusing on planning, management and control; and*
 - iii. Basic service skills enhancement on professional civil service essentials, citizen care and technical fields like financial management.*
- *African countries should work with international partners to supply train-the-trainer experts, mentors, and deploy public service professionals to Sudan and supply scholarship programmes for young Sudanese on public management.*
- *The African Union should mobilise support for the provision of the much-needed basic tools of work in the public service including computers,*

motorbikes for itinerant workers and furniture, especially in southern Sudan where this need is greatest.

VIII. RULE OF LAW AND JUSTICE

a. Overview

1. Like in all countries coming out of conflict, peoples' access to rule of law and justice system in both parts of the Sudan remains a major challenge. This relates to both the affordability of legal assistance and availability of sufficient courts especially in the rural areas to help aggrieved people seek justice. As a result, many citizens tend to resort to violence to defend themselves from danger or abuse. This makes the strengthening of the justice system through the provision and training of skilled judicial officers and legal experts and the construction of courts a great necessity.
2. Due to a weak justice system and in the absence of reconciliation or justice mechanism to deal specifically with the victims of war and political conflict, the traumatised and angry victims are either dejected and resigned or agitated and getting involved in new armed conflict.

b. Recommendations

- *The Committee should provide technical, financial and advisory support to the construction of peace halls in each county as planned by the Goss as mechanisms for facilitating cathartic social dialogue among ordinary Sudanese in an effort aimed at the building of health nations.*
- *The Committee should support the expansion of access to justice through the strengthening of courts, the provision and basic and expert capacity in the form of train-the-trainer and exchange programmes, the train young Sudanese graduates in justice-related professional fields for deployment in the entire justice system and integrating the indigenous justice system.*

IX. HUMANITARIAN AND EMERGENCY ASSISTANCE

a. Overview

1. Humanitarian emergencies arise mainly from the continued incidence of conflict and seasonal changes in climate and weather patterns, the effects of which are the displacement of people, extreme hunger and malnutrition and fear. States and federal government do not have sufficient capacity, equipment and funds to respond quickly and adequately to the humanitarian crises thus triggered. Hence, the challenges of relocation and reintegration of Internally Displaced Persons (IDPs) cannot be met without external assistance.

2. Over 4 million Sudanese were displaced by the wars of independent over the past 30-40 years and just about 2.2 million have returned since the signing of the CPA through the assistance of the Southern Sudan Relief and Rehabilitation Commission (SSRRC), the Ministry for Humanitarian Affairs, the International Migration (IOM) and the United Nations High Commission for Refugees (UNHCR). In the absence of alternative livelihoods, many of these live on the edge of society. While international agencies are providing much assistance, this is not adequate given the magnitude of the problem. There is also a disproportionate focus on the element of repatriation at the expense of integration.

c. Recommendations

- *The African Union should consider supporting the development of reintegration plans and establishment of integration centres to ease the reintegration of returnees, IDPs and ex-combatants back into society.*
- *The African Union should be ready to assist provide expertise to help rebuild community-based conflict resolution mechanisms in response to frequent conflict between nomadic and settled pastoralists through the sharing of expertise on cross-border issues management to share their experiences with state governments in border states.*

X. NATION BUILDING AND RECONCILIATION

X.1 Human rights and civil society

a. Overview

1. The culture of human rights is undermined by on-going conflict in the north and south, a climate of insecurity and fledging institutions of accountability. The vulnerable groups like women and children bear the brunt of human rights violation perpetrated by armed groups like the LRA, rebel groups and others in society. Under these conditions, the incidence of rape and family-based violence is high.
2. Civil society in the form of organised groups and NGOs is generally weak in both parts of the Sudan, partly due to a political and legal climate that is seen by civil society as not conducive to their active existence. There is a disproportionate presence of international NGOs, focused on own programmes and working in silo, at the expense of indigenous civil society formations. Civil society itself has to overcome its own challenges, especially the lack of common platform, narrow focuses and weak leadership.

