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IGAD Regional Initiative for Capacity Enhancement in South Sudan Phase I Project Final Report (December 2010– March 2015)



RSS/IGAD Initiative for Capacity Enhancement in South Sudan Exit Workshop
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Project Summary

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Acronyms

ADB	African Development Bank
AFTN	Aeronautical Fixed Telecommunication Network
AIS	Aeronautical Information Services
AMREF	African Medical and Research Foundation
AWP	Annual Work Plan
CBTF	Capacity Building Development Fund
CoS	Council of States
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSSO(s)	Civil Service Support Officer(s)
DIIS	Danish Institute of International Studies
DIM	Direct Implementation Modality
EASA	East African School of Aviation
ECDE	Early Childhood Development Education
FAO	Food and Agriculture Organization
GBV	Gender-Based Violence
GoSS	Government of South Sudan
HDIG	Human Development and Inclusive Growth
HNCA	Human Needs Capacity Assessment
ICAO	International Civil Aviation Organization
ICT	Information and Communications Technology
IGAD	Inter-Governmental Authority for Development
ILO	International Labour Organization
IOM	International Organization of Migration
JTH	Juba Teaching Hospital
KSG	Kenya School of Government
M&E	Monitoring and Evaluation
MoAFC & RD	Ministry of Agriculture, Forestry, Cooperatives and Rural Development
MoCII	Ministry of Commerce, Industry and Investment
MoEST	Ministry of Education, Science and Technology
MoGCSW	Ministry of Gender, Child and Social Welfare
MoHPP	Ministry of Housing and Physical Planning
MoI	Ministry of Interior
MoLPS & HRD	Ministry of Labour, Public Service and Human Resource Development
MoLS & AR	Livestock and Animal Resources

MoU	Memorandum of Understanding
MoYCS	Ministry of Youth, Culture and Sports
MSF	Médicins Sans Frontières
MTCDS	Medium Term Capacity Development Strategy
NLA	National Legislative Assembly
NMASS	Nurses and Midwives Association
NORAD	Norwegian Agency for Development Cooperation
NRC	Norwegian Refugee Council
NOREF	Norwegian Peace-building Resource Centre
NTTI	National Teacher Training Institutions
NUPI	Norwegian Institute of International Affairs
PEB	Project Executive Board
PMU	Project Management Unit
RBM	Result-Based Management
RSS	Republic of South Sudan
SARPS	Standards and Recommended Practice
SSCAA	South Sudan Civil Aviation Authority
SSDP	South Sudan Development Plan
SOPs	Standard Operating Procedures
SPLM	Sudan Peoples' Liberation Movement
TBS(s)	Traditional Birth Attendant(s)
TVET	Technical and Vocational Education and Training
UN	United Nations
UNICEF	United Nations Children's Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNMISS	United Nations Mission in South Sudan
UNV	United Nations Volunteer
VAT	Value Added Tax
VSAT	Very Small Aperture Terminal
WHO	World Health Organization

1. Executive Summary

Phase I of the IGAD *Regional Initiative for Capacity Enhancement in South Sudan (RSS/IGAD) project* started in December 2010 with the aim of supporting public sector reform and capacity building for civil services in the country. The project has a unique, flexible and innovative approach: conceptualized and modelled in the spirit and best traditions of south-south solidarity and triangular development cooperation. It involves regional cooperation through the deployment of qualified civil servants from neighbouring Inter-Governmental Authority for Development (IGAD) countries¹, who spend two years in-post in the Republic of South Sudan (RSS) institutions working alongside national counterparts (also known as 'twins'). As a newly independent country, South Sudan is confronted with the imperatives of setting up an entirely new machinery of government aligned to the country's development needs, whilst benefiting from the lessons learnt from countries in similar contexts. The Civil Service Support Officers (CSSOs) mentor and coach South Sudan civil service twins in policy formulation as well as provide support in service delivery. The project is funded by the Government of Norway which supports all activities in South Sudan; and the three IGAD countries through continued payment salaries for the CSSOs.

The project, at inception, focused on three key results under one output: *Government of the Republic of South Sudan (GRSS) civil service management and operational capacity strengthened:*

1. Two hundred Civil Service Support Officers from IGAD Member States with significant skills, experience and professionalism identified, deployed and managed;
2. South-south linkages between South Sudan and regional countries' public think tanks in IGAD Member States developed and strengthened; and
3. Project start up, coordination, and management activities properly carried out.

This report highlights project's achievements from December 2010 to March 2015, its contribution to the relevant country programme outcome and output, challenges, opportunities and lessons learned.

Key achievements

One hundred and nine-nine Civil Service Support Officers (57 women) from Kenya (79), 60 Ethiopia (60) and Uganda (60) were deployed to 22 Republic of South Sudan (RSS) institutions. Their support contributed to improved capacities among South Sudanese civil servants, and service delivery as shown by assessments conducted by the Project and independent studies².

Over 1,000 South Sudanese civil servants at the national and state levels benefitted from systematic on-the-job coaching and mentoring provided through the 199 CSSOs. An independent research conducted by the Danish Institute of International Studies confirmed that the CSSOS had an impact of the twins' learning and skills through, for instance, developing twins 'analytical skills and the ability to identify problems', including drafting skills which are essential for effective institutional operations.³

The project provided technical support for institutional strengthening through formulation of legal, regulatory and

¹ Ethiopia, Kenya, and Uganda.

² Over the reporting period, six internal and external assessments of the Project were conducted (details outlined in the monitoring and evaluation section below).

³ Costa, Haldrup, Karlsrud, Rosén and Tarp: "Friends in Need are Friends Indeed: Triangular cooperation and twinning for capacity development in South Sudan", NUPI/DIIS/NOREF /DIIS/Noref 2013, p.12

policy frameworks; seven bills and two regulations on conduct of government business were drafted; nine bills, four Provisional Orders, and one Regulation on Conduct of Business were reviewed; and three bills and one Regulation on Conduct of Business were scrutinized and enacted by the National Legislative Assembly, with the UNDP providing technical support. To address policy gaps, one policy was harmonized; five drafted and reviewed, and eight prepared⁴ for various ministries; and two curricula developed. Further, three strategic plans were developed, passed and are being implemented; three strategic plans/frameworks were developed and reviewed; and nine strategic plans/frameworks were developed⁵.

To define the performance of specific activities towards institutional policies and frameworks, technical support was provided for the development of four Standard Operating Procedures and Protocols (SOPs); four terms of reference and/or job descriptions; five guidelines; and ten manuals and booklets among other things. For increased effectiveness, five new units were formed, eight cooperative societies registered, and a State Nurses and Midwives Association established. Towards strengthened communications and public relations, the project supported the design and establishment of the website for the South Sudan Investment Authority.

Individual and organizational performance improved: Owing to its uniqueness, Phase I attracted significant study through regional and international research. During the reporting period, it underwent six internal and external assessments which confirmed improved individual performance of twins. The assessments also showed that there was improved work flow and organizational performance as a result of twins' coaching and mentoring. Several knowledge products were developed following the various assessments. These included policy briefs and articles written and internationally circulated by the Danish Institute of International Studies, Norwegian Agency for Development, Norwegian Peace-building Resource Center, Norwegian Institute of International Affairs, and the United Nations Development Programme⁶.

Main challenges

The December 2013 conflict and resultant political crisis and insecurity remained a significant challenge in project implementation. Project activities were suspended in the first quarter of the 2014 following the evacuation of all CSSOs in December 2013. UNDP staff were also evacuated, twins were displaced and operations of the national and state governments were also affected. Upon their return, CSSOs previously deployed in the states were relocated to Juba due to continued insecurity in the states except for only one CSSO in the health sector. Owing to the insecurity, the secondment of a Monitoring and Evaluation (M&E) Specialist from the Norwegian Refugee Council (NRC), planned for January 2014, was delayed until October of the same year. To effectively respond to the crisis, the project was guided by the United Nations Country Team (UNCT) Programme Criticality Analysis⁷ and Conflict Sensitivity Analysis conducted in the first quarter of 2014.

Persistent lack of operational budgets in RSS institutions due to the extended period of economic austerity in the country resulted in insufficient tools and equipment (especially in the health sector); inadequate transport for the

⁴ 'Prepared' refer to documents initiated within a unit/department but not discussed and agreed; draft means those developed, discussed and agreed as a suitable unit/departmental document but awaiting formal approval.

⁵ See details under 'Progress towards project outputs', section 3.3

⁶ See details under 'Progress towards project outputs,' section 4.

⁷ The UNCT together with the UN Mission conducted a programme criticality exercise in the aftermath of the December 2013 crisis (24 – 25 January 2014). The exercise resulted in the identification of six strategic objectives for UN programming in the context of programme criticality levels 2 to 4; and eight areas of support under Level 1 (very high residual risk) and Level 2 (high residual risk). Public Administration activities were categorized under PC3 as part of *Support sustainable Human Development and Inclusive Growth*

CSSOs; and reduced morale among the twins. CSSOs established networks with other partners in relevant line ministries and institutions to complement planned activities and used public transport when possible to ensure the uninterrupted provision of regular services.

High turnover of twins due resulting in the project adopting group twinning arrangements to ensure that CSSOs had counterparts to work. There was also occasional absenteeism by CSSOs, which was addressed through recovering unauthorized absences for their annual leave days, or even monetarily, following a project board resolution.

Main lessons learned

Effective co-ordination between the Ministry of Labour, Public Service and Human Resource Development as the lead and coordinating RSS institution, and the receiving institutions, and within institutions is essential for timely implementation and achievement of desired results.