X.2 National reconciliation and nation building

1. While the onset of peace and stability following the signing of the CPA and, in the south, the successful holding of the referendum, has helped heal many divisions and build a spirit of oneness amongst the Sudanese in the north and in the south and between the two sides, major political differences and tensions between political parties and groups continue. The ubiquitous feeling of marginalisation perpetuates this disgruntlement and political conflict.
2. Former SPLA soldiers who are citizens of the north, especially those that live in the border states of southern Darfur, Southern Kordofan, Blue Nile and in Abyei, have fears about their citizenship status and political treatment that awaits them after separation. They are already getting ready to defend themselves militarily. Northerners who live in the south also have fears about their status in the independent southern Sudan. There is hope that the negotiations between the NCP and SPLM/A would help address these insecurities.
3. Dialogue is limited to negotiations in Addis Ababa and inter-party discussions taking place in the multi-party constitutional reform committee in the south helps perpetuate mutual mistrust and political tensions. The popular consultations currently taking place in border states as prescribed by the CPA have attracted a lot of interest from the public and helped moderate the political climate, but there are fears that the outcomes of this open conversation will be manipulated by a legislature in the north that is expected to be dominated by the NCP after July 2011. The task of building national cohesion will require more efforts at reconciliation, building national consciousness and identity.
4. The GoSS has a comprehensive plan for promoting human rights and reconciliation through the construction of peace halls throughout southern Sudan to enable ordinary war-affected citizens to express themselves and forgive others in the spirit of reconciliation. The halls will also be sites for citizen participation in policy discussions designed to shape new public policies. The government will need assistance to build sufficient halls for cathartic dialogue to saturate the entire society. They will need to draw lessons from countries that have done this with some success through lesson-sharing sessions.

b. Recommendations

- *The African Union should consider encouraging governing parties in the north and south to promote inclusion of all citizens, political parties and civil society formations in continuous political, policy and social dialogues as a means of dealing with the traumatic past and to build a common national vision.*

XI. AN INCLUSIVE SOCIETY

a. Overview

1. To remedy the suffering that women and children suffer as a consequence of war and post-conflict problems, there has been an observable affirmation of women into positions of power in the executive of state and federal governments. Women hold ministerial and senior officials positions in the border states in the north and in the central and sub-national governments in the south. This sends a positive signal about the place and role of women in society in post-conflict Sudan.
2. The GoSS has given emphasis to the mainstreaming of women, youth and children in development planning in order to ensure that they actively participate in the rebuilding process. Article 20 of the interim constitution makes women's rights a central tenet of the society being born.

d. Recommendations

- *The AU Committee should encourage member states and the AUC to provide technical support to the development of policies and programmes on inclusion of women and youth in the reconstruction process.*

XII. MODALITIES FOR HOLDING THE AFRICAN SOLIDARITY CONFERENCE

1. The following modalities for convening the African Solidarity Conference are proposed:
 - i. The conference should be aimed at galvanising much-needed political support in order to keep the Sudanese and Africans focused on ensuring the gains made are not reversed, while it should aim to receive concrete pledges by AU member states and others in terms of private and public sector commercial investment, development assistance and capacity building including the numbers of professionals to be deployed in Sudan to mentor and train their Sudanese counterpart;
 - ii. For this reason, it must be targeted at African governments, African development finance institutions, state enterprises, African private business, institutions from the African Diaspora and international development partners;
 - iii. The conference must take place shortly after the conclusion of the transitional period in Sudan, preferably before 1 October 2011;
 - iv. The African Union should consider allowing member states that are able and willing to host the conference;
 - v. The conference should be organised by a technical preparatory committee comprising the AUC, the African Development Bank and/or other regional development institution and the host country;
 - vi. The African Union should mandate the Permanent Representative Committee to oversee the preparations for the conference by receiving regular progress reports;