Group twinning achieves the same results as individual twinning and is a good strategy when twin attrition is high.

Participation of RSS in CSSO recruitment enhances ownership by RSS and acceptability within receiving institutions, ensure the requisite skills sets are identified for deployment and counters negative publicity within participating RSS institutions. In Phase II, RSS was involved through the different phases of recruitment (as provided in the Memorandum of Understanding) in contributing countries for identification of needed skills and experience in Phase II.

It is important that appropriate contingency measures are instituted to effectively respond to conflicts that threaten continued provision of services and CSSO safety .Phase II included this provision to avoid a recurrence, which caused delays in project implementation after the December 2013 crisis.

The total project budget was **US\$ 25,225,010.71**. Cumulative expenditure for the entire Phase I duration was **US\$ 22,774,785.20** representing a **90.3%** delivery rate. The balance⁸ was carried forward to Phase II, as provided in the Phase II cost-sharing agreement signed on 31 October 2013.

⁸ See details in financial summary in section 10 of this report.

2. Introduction

This report reviews Phase I of the IGAD Regional Initiative for Capacity Enhancement in South Sudan which was implemented from December 2010 – March 2015.⁹ The project at its inception in 2010, was known as the 'IGAD Regional Initiative for Capacity Enhancement in Southern Sudan'. The project supported state-building through the identification and deployment of 199 qualified civil servants from IGAD Member States to strengthen GRSS institutional capacity to deliver services in the newest country in the world. The civil servants, designated as Civil Service Support Officers (CSSOs) were “twinned” with Southern Sudanese civil servants to ensure the direct transfer of knowledge and skills through on-site coaching and mentoring tailored to the South Sudanese context.

From commencement until December 2011, the Initiative was managed as a stand-alone project known as the 'IGAD Regional Initiative for Capacity Enhancement in Southern Sudan'. The project had one output: *Capacities strengthened of key Government institutions to ensure credible and efficient governance, effective service delivery and strong public administration in the pre- and immediate post referendum periods.*¹⁰

After independence in 2011, South Sudan developed its first Development Plan (2011 – 2013). In support of the development priorities outlined in the Development Plan, UNDP formulated a Country Programme Document (CPD) for 2012 – 2013, following the completion of the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme Action Plan (CPAP) in 2012-2013. During this initial period, the project was contributing to UNDAF Outcome 1: *Core governance and civil service functions are established and operational.*

In 2012, the South Sudan Development Plan (SSDP) was extended to cover the period 2012 – 2016. Consequently, the UNCT reviewed the UNDAF to align the same with the new duration of the SSDP. At the project level, the IGAD Initiative became part of the *Public Administration Project*, and contributed to the same UNDAF Outcome (Outcome 1: *Core governance and civil service functions are established and operational*). As a new and comprehensive capacity building intervention, the Public Administration project sought to achieve the following five key results (which included those from the original IGAD Project) under one output: *Government of the Republic of South Sudan (GRSS) civil service management and operational capacity strengthened.*

1. Implementation of Medium-Term Capacity Development Strategy (MTCDS) supported
2. Civil Service Support Officers (CSSOs) from IGAD Member States with significant skills, experience and professionalism identified, deployed and managed
3. South-South linkages between South Sudan and regional countries' public sector agencies and think tanks in IGAD Member States developed and strengthened
4. Diaspora desk strengthened and Diaspora placed in South Sudan Civil Service Institution
5. Project Management activities effectively carried out

Out of the five key results, three (2, 3 and part of 5) were under the IGAD component and were funded by Norway.

⁹ As part of the UNDP Public Administration Project from January 2012

¹⁰ Continued from the Sudan Programme on democratic governance and rule of law.

The project implemented under the Direct Implementation Modality (DIM) and in compliance with the existing rules and regulations. Over this period, the Senior Programme Specialist/Analyst and Team Leader provided regular oversight and evaluation of the project and monitored progress. They also recommended corrective action where necessary and monitored the implementation of these recommendations. Project implementation and day-to-day activities were accomplished by the Project Manager who headed the Project Management Unit (PMU) embedded in the Ministry of Labour, Public Service and Human Resource Development.

To ensure successful implementation, the Project worked with a number of national and international partners. These included the African Medical Research Foundation (AMREF), United Nations Children's Fund (UNICEF) and United Nations Population Fund (UNFPA) in the health sector, the International Labour Organization (ILO) on labour issues, Kenya School of Government and the Capacity Building Trust Fund in institution building, as well as the United Nations Mission In South Sudan (UNMISS) and other UN agencies. Implementation was also facilitated by the governments of Ethiopia, Kenya, and Uganda through the secondment of civil servants to South Sudan to support the project's capacity building strategy. There was also a strong partnership with Norway and the IGAD Liaison Office in South Sudan.

UNDP employed a multi-pronged approach to monitoring and evaluation of project activities. In general, the Project's monitoring and evaluation scheme is guided by the institutional arrangements and timeframe set forth in the funding agreement, including semi-annual and annual reporting; a comprehensive Annual Consultative Review, regular project specific review sessions with the donor; and quarterly field visits in partnership with the Ministry of Labour, Public Service and Human Resource Development and participating government institutions. UNDP's Programme and Partnership Support Unit (PPSU) also provides monitoring and evaluation assistance to the project team and ensures timely compliance with financial and technical reporting requirements.

Finally, a Project Executive Board (PEB) is constituted and is responsible for management decisions and approval of project plans and revisions. The PEB provides strategic direction, policy guidance and oversight of the project; and ensures that key lessons learned inform the development of longer term project development. The PEB ensures project accountability and management for development results; and provides guidance to the Project Management Unit on implementation of the Project.

3. Progress towards development results

CPAP Outcome 1: Core governance and civil service functions are established and operational CPAP Outcome 1/Output 2: GRSS civil service management and operational capacity strengthened

Summary achievement based CPAP Outcome 1 targets (2011 – 2015)

CPAP outcome targets (January 2011 – March 2015)	Summary achievement during the reporting period (January 2011 – March 2015)	Status:
Fifteen civil service laws and policies in place. (Cumulative UNDP CPAP targets from 2011 – 2015)	<ul style="list-style-type: none"> Seven bills and two regulations on conduct of government business drafted; Nine Bills, four Provisional Orders, and one Regulation on Conduct of Business reviewed; and three Bills and one Regulation on Conduct of Business scrutinized and enacted. One policy harmonized, five drafted and reviewed, and eight prepared; and two curricula developed 	Achieved
Overall Status		Achieved

Fifteen civil service laws and policies in place

Over the reporting period, the project provided technical support for the drafting and review of at least nine legislations through the National Legislative Assembly, Council of States, and the Ministry of Agriculture, Forestry, Cooperatives and Rural Development (*See Section 3.1 below*):

- a) Seven Bills and two Regulations on Conduct of Business drafted
- b) Nine Bills; four Provisional Orders; and one Regulation on Conduct of Business reviewed
- c) Three Bills, and one Regulation on Conduct of Business scrutinized and enacted

The enacted legislation will contribute towards the creation of an enabling environment for enhanced civil and public service functionality, as well as paving way for the formulation of relevant policies and provision of strategic direction. It is also expected that enactment of the draft and scrutinized bills will be attained in the course of 2015 to address existing legal and regulatory gaps.

The project also supported efforts aimed at creating consistency and compliance with institutional mandates and strategic direction through the formulation of over ten policies in various institutions (*See Section 4.2 below*):

- a) One policy harmonized by the Ministry of Education, Science and Technology: Technical and

Vocational Education and Training (TVET) policy

- b) Five policies drafted and reviewed: three in the Ministry of Housing and Physical Planning, and one in the Ministry of Labour, Public Service and Human Resource Development
- c) Eight draft policies prepared: five in the Ministry of Agriculture, Forestry, Cooperative and Rural Development; and one each in ministries of Livestock and Animal Resources; Housing and Physical Planning; and Interior.
- d) Four Curricula developed for the Ministry of Education, Science and Technology.

4. Progress towards Project Outputs

Output 1: GRSS civil service management and operational capacity strengthened.

Summary achievement of project targets

Cumulative Project Output Targets (January 2011 – March 2015)	Summary achievement during project implementation	Status:
Two hundred Civil Service Support Officers identified and placed.	199 Civil Service Support Officers identified and deployed: 79 Kenyans, 60 Ethiopians and 60 Ugandans.	Achieved
One thousand RSS and state civil servants in line institutions undertaking coaching and mentoring	Over 1,000 South Sudanese civil servants at the national and state levels benefitted from coaching and mentoring provided by the project through 199 CSSOs deployed to 22 institutions across the country.	Achieved
Organizational deficiencies addressed	<p>Technical support provided for institutional strengthening through formulation of legal, regulatory and policy frameworks. The following were achieved over the reporting period:</p> <p>1. Legislations</p> <ul style="list-style-type: none"> d) Seven bills and two Regulations on Conduct of Business drafted e) Nine bills; four Provisional Orders; and one Regulation on Conduct of Business reviewed f) Three bills, and one Regulation on Conduct of Business scrutinized and enacted <p>2. Policies</p> <ul style="list-style-type: none"> e) Technical and Vocational Education and Training (TVET) policy harmonized by the Ministry of Education, Science and Technology. f) Five policies drafted and reviewed: three in the Ministry of Housing and Physical Planning, and one in the Ministry of Labour, Public Service and Human Resource Development g) Eight draft policies prepared: five in the Ministry of Agriculture, Forestry, Cooperative and Rural Development; 	Achieved

	<p>and one each in ministries of Livestock and Animal Resources; Housing and Physical Planning; and Interior.</p> <p>h) Four curricula developed for the Ministry of Education, Science and Technology.</p> <p>3. Strategic Plans and Frameworks</p> <p>a) Three strategic plans developed, passed, and being implemented: Ministries of Labour, Public Service and Human Resource Development; Parliamentary Affairs; and Postal Service and Telecommunications.</p> <p>b) Three strategic plans/frameworks developed and reviewed in the Ministry of Agriculture, Forestry, Cooperative and Rural Development; Ministry of Commerce, Industry and Investment; and the South Sudan Civil Aviation Authority in the Ministry of Transport, Roads and Bridges.</p> <p>c) Nine draft strategic plans and frameworks developed: three each in the Ministry of Education, Science and Technology; and Ministry of Housing and Physical Planning; and one each in the Council of States; Ministry of Commerce, Industry and Investment; and the Department of Immigration in the Ministry of Interior.</p> <p>4. Procedures and/or Standard Operating Procedures</p> <p>a) Four Standard Operating Procedures (SOPs)/Protocols developed in the national Ministry of Gender, Child and Social Welfare; Yambio State Hospital; Malakal Teaching Hospital; and Bor State Hospital.</p> <p>b) Four Terms of References: Two in the Ministry of Labour, Public Service and Human Resource Development; and one each in the Ministry of Livestock and Animal Resources; and the Ministry of Commerce, Investment and Industry.</p> <p>c) Five Guidelines developed: Ministry of Agriculture, Forestry, Cooperative and Rural Development; Ministry of Labour Public Service and Human Resource Development; Ministry of Higher Education¹¹; Ministry of Education, Science and Technology; and Department of Immigration in the Ministry of Interior.</p> <p>d) Ten manuals and booklets developed: Seven in the Ministry of Housing and Physical Planning; and one each in the Ministry of Animal Resources and Fisheries; National Legislative Assembly; and the South Sudan Civil Aviation Authority in the Ministry of Transport, Roads and Bridges.</p>	
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¹¹ When it was a stand-alone ministry before being merged with the Ministry of General Education and Instruction in September 2013 to form the Ministry of Education, Science and Technology.

	<p>e) A basic Health Information Management System (HIMS)/ record keeping established in eight health facilities across the country.</p> <p>f) A harmonized pay and emoluments structure for constitutional post holders and top civil servants developed.</p> <p>g) Quarterly and annual payroll audits, in the Ministry of Labour, Public Service and Human Resource Development, introduced.</p> <p>h) Filing system, in the Ministry of Labour, Public Service and Human Resource Development, established.</p> <p>i) Equipment maintenance logs, request forms, inventory/register, and checklists, for two state hospitals and two ministries developed.</p> <p>j) Modern professional procedures and best practices introduced in 15 health facilities across the country.</p> <p>5. Establishment and/or rationalization of units</p> <p>a) Following rationalization five new units were formed: Two in the South Sudan Civil Aviation Authority under the Ministry of Transport, Roads and Bridges; one each in the Ministry of Labour, Public Service and Human Resource Development; Juba Teaching Hospital under the Ministry of Health; and the Ministry of Education, Science and Technology.</p> <p>b) Eight Cooperative Societies, through the Ministry of Agriculture, Forest, Cooperatives and Rural Development, registered</p> <p>c) State Nurses and Midwives Association (NMA), in Yambio State Hospital, established.</p> <p>6. Others</p> <p>a) The South Sudan Investment Authority (SSIA) website (www.investsouthsudan.net) designed and established.</p>	
Individual and organizational performance improved	<ul style="list-style-type: none"> • Six internal and external assessments¹² confirmed improved individual performance of twins. • The assessments also showed improved work flow and organizational performance as a result of twins' coaching and mentoring. 	Achieved
Overall		Achieved

¹² Details provided in the Monitoring and Evaluation section below.

1. Two hundred Civil Service Support Officers identified and placed

A total of 199 Civil Service Support Officers (CSSOs), were deployed between June 2011 and March 2013¹³: Of these, 79 were Kenyans, 60 Ethiopians and 60 Ugandans. These CSSOs were deployed to 22 RSS institutions: 19 ministries (including 15 health facilities); the National Legislative Assembly (NLA); HIV/AIDS Commission; and the Council of States (See Appendix A). By 1 April 2013, when all the CSSOs were in post, 63.3% were deployed to national institutions in Juba; 34.7% at the state, and 2% at the county level. Altogether, the CSSOs were deployed to 14 different sectors (see Appendix B) with the highest numbers deployed in the health sector (40.2%).

Fifty seven of the CSSOs were women - 28.6% (see Appendix C) and hence almost meeting the Project's target of 30%. Proportionally speaking, Ugandan CSSOs consisted of the most women (37%), whereas 33% of the Kenyan CSSOs were women, as were 15% of the Ethiopians.. The Project deployed CSSOs at implementing, middle, and senior levels as per the RSS grading scale (see Annex 1). Four of the 57 women deployed were in Grade 3 (director level) – mainly in health and management. A majority were at the implementing level (Grade 7 and 8), which was the entry grade offered in the Project.

Taking the trend of the general deployment, most of the female CSSOs were in the health sector working as nurses and midwives (20 CSSOs). Others, in the last two grades (7 and 8), served in administration as executive secretaries; and some in policy, technical, and vocational areas. About 10% of the women deployed at mid-level (Grade 4) worked in the legal, management, and education sectors.

As noted by an external assessment conducted two years into the project (2013), the initiative, '*has had a positive impact on gender relations in both its immediate context and in terms of policy formulations and other ministerial outputs.*' The assessment further noted that, '*well-educated and experienced female CSSOs function as role models for younger South Sudanese female civil servants... demonstrating the possibility of performance-based career advancement.* The research concluded that, '*The IGAD initiative presents a promising model for working with gender issues through providing coaching and mentoring to and by female civil servants*'¹⁴.

The CSSOs contributed to improved performance in 22 RSS institutions by supporting the formulation of legislation and regulations; strategic plans and policy frameworks; and procedures (discussed in the following sections). They also played a key role in staff training through coaching and mentoring, and supported the restructuring and/or establishment of structures and concomitant terms of reference for relevant institutions. CSSOs deployed to sectors offering primary services, including health and education, facilitated improved delivery through implementation and training of South Sudanese counterparts working with them; and promotion of best professional practices.

¹³ 46 Kenyans in June 2011; 54 Ethiopians and 38 Ugandans in November 2011; 26 Kenyans in March 2012; 7 Kenyans and 6 Ethiopians in February 2013; and 22 Ugandans in March 2013.

¹⁴ Costa, Haldrup, Karlsrud, Rosén and Tarp: "Friends in Need are Friends Indeed: *Triangular cooperation and twinning for capacity development in South Sudan*", NUPI/DIIS/NOREF /DIIS/Noref 2013, p.11

2. One thousand GoSS and state civil service line institutions underwent coaching and mentoring

Over 1000¹⁵ South Sudanese civil servants at the national, state, and county levels benefitted from coaching and mentoring through 199 CSSOs deployed to 22 institutions across the country (see *Appendix D*). At inception, the project adopted a one-to-one twinning strategy where each CSSO was to be paired with one South Sudanese counterpart for a two-year period for effective on-the-job training. The approach was applied flexibly in the first year of Phase I. A UNDP internal assessment recommended group twinning to counter and the challenge of high staff turn-over among twins¹⁶.

The team/group twinning was adapted and implemented in line with the institutional context. Some CSSOs worked with the entire units, directorates, and even ministries (at the state level) addressing the different institutional needs. For instance, nurses and midwives worked with staff in various hospital departments as well as staff from other health institutions who were seconded¹⁷ to their medical facilities. Similarly, midwives trained staff in the hospitals, and Traditional Birth Attendants (TBAs) worked in the villages through regular structured sessions. CSSOs working in finance, human resource and labour sectors supported their units, directorates, and ministries at the state level.

There were also CSSOs (working cross-sectoral areas) who worked in more than one institution. This was the case, for instance, with Management Analysts deployed to the national MoLPS & HRD. They supported institutional rationalization and restructuring the MoLPS & HRD, and also the Ministry of Parliamentary Affairs; Telecommunications and Postal Services; and Office of the President. In all these institutions, the CSSOs were attached to the twins in respective units and directorates and worked together over the two-year period. Their support to institutions resulted in the creation of new units/directorates and improvement of existing ones in these institutions. Another instance is where a Legal Drafter deployed to the Ministry of Parliamentary Affairs (later merged with the Ministry of Cabinet Affairs) also worked with twins in the Ministry of Justice, and Council of States.

¹⁵ This includes twins who have worked alongside a CSSO for between 3 – 24 months.

¹⁶ RSS/IGAD Regional Initiative for Capacity Enhancement: Mid-Term Assessment (June 2011 – August 2012), p. 21.

¹⁷ This was the case in Western Equatoria State where CSSOs trained staff from a Mission Hospital seconded to Yambio State Hospital.



CSSOs deployed in the Veterinary Department in action in Magwi County, Eastern Equatoria State

CSSOs were also sent on regular missions to states to support ongoing projects over their two-year tour-of-duty, where they worked with twins in respective institutions. These included instructors in Vocational Training Centers in the MoLPS & HRD; urban planners, architects and land officers in the Ministry of Housing and Physical Planning; and School Curriculum Developers in Ministry of Education, Science and Technology.