- vii. In preparation for the conference, the AU Ministerial Committee or the preparatory technical committee should galvanise the support from member states through structured interaction with national capitals and regional institutions;
- viii. The preparatory committee should liaise with the governments of northern and southern Sudan in order to ensure that whatever support is garnered correlates with these governments' own plans and that their own funding mechanisms are involved in the management of the assistance;
- ix. African development finance institutions should be encouraged to develop beforehand indicative plans and proposals for joint initiatives and partnerships;
- x. The preparatory committee should also liaise with international partners to encourage them to actively participate in the Conference on basis of proposals and indicative plans;
- xi. The proposed projects map should be the basis for preparatory material, mobilisation of support towards the conference and conference discussion themselves;
- xii. The mobilisation of support would require that the conference be structured such that there are working groups or break away sessions where delegates will receive plans requiring support from ministers, governors and senior officials from the Sudan organised by clusters of critical needs. The Sudanese presentations will include outlines of investment opportunities;
- xiii. As part of monitoring and evaluation after the conference, the AU Ministerial Committee should source from member states and African institutions and submit progress reports to the AU Peace and Security Council regarding action on commitments made; and
- xiv. To ensure alignment with other support-garnering conferences including the donor conferences planned; the AU Ministerial Committee should consider sharing its needs assessment report with organisers of other conference and explore ways of aligning the mobilisation efforts.

XIII. THE ROLE OF THE AU MINISTERIAL COMMITTEE

1. The Technical Team was requested to also advise on the mandate of the AU Ministerial Committee following the end of the CPA implementation period. The following is a set of key recommendations made:
 - i. To enable the Ministerial Committee to be constantly seized with the post-conflict challenges of the Sudan, it is proposed that Permanent Representatives from countries comprising the Ministerial Committee constitute a technical sub-committee of the Committee whose tasks would be:
 - To monitor and report on the implementation of the decisions and plans of the Committee;
 - To compile and regularly update with the assistance of the AU Commission a database of PCRD projects by AU member states in Sudan;
 - To assist with the preparations of the meetings and missions of the Ministerial Committee;

- To regularly interact with the organs of the AU on matters pertaining to monitoring and evaluation of commitments made to the Committee; and
 - To undertake follow-up missions to take forward the work started by the Committee and in the process provides regular political support in Sudan.
- ii. Given the critical importance of building two viable states in peaceful co-existence, the mandate of the Ministerial Committee should remain to mobilise support efforts that encourage co-operation and continuous dialogue between the two states;
 - iii. To ensure that the governments of northern and southern Sudan do not feel alienated, the AUC should regularly send senior officials to dialogue with the respective governments.

XIV. PROPOSED URGENT PROJECTS FOR NORTHERN AND SOUTHERN SUDAN

INDICATIVE ELEMENT	PROJECTS	IMMEDIATE TERM 8 MONTHS	SHORT TERM 1 – 3 YEARS	MEDIUM TERM 4 – 7 YRS	LONG TERM 8 – 10 YRS	ESTIMATED COST
Security						
Disarmament, demobilisation and reintegration	Provide technical assistance in the form of advisors and training as well as funding for the completion of DDR in northern Sudan, especially in border states of Southern Kordofan/Nuba Mountains, Blue Nile, and in the whole of southern Sudan.	X	X	X		\$100 million
	The provision of advisors to help put together a comprehensive security sector reform plans, including guidelines for transformation of the militaries	X	X			
Policing	A multi-level training programme for police officers, especially on both sides of the border between northern and southern Sudan.		X	X		\$20 million
	Provision of at least one mobile police station and basic policing equipment for each county in southern Sudan	X	X	X	X	\$100 million
				Construction of half the needed permanent police structures	The rest of permanent structures	
Humanitarian assistance						
Disaster management	Basic to advanced training programme for	X	X			\$50 million

INDICATIVE ELEMENT	PROJECTS	IMMEDIATE TERM 8 MONTHS	SHORT TERM 1 – 3 YEARS	MEDIUM TERM 4 – 7 YRS	LONG TERM 8 – 10 YRS	ESTIMATED COST
	government officials responsible for disaster management, particularly in border areas.					
	Provision of emergency assistance teams and equipment during emergencies to work with Sudanese government	X	X			\$50 million
Resettling displaced persons and returnees.	Provision of emergency food through the WFP and	X	X	X		\$50 million
	Provision of land, accommodation and basic tools of livelihood including agricultural tools for returnees		X	X		\$30 million
Governance						
Public service capacity building.	Deployment of at least 1000 senior professional civil servants and trainers for training trainers and on-the-job mentoring of senior officials, officials in states and the counties on basic public service to advanced public management with special reference to 39 core-functions of government in southern Sudan	X	X	X		\$300 million
Policy makers Capacity building	Capacity building programme including training and mentoring of targeted political principals, parliamentarians and advisors in leadership and management across the 39 core-functions	X	X	X		\$50 million
Economic Development						
Roads	Construction of gravel feeder roads connecting urban centres with	X	X			\$500 million