Furthermore twins were reached through reassignment of CSSOs due to completion of tasks in requesting institutions, and redeployment due to insecurity. Over the reporting period, three¹⁸ CSSOs were redeployed after serving for between nine to fourteen months following confirmation of completion of tasks by supervisors. The MoLPS & HRD, through the PMU, effectively reassigned them to other institutions to complete their term. Following violent conflict that erupted in December 2013, four CSSOs deployed to State Prison clinics (two in Rumbek and one each in Bentiu and Bor) were redeployed to the Juba Central Prison Clinic after 11 months. In both stations, the CSSOs supported on-the-job training for different RSS civil servants. There was also spontaneous CSSO reassignment occasioned by cabinet reshuffle and reduction of ministries in September 2013. CSSOs affected by the restructuring formed new teams to work with for the remainder of their term.

Besides on-the-job training, CSSOs also supported the training of students in technical areas, and professionals in formation. This enabled the project to reach prospective civil servants and professionals, thus contributing towards building in-house capacities and sustainable civil service delivery. Besides coaching and mentoring for three staff, two CSSOs (Air Traffic Controllers) deployed to the South Sudan Civil Aviation Authority (SSCAA)

¹⁸ A CSSO initially deployed to the Ministry of Gender, Child and Social Welfare was reassigned to the then Ministry of Education and General Instruction after serving for nine months; a second CSSO deployed to the Recruitment Board in the Ministry of Labour, Public Service and Human Resource Development was reassigned, after serving for twelve months, to the Directorate of Human Resource Development in the same Ministry; and the last CSSO deployed to the Ministry of Higher Education was reassigned, after serving for fourteen months, to the Directorate of Labour in the MoLPS & HRD.

supported the acquisition of professional qualifications for 13 newly trained Air Traffic Controllers. They further supported the selection of two groups of Ab-Initio Air Traffic Controller Trainees, who were sponsored by the United Nations Mission in South Sudan (UNMISS) for training at the East African School of Aviation (EASA) in Nairobi, Kenya. CSSOs in the health sector participated in the training of students in various areas. These included lectures to medical students at the Wau State University/Teaching Hospital, and supervision of medical interns at the Wau Teaching Hospital; lectures for laboratory and clinical students at the Health Sciences Training Institute in Juba; and lectures and practical lessons for students at the Torit School of Nursing.



Lab technicians Central Laboratory in Rajaf, Central Equatoria

Apart from relevant structured and on-the-job training of twins in respective technical and professional areas, CSSOs across the institutions mentored twins in general on professional ethics of the civil services. These included time management, professional dress code, office etiquette, and collaboration and networking, *inter alia*.

3. Organizational deficiencies addressed

3.1 Legislation: Seven Bills and two Regulations on Conduct of Business drafted; Nine Bills, four Provisional Orders, and one Regulation on Conduct of Business reviewed; and three Bills and one Regulation on Conduct of Business scrutinized and enacted.

3.1.1 The Project, through CSSOs deployed to the National Legislative Assembly (NLA); Council of State (CoS) and Ministry of Agriculture, Forestry, Cooperatives and Rural Development supported the drafting of seven Bills and two Regulations for Conduct of Business in the NLA and CoS:

- 1) The Non-Governmental Organizations Bill, 2012;
- 2) The National Youth Council Bill, 2012;
- 3) The Environmental Protection Bill, 2013;

- 4) The Value Added Tax (VAT) Bill, 2013;
- 5) The Public Health Bill, 2013;
- 6) The Hire-Purchase of Government Vehicles Bill, 2013;
- 7) The Cooperative College of South Sudan Bill, 2013 (Ministry of Agriculture, Forestry, Cooperatives and Rural Development);
- 8) The National Legislature Conduct of Business Regulations, 2013; and
- 9) The Council of States Conduct of Business Regulations, 2013 (Draft New Regulations).

3.1.2. CSSOs also supported the review of nine Bills, four Provisional Orders; and Regulations on Conduct of Business for the NLA, and the Ministry of Livestock and Animal Resources.

- 1) The National Elections Bill, 2012;
- 2) The Advocacy Bill, 2012;
- 3) Arms, Ammunitions and Explosives Bill (Small Arms Control Bill), 2013;
- 4) The Transitional Constitution Amendment Bill, 2013;
- 5) The Sudan Peoples' Liberation Army (SPLA) Pensions Bill, 2013;
- 6) Law Review Commission Bill, 2013
- 7) Animal Diseases and Pests Control Bill, 2013
- 8) Meat and Slaughterhouse Inspection Board Bill, 2013
- 9) Veterinary Drug Control Board Bill, 2013
- 10) Geneva Conventions Provisional Order, 2012 (Provisional Order No. 21)
- 11) Legal Training Institute Provisional Order, 2012 (Provisional Order No. 27)
- 12) HIV/AIDS Commission Provisional Order, 2012 (Provisional Order No. 28)
- 13) The Anti-money Laundering and Counter Terrorist Financial Provisional Order, 2012 (Provisional Order No. 29); and
- 14) National Legislature Conduct of Business Regulations, 2013.

3.1.3 Further, CSSOs in the NLA supported the scrutiny of three Bills, and Regulations on Conduct of Business for the NLA, which were enacted:

- 1) The Civil Service Pensions Scheme Bill, 2012;
- 2) The South Sudan Pension Fund Bill, 2012;
- 3) The Parliamentary Service Commission Bill, 2013 and
- 4) The National Legislative Conduct of Business, 2013.

The enacted legislation are instrumental in filling up a policy and regulatory vacuum in the country. They will contribute towards the creation of an enabling environment for enhanced civil and public service functionality, as well as pave the way for the formulation of relevant polices and strategic direction. It is also expected that enactment of the draft and scrutinized Bills will be attained in the course of 2015 to address existing legal and regulatory gaps.

3.2 Policy: One policy harmonized, five drafted and reviewed, and eight prepared; and two curricula developed

3.2.1 The Project, through four CSSOs deployed to the Ministry of Education, Science and Technology (MoEST), in collaboration with UNESCO and other partners, supported the harmonization of the Technical and Vocational Education Training (TVET) Policy among the implementing ministries, which include the MoEST; MoLPS & HRD and the Ministry of Youth, Culture and Sports (MoYCS). The policy was approved, following which an inspection of the Juba Technical Training School was conducted to identify bottlenecks in the functioning of the institution.

3.2.2 Further, the Project extended technical support for the drafting and review of five policies in the Ministry of Housing and Physical Planning (MoHPP); and the MoLPS & HRD:

1. Draft South Sudan Land Policy reviewed (MoHPP)
2. National Surveying Policy reviewed (MoHPP)
3. National Physical Planning Policy reviewed. (MoHPP)
4. Civil Service Regulations drafted and reviewed (MoLPS & HRD)
5. Civil Service Training Policy drafted and reviewed (MoLPS & HRD)

3.2.3 CSSOs also supported the preparation of eight draft policies in four ministries: Agriculture, Forestry, Cooperative and Rural Development (MoAFC & RD); Livestock and Animal Resources (MoLS & AR); Housing and Physical Planning; and Interior (Mol):

1. The Rural Finance Policy (MoAFC & RD)
2. The Agricultural Marketing Policy (MoAFC & RD)
3. The Food Security Policy (MoAFC & RD)
4. The National Cooperative Development Policy (2012-2017) (MoAFC & RD)
5. The Agriculture Sector Policy Framework, 2012 (MoAFC & RD)
6. The National Veterinary Policy (MoLS & AR)
7. The National Housing Policy (MoHPP)
8. Immigration Policy Guidelines (Immigration Dept., Mol)

3.2.4 Technical support was, furthermore, provided for the development of four curricula for the Ministry of Education, Science and Technology (MoEST); and the Ministry of Labour, Public Service and Human Resource Development (MoLPS & HRD):

1. National Curriculum for Life Skills Education (MoEST)
2. National Education Curriculum, which was drafted and reviewed (MoEST)
3. Languages Curriculum for the Ministry of Education, Science and Technology (MoEST)
4. The National Vocational Training Curriculum for the Directorate of Labour (MoLPS & HRD)

In the main, one policy (TVET) was approved, and implementation commenced over the reporting period. It is expected that the remaining draft policies will be reviewed and passed in the course of 2015. These will contribute to consistency and compliance with institutional mandates and provide strategic direction.

3.3 Strategic Plans and Frameworks: Three strategic plans developed, passed and being implemented; three strategic plans/frameworks developed and reviewed; and nine strategic plans/frameworks developed.

3.3.1 Three strategic plans were developed, passed and are being implemented in three ministries:

1. Ministry of Labour, Public Service and Human Resource Development, 2012/13-2016/17;
2. Ministry of Parliamentary Affairs, 2012/13-2016/17 (now in the Ministry of Cabinet Affairs); and
3. Ministry of Postal Service and Telecommunications, 2012/13-2016/17

3.3.2 Additionally, three strategic plans/frameworks were developed and reviewed by CSSOs deployed to three national institutions:

1. Ministry of Agriculture, Forestry, Cooperative and Rural Development Strategic Plan, which was

presented to the Council of Ministers and National Assembly for consideration.

2. Ministry of Commerce, Industry and Investment
3. South Sudan Civil Aviation Authority (SSCAA) Air Traffic Safety Management Framework

3.3.3 Additionally, the Project provided technical assistance for the development of three draft strategic plans and six frameworks:

1. Council of States Draft Strategic Plan, 2013 – 2017
2. TVET Draft Strategic Plan, 2013-2017, in the Ministry of Education, Science and Technology
3. Ministry of Housing and Physical Planning Draft Strategic Plan, 2013 – 2017;
4. Private Sector Development Strategy, in partnership with the World Bank, for the Ministry of Commerce, Industry and Investment.
5. Map, Topographic and Spatial Plan of the Nimule Town Project for the Ministry of Housing and Physical Planning.
6. Interim Draft Report (Volume 2) of Ramciel New Capital City Project Document for the Ministry of Housing and Physical Planning.
7. National TVET Qualification Framework for the Ministry of Education, Science and Technology
8. Early Childhood Development Education (ECDE) Management and Administration Policy Framework for the Ministry of Education, Science and Technology
9. Draft Service Charter for the Department of Immigration in the Ministry of Interior

The Project's support in the development of strategic plans/frameworks – where approved and implemented – is a significant contribution in addressing organizational deficiencies. The strategic plans/frameworks will provide direction through outlining measurable goals and objectives as a guide for day-to-day decisions, and also for evaluating progress and varying approaches during implementation.

3.4 Procedures and/or Standard Operating Procedures: Among other things, four SOPs/Protocols; four terms of reference and/or job descriptions; five guidelines; and ten manuals and booklets developed

To define the performance of specific activities towards institutional policies and frameworks, the Project supported the development of procedures and/or Standard Operating Procedures (SOPs) in various institutions across the country over the reporting period.

3.4.1 Four SOPs/Protocols, in one national ministry and three state hospitals, developed:

- 1) The National Standard Operating Procedures (SOPs) for the Ministry of Gender, Child and Social Welfare.
- 2) Standard Operating Procedures for routine laboratory tests for the Yambio State Hospital.
- 3) Standard Protocols/Guidelines for health staff in Malakal Teaching Hospital.
- 4) Standard Operating Procedures to guide laboratory work/protocols in Bor State Hospital

3.4.2 Four Terms of Reference/job descriptions, for three ministries, developed:

- 1) Terms of reference for commercial attaches in the Ministry of Commerce, Investment and Industry
- 2) Specifications for tailoring instructors for vocational training at the Juba Multi-Service Center, under the MoLPS & HRD.
- 3) Job descriptions for laboratory staff in the Ministry of Agriculture and Animal Resources; and the new Directorate of Management Services in the MoLPS & HRD.

3.4.3 Five Guidelines developed:

- 1) Guidelines on supervision of cooperative societies for the Ministry of Agriculture, Forestry, Cooperatives and Rural Development
- 2) Guidelines on the flow of information/communication in the office of the Under-Secretary for Public Service and Human Resource Development in the MoLPS & HRD.
- 3) Guidelines on fleet management for the former Ministry of Higher Education (now part of the Ministry of Education, Science and Technology).
- 4) Recruitment guidelines for National Teacher Training Institutions (NTTI) for the Ministry of Education, Science and Technology
- 5) Draft Service Charter for the Department of Immigration in the Ministry of Interior.

3.4.4 Ten Manuals and Booklets developed:

- 1) The South Sudan Civil Aviation Authority (SSCAA) logo designed, adopted and is in use officially; and subsequent design of Aircraft Flight Plan Booklets with the current SSCAA Logo
- 2) Draft checklists and questionnaires to examine land administration in all the 10 states for the Ministry of Housing and Physical Planning developed
- 3) Six Urban Planning Manuals for the Ministry of Housing and Physical Planning prepared
- 4) File classification scheme procedure manual for the Ministry of Animal Resources and Fisheries developed
- 5) Drafting and Reviewing Manual, as a guideline for the drafting and scrutinizing of bills for the NLA developed.

3.4.5 A basic Health Information Management System (HIMS)/ record keeping was established in eight health facilities across the country. Record keeping mechanisms for quality patient care were introduced and/or strengthened in hospital wards and administrative units in Juba Teaching Hospital, Malakal Teaching Hospital, Torit State Hospital, Yambio State Hospital, Bor State Hospital, Morobo Primary Health Centre, and Lainya Primary Health Center. Initially there were no patient records due to lack of stationery, knowledge and ability to document patient data, among other things. However, the introduction of health information management mechanisms by the CSSOs made it possible to keep track of patients' records. The CSSOs also conducted continuous structured and on-the-job training for twins on the importance of data management, documentation and storing records.

3.4.6 CSSOs deployed to the Directorate of Management Services in the MoLPS & HRD supported the development of a harmonized Pay and Emoluments Structure for Constitutional Post holders and Top Civil Servants at National and State level Governments. This helped reduce discrepancies in payments issued to different institutions resulting in improved planning and remuneration for all constitutional post-holders.

3.4.7 CSSOs deployed as Human Resource Management Officers to the MoLPS & HRD introduced the practice of quarterly and annual payroll audits to ascertain that payroll information is correct. These included information relating to staff grades and concomitant remuneration; social security payment; and other relevant contributions and payments.

3.4.8 Two Records Management Officers deployed to the national MoLPS & HRD supported the development of a records management system, and a full-fledged Directorate of Records Management. This improved the filing system, registry, and overall records management at the Ministry including the office of the Under-Secretary for Public Service and Human Resource Development where communications was, consequently, structured and standardized.

3.4.9 For improved assets management, technical support by CSSOs in Bor and Yambio State hospitals; and ministries of Commerce, Industry and Investment; and MoLPS & HRD, resulted in the development of equipment maintenance logs, request forms, inventory/register, and checklists.

3.4.10 Through 80 CSSOs (40.2%) deployed to the health sector - in 15 hospitals, clinics and primary health centers – the Project contributed to improved service delivery through introduction of modern professional procedures and best practice. These included the promotion of infection control procedures like bed cleaning before new patients use beds in the wards; as well as in morgues and common places. Twins and other staff members were sensitized on the benefits of wearing gloves and other protective gadgets, professional dress code, antiseptic use and proper instrument disinfection. In Aweil and Rumbek State hospitals, CSSOs introduced the use of general anesthesia with endotracheal intubation. This resulted in improved major emergency surgery with reduced table death and critical patient conditions during surgical operations. A simple and quick way of diagnosing diabetes was introduced in Yambio State Hospital. This was achieved through the personal effort of one CSSO who purchased a glucometer and trained twins on how to use it. Other diagnostics introduced included Paracheck® rapid diagnostic test, which is a faster method to diagnose malaria.

3.5 Establishment and/or rationalization of units: Among other things, five new units formed, eight Cooperative Societies registered, and a State Nurses and Midwives Association established.

Over the reporting period, the Project also extended technical support to establishment and/or rationalization of units in various RSS institutions. This was aimed at increasing effectiveness through more efficient and/or effective use of resources, and accountability.

3.5.1. Following rationalization in four institutions, five new units were formed:

- a) In the South Sudan Civil Aviation Authority (under the Ministry of Transport, Roads and Bridges), technical support was provided in the separation of the Control Tower Unit, and Aeronautical Information Services (AIS)/Aeronautical Fixed Telecommunication Network (AFTN) as required by the International Civil Aviation Organization (ICAO) Standards and Recommended Practice (SARPS). This was to reduce the workload of Air Traffic Controllers for safety; and allow briefing officers to give Air Operators and pilots adequate attention.
- b) To enhance accountability within the wider role of the MoLPS & HRD, the Directorate of Management Services was established after being separated from the Directorate of Establishment. The Project further supported the development of the Directorate's functions as a discipline in the provision of service delivery.
- c) Technical support was provided for the establishment of the Department of Microbiology at the Juba Teaching Hospital (JTH). This made it possible for the hospital to conduct basic microbiology tests thus enhancing service delivery. The CSSOs also extended support to other departments at the JTH. A Pathologist deployed to the Hospital drafted three proposals: to equip the histopathology and cytopathology sections of the histopathology department; to improve mortuary services; and for cervical cancer screening for women in the reproductive age bracket. All these proposals were approved for funding by Ministry of Health.
- d) Following the harmonization of the Technical and Vocational Education and Training (TVET) Policy, CSSOs supported the establishment of a TVET Directorate in the Ministry of Education, Science and Technology. This included assistance in the development of an organizational structure, and roles and responsibilities of the various office holders.

3.5.2 Eight Savings And Credit Co-operatives (SACCOs) registered.

CSSO working in the Ministry of Agriculture, Forestry, Cooperatives and Rural Developed provided technical support for the registration of eight cooperative societies:

- a) Equity Bank Staff SACCO
- b) Tonj North Youth SACCO
- c) Ngapathian Farmers SACCO
- d) Konyokonyo Women's SACCO
- e) Cooperative Bank Staff SACCO
- f) Jonglei Women's SACCO
- g) Forever Living Groups' SACCO
- h) Western Equatoria Women's SACCO

The SACCOs aim to promote the members' welfare through personal growth and economic development. Formal registration ensures that these SACCOs are governed in accordance with government policy, as well as the members' by-laws. It is expected that, over time, the SACCOs will contribute the member's growth through provision of credit, cooperation, poverty reduction and human dignity.

3.5.3 Western Equatoria State Nurses and Midwives Association Established

To improve the ethical conduct of nurses and midwives, CSSOs deployed to the Yambio State Hospital, Western Equatoria State, promoted the establishment of the State Nurses and Midwives Association in May 2012, with the support of UNFPA. At the close of Phase I (March 2015) about 90% of the nurses and midwives in the State Hospital had registered with the association with full membership and subscription. Efforts were made to attract national (from other hospitals) and international nurses in the state to join the association.