INDICATIVE ELEMENT	PROJECTS	IMMEDIATE TERM 8 MONTHS	SHORT TERM 1 – 3 YEARS	MEDIUM TERM 4 – 7 YRS	LONG TERM 8 – 10 YRS	ESTIMATED COST
	outlying areas with agricultural and mineral production potential as well as to enable access to conflict-prone areas, especially in the bordering states of northern and southern Sudan. Identify states on both sides of the border.					
	The construction of tarred main roads in all urban centres and between them.		X			\$500 -600 million
	Construction of emergency bridges connecting the rural areas, especially in border states on both side of the Sudan.		X	X		\$200 million
Power	The provision of interim power generators in all counties in southern Sudan.	X	X			\$600 million
	Construction of permanent power stations, especially hydroelectric and solar-based stations.			X	X	\$500 million
	Construction of a power grid connecting all electricity centres			X		\$200 million
Communications	Construction of radio receivers through public-private partnership initiatives in western, southern and eastern parts of northern Sudan and in southern Sudan to improve telecommunications and radio reception.		X			\$100 million
	The distribution of at least 2 million radio sets, especially those that not dependent on electricity in	X	X			\$50 million

INDICATIVE ELEMENT	PROJECTS	IMMEDIATE TERM 8 MONTHS	SHORT TERM 1 – 3 YEARS	MEDIUM TERM 4 – 7 YRS	LONG TERM 8 – 10 YRS	ESTIMATED COST
	border states in the north and for the whole of southern Sudan					
Water	Drilling of at least 2 000 boreholes in rural areas, especially along the border where competition for drinking water is most intense.	X	X			\$100 million
	Provision of water wells for about 4 million herds of livestock in border states		X	X		\$400 million
	Construction of 5 major water reservoirs for water harvesting and storage together with distribution pipes to nearer areas in both southern and northern Sudan.			X	X	\$600 million
Agricultural rejuvenation	Capacity building agricultural extension workers through training and mentorship		X			
	Scoping study of agricultural land, its productive potential and opportunities for investment promotion	X				\$40 000
	Investment promotion campaigns to attract commercial farmers including investment missions	X				\$10 million
Mineral industry	Investment promotion campaigns to attract investors into the mining of unexplored mineral deposits, especially in southern Sudan	X	X			\$10 million
Tourism	Promotion of investment into the wildlife and cultural tourism potential of various parts of the Sudan on the basis of a	X	X			\$10 million

INDICATIVE ELEMENT	PROJECTS	IMMEDIATE TERM 8 MONTHS	SHORT TERM 1 – 3 YEARS	MEDIUM TERM 4 – 7 YRS	LONG TERM 8 – 10 YRS	ESTIMATED COST
	market scoping study					
Social and Human Development						
Education	Refresher courses for about 20 000 lowly qualified teachers in all of Sudan, especially in border and southern Sudan areas.	X	X			\$50 million
	Provision of 10 thousand classrooms in the form of durable temporary structures. 10% of these should be vocational schools.	X	X			\$40 million
	Training programme to upgrade vocational or skills training focusing on artisanship through training-a-trainer or trainers exchange programmes.		X	X		\$10 million
	The construction of properly equipped vocational training institutions focused on artisanship and other special technical skills.		X	X		\$200 million
Health	Training of public health officials to beef up primary health care, focusing on nurses, medical assistants and midwives		X			\$5 million
	Rehabilitation of existing hospitals, by upgrading buildings and the repair of essential equipment in hospitals, especially at county and locality levels.		X			\$100 million
	The provision of health promotion material for spreading information on health and hygiene,		X	X		\$10 million