3.6 Others: South Sudan Investment Authority website developed

To strengthen communications and public relations, an Information and Communications Technology (ICT) Officer deployed to the South Sudan Investment Authority (under the Ministry of Commerce, Industry and Investment) supported the design and establishment of the institution's first website (www.investsouthsudan.net). The website was a crucial component of the first South Sudan Investment Conference held in December 2013. Technical support was provided in building the website, receiving, processing, and managing the conference registration forms, and responding to requests for information. Further assistance was extended through installation of VSAT equipment and configuration of the Authority's internet and regular mail services.

Besides assistance for the Investment Conference, the Project offered ICT support to the Ministry of Commerce, Industry and Investment (MoCII) through development of specifications, and installation of a high broad band wireless booster to strengthen internet signal for all offices. By December 2013, the MoCII premises was covered by wireless internet service, resulting in improved appreciation and use of ICT within the Ministry. Consequently, there was an increase in the number of staff acquiring personal laptops, and requesting training on their use; with more than 30 staff opening e-mails accounts for official use. The CSSO also provided technical advice on the use and specifications of ICT equipment to be procured by the Ministry for various offices as well as advising on the terms of reference for engaging ICT service providers.

4. Individual and organizational performance improved

Over the reporting period, the Project was subject to six¹⁹ assessments – both internal and external - which demonstrated improved individual twins' and organizational performance. An initial external assessment to gauge how the CSSOs and twins were picking-up was conducted by the Danish Institute of International Studies (DIIS) in the second half of 2011. Given the timing of the assessment, although it was early to determine any notable improvements in the performance of enlisted twins, the assessment showed that the 'deployed civil servants generally were highly skilled' and 'articulated profound reflections upon their role as coaches rather than 'doers'²⁰. This laid ground for effective training of twins through coaching and mentoring. Indeed, the research noted that, 'After almost three months of operation, some twin relations work well'²¹, although others took slightly longer to build trust and settle in their assignments.

An internal mid-term assessment in 2012 - more than a year into the Project - showed an overwhelming majority of supervisors (80%) had noted improvement in the learning and skills of twins since the arrival of CSSOs. Areas of improvement as noted by supervisors included confidence in administration and coordination of the institution, and a positive attitude towards service delivery²². In the same assessment, 95% of twins felt that they were learning substantially from their mentors. The Head of Male Nursing staff in the Wau Teaching Hospital in Western Bahr-el-Ghazal State said:

'Before the arrival of [CSSOs] the whole hospital would share one kidney dish, there was no system for [wound] dressing and nurses were not making use of forceps. But now the hospital has provided us with kidney dishes and forceps from the store'²³

One constraint that CSSOs had to contend with in most institutions was the lack of strategic plans and work plans as a result of inadequate legal, regulatory and policy frameworks. To address this, CSSOs conducted capacity needs assessments and took lead in the preparation of strategic plans and subsequent work plans. The work plans included learning objectives for the twins; and institutional capacity building target goals. They trained twins on the strategic importance of these tools in monitoring performance and quality control, and implementing timely corrective action, *inter alia*. The mid-term assessment showed that 89% of twins were making use of work plans and target goals after being trained by the CSSOs.

Majority of supervisors (82%) also agreed that service delivery within their institutions had improved considerably because of the coaching and mentoring provided by the CSSOs²⁴. Most notable was the change in attitude by RSS civil servants, which supervisors attributed to the examples set by and training by CSSOs. The survey showed that 89% of supervisors felt that the IGAD Project contributed to a positive attitude towards service delivery in the institutions.

¹⁹ There were three external independent assessments conducted by the Danish Institute for International Studies (DIIS) in 2011; a collaboration between DIIS, the Norwegian Peace-building Resource Centre (NOREF), and the Training for Peace Programme at the Norwegian Institute of International Affairs (NUPI) in 2013; and Norwegian Agency for Development Cooperation (NORAD) in 2013. The Project conducted three assessments: Mid-term Assessment in 2012, Human Needs Capacity Assessment - through a consultant - in 2014, and Twins Assessment in 2015.

²⁰ Frederik Ferdinand Rosén and Kristoffer Nilas Tarp, 'Building Civil Servant Capacity in South Sudan', October 2011

²¹ Ibid.

²² December 2012, RSS/IGAD Regional Initiative for Capacity Enhancement: Mid-Term Assessment June 2011 – August 2012, pp. 14-15

²³ Ibid. p. 15

²⁴ Ibid. p. 14

DIIS in collaboration with the Norwegian Peace-building Resource Centre (NOREF), and the Training for Peace Programme at the Norwegian Institute of International Affairs (NUPI) conducted an independent research of the Project in January 2013. The research found that the Project had significantly contributed to improved individual understanding of the role of a civil servant, and better work flows. Twins and supervisors noted that before the deployment of CSSOs, there was a *'general lack of understanding of what it means to be a civil servant, what a given position entails and what the purpose of a given institution is'*²⁵. This achievement was made possible through CSSOs' development of job descriptions/terms of reference and elaboration of institutional mandates through policies, regulations and frameworks. A Director from one of the ministries told the researchers that *'people in the office [before the IGAD initiative started] did not know what they were employed for'*²⁶. Interaction with the CSSOs, thus, contributed to a greater understanding among the twins of the purpose of their institutions; and awareness on the importance of their own jobs towards the development of South Sudan on general, and the civil service in particular.

The joint external research, further, showed that the Project had played a key role in the creation of a functioning civilian administration by supporting the design and implementation of basic standard operating procedures. These included *'time management (when to show up for work), communication (the proper way to communicate internally and externally), the archiving of correspondence, the practice of minute taking at meetings, the drafting of official letters, etc.'* The CSSOs also made an impact through developing twins *'analytical skills and the ability to identify problems'*, including drafting skills which are essential for effective institutional operations²⁷. Additionally, the research found that Project had had a *'positive impact on South Sudanese capacity in terms of institution-specific administrative and regulative capabilities. This includes the capacity to conceive of and develop rules and regulations, procedures, and administrative frameworks, as well as the ability to develop and maintain systems and processes.'*²⁸ While these are not tangible outputs for the South Sudanese population, they are vital constituents in ensuring future output in a given institution by providing the necessary frameworks and mandate.

In June 2013, the Norwegian Agency for Development Cooperation (NORAD) conducted an assessment of the Project to determine, *inter alia*, the achievements, challenges, and lessons learned in Phase I. The appraisal found that the project *'is one of the most comprehensive capacity building programs within public administration in South Sudan'*²⁹. To consolidate the gains made in Phase I, the assessment recommended the funding of Phase II to enable continued learning for the twins, and eventual improvement of service delivery in participating RSS institutions.

The Project commissioned a Human Needs Capacity Assessment (HNCA), in preparation for Phase II, in July 2014. While it aimed to inform project support to RSS institutions in the second phase, the assessment also reviewed Phase I contribution towards civil service capacity building. It concluded that *'despite operational constraints and security challenges experienced, Phase I was a resounding success'* evidenced by overwhelming requests for more CSSOs by government institutions. *'Over 90% of hosting institutions requested that they be considered for at least double the number of CSSOs in Phase II'*. Of these, 60% requested CSSOs contract renewal

²⁵ Costa, Haldrup, Karlsrud, Rosén and Tarp: "Friends in Need are Friends Indeed: *Triangular cooperation and twinning for capacity development in South Sudan*", NUPI/DIIS/NOREF /DIIS/Noref 2013, p.12

²⁶ Ibid.

²⁷ Ibid.

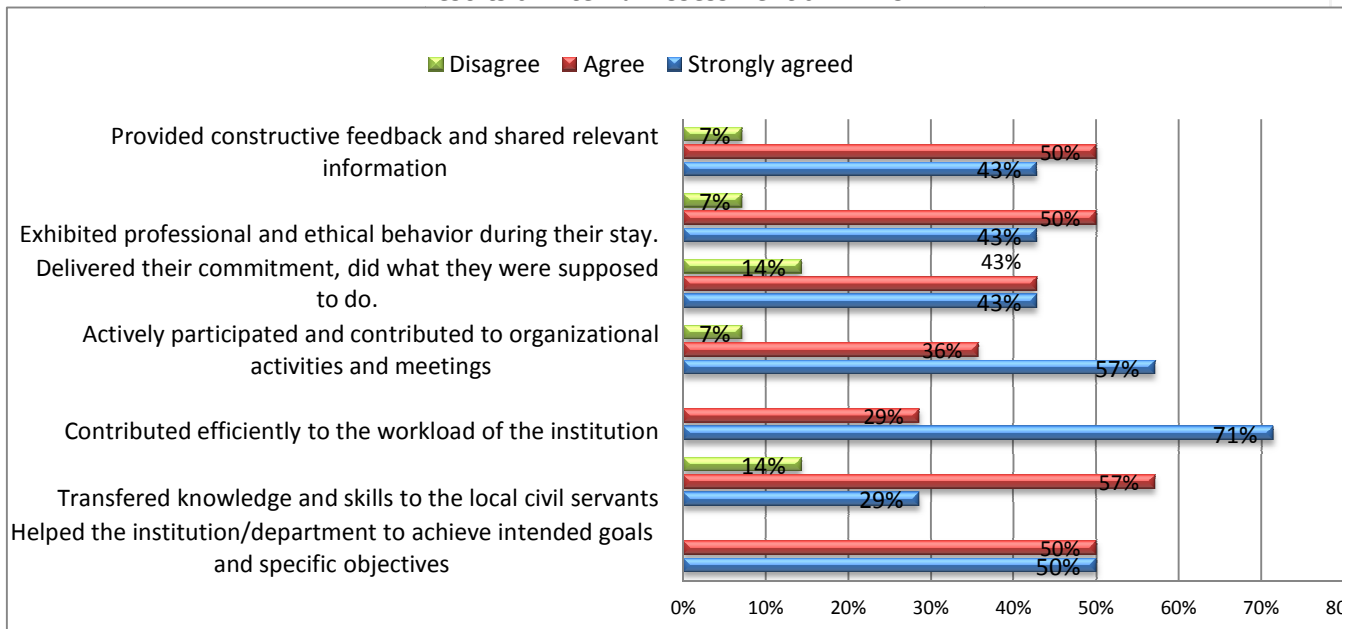
²⁸ Ibid.

²⁹ Hans Inge Corneliusen, Appraisal, IGAD, Regional Initiative for Capacity Enhancement in South Sudan: Phase II (2013-15), p.3.

'signalling that they had positive learning, coaching, and skills transfer experiences...³⁰, and wanted to ensure continued learning in Phase II.

An internal assessment of twins, conducted as Phase I was winding up in the first quarter of 2015³¹, showed that 86% found the twinning arrangements beneficial. The assessment encompassed, among other things, the twins assessment of how the CSSOs provided constructive feedback and shared relevant information; exhibition of professional and ethical behaviour; commitment to accomplishing agreed tasks; active participation and contribution to organizational activities and meetings; ability to transfer knowledge and skills to twins and others in the institution; and support in the achievement of departmental and/or institutional goals and objectives. Of the 15 twins (11 men and four women) involved in the assessment through questionnaires, 86% (12) expressed satisfaction over the twinning arrangements: 57% (eight) agreed, and 27% (four) strongly agreed that the twinning arrangements were satisfactory as reflected in the graph below.

Results of Internal Assessment of Twins



5. Partnerships

Over the reporting period, the project worked with various partners towards attainment of results. At the national level, the project worked closely with the Capacity Building Development Fund (CBTF), African Development Bank (ADB),

³⁰ UNDP, South Sudan Human Needs Capacity Assessment Report, July 2014, p. 10

³¹ At the beginning of 2015, the Project had 33 CSSOs (21 men and 12 women) deployed to nine RSS institutions at the national (32) and state (1) level. Of these, 13 (seven men and six women) completed their term in January 2015; and 20 in February 2015.

Kenya Technical Assistance Programme and Kenya School of Government (KSG), among others. These synergies were crucial in realizing efforts aimed at the rationalization of RSS public institutions, core skills training, and to review existing civil service regulations, among other tasks. In the states, CSSOs created partnerships with various organizations and UN agencies including the African Medical and Research Foundation (AMREF), International Labour Organization (ILO), Medecins Sans Frontieres (MSF), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), and World Health Organization (WHO). These supported activities in the health and labour sectors including the training of civil servants and other stakeholders, provision of medical equipment and drugs, and participation in state task forces. Equipment and medicines provided by these partners enhanced project delivery where the Government was not able to meet these obligations due to austerity. The ILO, CBTF, and Food and Agriculture Organization (FAO) worked together with the Project to support the formulation of policies in relevant RSS institutions at both the national and state levels.

The Project’s contribution to capacity building in the RSS and the realization of the UNDAF and Country Programme objectives drew attention among Government partners and other stakeholders including Non-Governmental Organizations and other UN Agencies. In this regard the Project received requests to make presentations on its strategy, results and good practices from CBTF, International Organization of Migration (IOM), Skills for South Sudan, UNMISS, Ministry of Health, and Ministry of Parliamentary Affairs, among others. The presentations assisted these partners in formulating their programmes to enhance synergies with the RSS/IGAD Initiative.

As Phase I implementation continued, the Project designed Phase II and engaged Norway for consideration of financial support. Consequently, the Project managed to secure funding for the second phase (which had been approved by the Project Board in August 2012). A funding agreement was signed between UNDP and Norway on 31 October 2013, at Juba Bridge Hotel.



RSS/IGAD Project Phase I MoU signing ceremony, October 2011, Juba

This followed consultations between MoLPS & HRD, the Embassy of Norway in South Sudan and UNDP. The final Project document, submitted in 2013, will enable Project activities for two and a half years (October 2013 – March 2016³²). A new team of 139 CSSOs will be recruited from the three IGAD countries and posted to RSS institutions following a needs assessment preceding the deployment.

³² Phase II, however, commenced late (third quarter of 2014 instead of fourth quarter of 2013) owing to the December 2013 violence. As such, the

Besides meetings to discuss funding, the Project also held several coordination and information sharing meetings with Norway, who are the sole donors for the IGAD component in-country; the three IGAD countries; and the IGAD Liaison Office in South Sudan throughout the reporting period.

6. Monitoring and Evaluation

A range of monitoring and evaluation (M&E) activities were conducted during Phase I implementation as part of the Project's Performance Management Plan. These included independent assessments and research conducted by external partners and the donor (Norwegian Agency for Development Cooperation (NORAD), and the Office of the Norwegian Auditor-General); internal project assessments; quarterly field monitoring visits to all the 10 states; individual CSSO appraisals; review and exit workshops; and review by the Project Board. All these showed positive results arising from the initiative, and recommended ways to improve performance.

An internal mid-term performance assessment conducted by the PMU from May – July 2012, showed that the project was on course towards achieving set objectives. Conducted one year into the Project, the assessment showed that the CSSOs had played a significant role in supporting capacity building at the level of creating an enabling environment; and at institutional and individual levels. The assessment found that:

- 87% of the supervisors agreed that the CSSOs brought a new and positive work attitude in their institutions (through the use of work-plans and target goals, among other things), thus increasing performance and service delivery;
- 80% of the supervisors stated that the knowledge and skills of twins have greatly improved since the arrival of the CSSOs;
- There is a high acceptance by Supervisors (92%) that the CSSOs have met the objectives of the coaching and mentoring;
- 90% of supervisors were consulted in the development of the CSSO work plans; and were of the opinion that CSSO work plans addressed institutional goals/ targets;
- 86% of the twins confirmed that CSSO work-plans were developed together with them; and
- An overwhelming number of twins (95%) stated they were learning a lot working with their coach/mentor.

Along with these accomplishments, the assessment noted several constraints to project implementation including: Approximately 13% of CSSOs had not been twinned or were not twinned with an inadequate partner; 26% of the twins doubled as supervisors which created a conflict of interest in terms of performance assessments and leave/attendance monitoring of CSSOs; and government austerity measures in 2012, compounded by high staff turn-over, caused considerable strains on effective coaching and mentoring.

To address these constraints, the assessment made four recommendations which informed the design of Phase II: (1) Strengthening of systematic institutionalization of knowledge transfer through sustainable practices by CSSOs; and developing an *exit* strategy; (2) Enhanced communication and coordination between the lead government agency (MoLPS & HRD) and other line ministries at both national and state level; (3) Involvement of senior and middle-level managers at the institutional level in planning, monitoring, decision-making and implementation of the Project; and (4) Improved coordination and management of CSSOs and Project implementation by the PMU and government supervisors³³.

In January 2013, an Independent Review of the project was conducted through the cooperation between the Danish Institute for International Studies, the Norwegian Peace-building Resource Centre, and the Training for Peace Programme at NUPI - the second external since project inception. The research showed that *'the support provided by*

³³ December 2012, RSS/IGAD Regional Initiative for Capacity Enhancement: Mid-Term Assessment June 2011 – August 2012.

the CSSOs has demonstrated the significant potential of twinning-based regional capacity enhancement models' and that CSSOs 'have produced remarkable progress in a very challenging environment'³⁴.

The research highlighted some of the Project's positive impact noting, inter alia, that the initiative has had favourable results at the level of fundamental aspects of working in a civil service; nurtured basic operating procedures which are key to a functioning civilian administration; and had a positive impact on South Sudanese capacity for institution-specific administrative and regulative capabilities.³⁵ It also noted that the RSS/IGAD Initiative represents an effective triangular and south-south-north cooperation initiative on capacity development³⁶. *'All in all, the study found the initiative to be very promising in terms of its positive impact, the level of ownership, its adaptability and flexibility and the sustainability of the knowledge transfer'³⁷.*

As also noted in the internal mid-term assessment, the study found that the Project's impact had been impeded by austerity measures adopted by RSS throughout 2012. *'Hardly any funding has been available for recruiting much-needed staff, procuring essential materials and maintaining operations. CSSOs have had to deal with poorly equipped and often empty offices often with no funding to carry out key functions.'*³⁸ Regarding one-on-one twinning, the study found that it had not materialized in all cases as initially intended, and CSSOs worked with teams to counter staff turn-over or complete lack of twins. Noting that the RSS institutions are nascent, CSSOs took on additional roles beyond their terms of reference to ensure the continuation of core functions in their institutions.

The report made recommendations relating to various stakeholders of the Project, a number of which were considered in the formulation of Phase II. These include diversification of CSSO deployment to core government and upstream institutions; complementing one-on-one twinning with group twinning for sustainability; widening the funding base with inclusion of other donors to keep the number at minimum 200 CSSOs; exploring further the potential to deploy an increased number of female CSSOs; and piloting the inclusion of diaspora in the next phase.

Phase I was also appraised by the Norwegian Agency for Development Cooperation (NORAD) in June 2013. This followed a Project request to the Norwegian Embassy in South Sudan for funding of Phase II. NORAD aimed to determine how Phase I had been managed focusing on the achievements, challenges, and lessons learned in relation to the proposed design of Phase II. The appraisal found that the *'program is one of the most comprehensive capacity building programs within public administration in South Sudan'³⁹*. With regard to the Phase II design the report noted that *'UNDP demonstrates a willingness to learn from internal and external reviews and studies of the IGAD program, and to include these lessons learned in the new program document'⁴⁰*. NORAD recommended the approval of Phase II which is now underway.