INDICATIVE ELEMENT	PROJECTS	IMMEDIATE TERM 8 MONTHS	SHORT TERM 1 – 3 YEARS	MEDIUM TERM 4 – 7 YRS	LONG TERM 8 – 10 YRS	ESTIMATED COST
	especially focusing on HIV/AIDS and other infectious diseases.					
	The rehabilitation of old health centres (clinics) and the construction of new one (mobile or permanent)		X	X		\$100 million
	The building of facilities for training health care workers: one in each state in southern Sudan and five states in northern Sudan that border the south.		X	X		\$100 million
Human Rights Justice and Reconciliation						
Dialogue	The construction of community peace halls in each state to be used also for normal community meetings		X	X		\$20 million
Justice system	Capacity development programme focusing on upgrading skills of judicial officers including the integration of indigenous justice systems		X	X		\$20 million
Resource mobilisation						
	Help the respective governments development of resource mobilisation plans	X				\$20 000
	African Solidarity Conference by the African Union	X				\$40 million
	Mobilise for a debt relief package	X	X			\$40 billion

XV. APPENDICES

XV.1 LIST OF EXPERTS AND AUC STAFF ACCOMPANYING

No.	Name of Participant	Country /Department
1.	Mr. Mohammad HelmyAboulWafa Diplomatic Attaché – Egyptian Embassy in Khartoum	Egypt
2.	Mr. AssaneSougou 2ème Conseiller, La mission Permanente de la République du Sénégal	Senegal
3.	Amb. E.Matibo Director, KESSULO	Kenya
4.	Amb. C Leshore Consul General, Juba	Kenya
5.	Mr. Duncan Anindo Kenya Embassy, Khartoum	Kenya
6.	Dr. Siphamandla Zondi Institute for Global Dialogue	South Africa
7.	Mr D Dlomo Department of International Relations and Cooperation	South Africa
8.	Mr. Reinhardt Deysel Department of International Relations and Cooperation	South Africa
9.	Mr.Eshete Mesganaw Ministry of Foreign Affairs	Ethiopia
10.	Mr.Taazibt Lounes 1 st Secretary , Algerian Embassy	Algeria
11.	Mr Dangwam Bulus Dabeng	Nigeria
12.	Mr.Olatokunbo Moshood Aremu Expert on Post-conflict Reconstruction, Peace and Security	Peace and Security
13.	Mr.Abderrahmane Khecha Policy Officer, Rural Infrastructure and Marketing	Rural, Economy and Agriculture
14.	Ms Simone Ouattara Senior Programme Officer Women, Gender and Development Directorate	Women, Gender and Development
15.	Ms Macrine Mayanja Senior Political Officer,	Political Affairs

No.	Name of Participant	Country /Department
	Humanitarian Affairs, Refugees and Displaced Person Division, Political Affairs	
16.	Dr John Godonou Dossaou Former Dean of Faculty Senior Officer/Expert/Post Conflict Reconstruction and Development	AU Liaison Office in the Sudan - Juba
17.	Mr.Mohamadou Abdoul Enda Diapol	Senegal
18.	Professor Eboe Hutchful Chair and Interim Executive Secretary, African Security Sector Network (ASSN)	Ghana

XV.2 PROGRAMME OF TECHNICAL MISSION

28 March – 10 April 2011

DATE	TIME	PROGRAMME Northern Sudan Programme
28th March 2011	0130hrs	Arrival of Delegation in Khartoum
28th March 2011	1000hrs 1130hrs 1330hrs 1500hrs 1600hrs	Courtesy call on Ministry of Foreign Affairs Working Group Meeting with line Ministries: Finance and National Economy Human Resources Development Roads and Bridges Lunch Joint Meeting with UNMIS and UNDP Working Group Meeting with: USAID Meeting with Dfid Stabilization Unit
29th March 2011	0700hrs 1000hrs 1130hrs 1330hrs	Departure for Southern Kordofan State Meeting with Governor and Deputy Governor Working Group Meeting with line Ministries: Human Resource, Health, Roads and Finance Lunch
	1500hrs 1630hrs	Meeting with UNMIS Meeting with International Development Agencies in SKS Spend Night at UN Compound (SKS)
30th March 2011	1000hrs 1600hrs	Meeting with Local Civil Society Organizations Return to Khartoum
31th March 2011	0900hrs 1100hrs 1200hrs 1400hrs 1500hrs 1600hrs	Departure for Blue Nile State Meeting with Governor and Deputy Governor Working Meeting with line Ministries: Human Resource, Health, Roads and Finance Lunch Group Meeting with; International Development Agencies in BNS Meeting with Local Civil Society Organizations Return to Khartoum
2 April 2011	0700hrs	Depart for Juba

Southern Sudan Programme

DATE	TIME	PROGRAMME	VENUE
02nd April 2011	0930hrs	Arrival of Delegation in Juba	
	1100hrs- 1230	Meeting with Ministry of Regional Cooperation	(MRC)
	1300hrs-14.30 hrs	Lunch	
04th April 2011	0900hrs-12 30hrs	Meeting with Chairpersons of Committees of South Sudan Legislative Assembly and Under Secretaries of GoSS line Ministries: Cabinet Affairs; Presidential Affairs; Finance and Economic Planning; Ministry of Labour and Public Service, Ministry of Health, Ministry of Agriculture and Forestry, Ministry of Energy and Mining, Ministry of Gender and Social Welfare, Ministry of Education, Ministry of High Education, Research, Science and Technology, Ministry of Humanitarian Affair and Disaster Management, Ministry of Housing and Physical Planning, Public Service and Human Resource Development; Transport and Roads and Regional Cooperation (Co-Chair), Commission of Reconstruction and Development.	
	1230-1330	Lunch	
	14.00 - 18.00	Meeting with Chairpersons of Committees of South Sudan Legislative Assembly and Under Secretaries of GoSS line Ministries	
03rd April 04/04/2011	16.00- 17.15	Departure Juba for WAU, Western Barh El Gazal,	
	09.00-10.00	Briefing with UNMIS	
	10.30-13.00	Meeting with H.E. the Governor, State Authorities	
	13.00-14.00	Lunch	
	14.00-17.00	Meeting with H.E. the Governor, State Authorities and Site visits (Continued)	
05th April 2011	08.00- 09.15	Departure from WAU to Juba	
05th April 2011	09.00hrs -10	Meeting with EU	
	10-11.00	Meeting with World Bank	World Bank
	11.00-12.00	Meeting with World AfDB	UNDP
	12.00-13.00	Meeting with African Diplomatic Corps	
	13.00-14.00	Lunch	
	14hrs-16.00	Meeting with Civil Society, Interfaith Groups, Women's Group, Youth Parliament	
	16.00- 18.00	Meeting with UNMIS and INGOs	UNMIS
06th April	10.30-13.20hrs	Departure from Juba to Malakal, Upper Nile Juba –Malakal Via Bor	
	14.00-15.00	Lunch	
06th April 2011	15.00- 16.00	Briefing with UNMIS	
	16.00- 18.00	Meeting with H.E. the Governor	
07th April 2011	09.00- 13.00	Meeting with Ministers, State Authorities and site visits Malakal: 13.00 - Juba: 16.00 via Bor	
	13.00-14.00	Lunch	

DATE	TIME	PROGRAMME	VENUE
	14.00- 18.00	Meeting with Ministers, State Authorities and site visits (continued)	
08th 2011	April 09- 12.00 13.00 -16.00	Site visits Departure from Malakal to Juba via Bor	
06th 2011	April 11.15-13.55 via Maridi	Departure for Yambio, Western Equatoria State (WES)	
	14.00-15.00	Lunch	
	15.00-16.00 16.00-18.00	Briefing with UNMIS Meeting with H.E. the Governor	
07th 2011	April 09.-13.00	Meeting with Ministers and State Authorities and site visits	
	13.00-14.00	Lunch	
	14.00- 18.00	Meeting with Ministers and State Authorities and site visits	
08th 2011	April 09.-12.00	Meeting with Ministers and State Authorities and site visits	
	12.00-13.00	Lunch	
08th 2011	April 14.05- 16.10	Departure from Yambio to Juba	
09th 2011	April 0900hrs-1030hrs	Meeting with H.E the Governor Central Equatoria State (CES) and State Authorities	
	1100 hrs-1200	Meeting with Vice-President, Hon Dr.Rieck Machar	
	1230-1430	Lunch	
	1500hrs	Debriefing with counterparts	
10th 2011	April 0700hrs	Departure for Khartoum	