³⁴Costa, Haldrup, Karlsrud, Rosén and Tarp: "Friends in Need are Friends Indeed: *Triangular cooperation and twinning for capacity development in South Sudan*", NUPI/DIIS/NOREF /DIIS/Noref 2013, p.3

³⁵Ibid., p. 24

³⁶Ibid., p. 14

³⁷Ibid., p.27

³⁸Ibid, p. 23

³⁹ Hans Inge Corneliusen, Appraisal, IGAD, Regional Initiative for Capacity Enhancement in South Sudan: Phase II (2013-15), p.3.

⁴⁰ Ibid. p.5

In preparation for Phase II⁴¹, a Human Needs Capacity Assessment (HNCA) was conducted in July 2014 by an international consultant recruited by the Project. The assessment revealed that despite operational constraints and security challenges experienced, Phase I was a success and there are overwhelming requests for more CSSOs by government institutions. Over 90% of hosting institutions requested that they be considered for at least double the number of CSSOs in Phase II (60% requested CSSOs contract renewal signalling that they had positive learning, coaching, and skills transfer experiences). Respondents felt that a duration of 2-3 years would have allowed for optimal knowledge and skills transfer, and to complete implementation of policy, strategy, and project plans which were necessary for the full training of Twins by the CSSOs.

The Project also conducted an internal assessment to measure satisfaction with regard to twinning arrangements in February 2015. The assessment focused on several areas to determine how CSSO support contributed to capacity building for South Sudanese civil servants. These included CSSO provision of constructive feedback and sharing of relevant information with the twins; exhibition of professional and ethical behaviour; active participation and contribution to organizational activities and meetings; efficient support to institutional workload; knowledge and skills transfer to the local civil servants; and support to the achievement of institutional/departmental to goals and objectives. Eighty six percent of the twins expressed satisfaction over the twinning arrangements.

Furthermore, quarterly field M&E visits were conducted in all the 10 states over the reporting period. All field mission teams comprised PMU staff (UNDP and RSS) except two⁴² which were joined by donor representatives. The teams met with CSSOs, twins, and supervisors in different institutions and state government officials to shed light on Project objectives and expected results, how to improve national staff learning, institutional growth, strengthening the roles and responsibilities of various actors, and effective monitoring and evaluation among other things. This helped to clarify various issues to respective partners, particularly at the implementing level where most supervisors were not clear on the Project – a situation caused by high staff turnover and frequent government reshuffles. For instance, because of high staff turnover, most CSSOs adopted the group/teaming approach, from the initial pairing/individual twinning especially from the second quarter of 2013. This was first adopted by CSSOs in Juba, following the example of CSSOs working in the health sector, and then gradually by others in the states.

The Torit State Hospital administration noted that the CSSOs had assisted in the expansion and improvement of the facility. The Matron, Sr. Tereza Dominic Dabi, said the Hospital had started a new ward where 'the CSSOs are very crucial. They are working to operationalize the ward and are also training their counterparts to manage it'.

At the Western Equatoria state MoLPS & HRD, the Director for Labour Relations and Industrial Relations, Mr. John Lemi Gordon confirmed that the CSSO (Labour Inspector) 'has improved the Directorate's capacity through planning, development of labour manuals and training for their use, and mentoring his two Twins on the use computers. Our University students are now using manuals developed by the Directorate as reference for their term papers and in other areas of study'.

Recommendations from M&E activities were also followed up. For instance, following a visit to Western Bahr-el-Ghazal, and Jonglei states in July 2012, CSSOs recommended that relevant administrative documents should be submitted through the UNDP State Coordinators to facilitate expeditious processing of their leave, submission of monthly and quarterly reports, and acquisition of requisite RSS documents. This was been adopted in all states since the second quarter of 2013, and improved turn-around times for CSSO administrative issues.

⁴¹ Phase II has two aspects of strategic focus: (i) Increased deployment to the State and County levels to build local capacities; and (ii) Targeted deployment addressing critical policy and technical needs in accordance with the Government's emerging priorities, allowing for flexibility and adaptation to the rapidly evolving situation on the ground.

⁴² These were field visits to Northern Bahr-el-Ghazal State in third quarter of 2013; and Jonglei State in the fourth quarter of 2013.

The M&E visits also offered a chance to the Project donor to assess the impact of their contribution on the beneficiaries. A visit to Northern Bahr-el-Ghazal in the third quarter of 2013 was conducted by a joint delegation of the PMU and a representative for the Royal Norwegian Embassy in South Sudan⁴³. The delegation met CSSOs working in the Aweil State Hospital (three), and the state MoLPS & HRD and Aweil State Prison Clinic (one deployed to each institution). The discussion focused on how the project could improve national staff learning, institutional growth, and effective monitoring and evaluation. The Project also hosted a delegation from the office of the Norwegian Auditor-General in the fourth quarter of 2013, along with other UNDP programmes. The delegation was on a mission to assess Norwegian-funded projects in Africa and selected RSS/IGAD as one of the flag-ship projects. Accompanied by the UNDP Country Director and the RSS/IGAD Project Manager, among others, the delegation visited Jonglei State where they met the Acting Governor and his cabinet. The state officials appreciated the Project's capacity building support through mentoring and coaching. They affirmed that the CSSOs had played a big role in improving service delivery in the state, especially in the health sector.

Project progress was also gauged through Annual Review workshops for CSSOs, twins and supervisors; and Exit workshops. Over the course of Phase I, the Project held six Annual Review workshops⁴⁴ and five Exit workshops⁴⁵. All Annual Review workshops were held in Juba and assessed progress made in respective periods, as well as challenges and possible ways of addressing them. Exit workshops, held at the end of the CSSOs two-year term, also reviewed Project achievement, challenges, lessons learned and recommendations for improvement. Four Exit workshops were conducted in Juba, and one in Nairobi owing to insecurity in Juba at the time (March 2014). Three exit sessions were also attended by twins: 12 (10 men and two women) in October 2013; 14 (11 men and three women) in February 2015; and 15 (11 men and four women) in March 2015. Lessons learned from the Annual Review and Exit workshops were applied in ongoing Phase I activities as well as the design of Phase II⁴⁶. For instance, the first supervisors' review workshop held, in July 2013, highlighted the need for improved coordination between the national MoLPS & HRD and the participating line ministries for enhanced delivery. This was adopted by the Project through establishment of a database of supervisors for improved communication, and keeping them informed on all Project matters relating to their respective institutions.

To assess individual CSSO performance in each institution, the Project developed and administered an appraisal tool. The tool was developed in consultation with the three IGAD countries and RSS. It adopted common aspects from these countries public service appraisal tools, and incorporated specific features from the Project taking into consideration the two-year period. The tool was further reviewed within the Ministry and UNDP before finally being adopted. The appraisals showed that the CSSOs had made significant contributions to various sectors in RSS. In his appraisal of a CSSO Surgeon deployed to the Bor State Hospital, Dr. Kwai Deng Kwai, Director-General in the State Ministry of Health in Jonglei State noted that the CSSO under reference was *'very knowledgeable in basic medical science and surgery. He was hardworking, despite all challenges. He has been consistent in work organization despite work volume. ... He helped the state a lot in covering all the frequent training.'*⁴⁷ Commenting on the work of a Management Analyst deployed to the national MoLPS &HRD in Juba, Mr. Mading Deng Kuol, Director-General for Management Services, observed that the CSSO *'has made a lot of contributions in adjusting the systems in the institutions of the Republic of*

⁴³ Support to Public Administration, July – September 2013, Third Quarter Report, September, 2013.

⁴⁴ These were convened as follows: three Annual Review Workshops for CSSOs (July 2012; January 2013; and November 2014); two for supervisors (July 2013 and November 2014); and one for twins (November 2014).

⁴⁵ The exit workshops were held at the end of the CSSOs' two-year term: May and October 2013 in Juba; March 2014 in Nairobi; and January and February 2015 in Juba.

⁴⁶ CSSOs, Twins and Supervisors Annual Review Reports (2012 – 2014); and Exit Workshop Reports (May and November 2013; March 2014; and January and February 2015).

⁴⁷ Appraisal comments by a supervisor on the work of a CSSO (Surgeon) deployed to the Bor State Hospital, Jonglei, signed on 4 May 2013, pp. 8–9, CSSO Appraisal Form.

*South Sudan*⁴⁸. This was affirmed by the Under-Secretary for Public Service and Human Resources, Ms. Angeth Acol De Dut, who noted that the CSSO's '*professionalism has been exemplary.... He goes beyond his defined area of work to support other units within the Ministry when the need arises.*'⁴⁹

Project strategic direction, policy guidance and oversight was performed by the Project Executive Board (PEB)⁵⁰. Over the reporting period, the PEB convened six times: March, August and September 2012; April and December 2013; and June 2014. The PEB appraised Project progress by reviewing the achievement of set targets, challenges curtailing optimal performance, and lessons learned; and advised on viable corrective measures. PEB resolutions in every meeting were implemented by the Project, which reported back to the PEB on progress and outcomes of the resolutions.

⁴⁸ Appraisal comments by a supervisor on the work of a CSSO (Management Analyst) deployed to the National MoLPS & HRD, signed on 7 May 2013.p.6.

⁴⁹ Final comments, by the Under-Secretary as the Technical Head of Institution, on the appraisal of a CSSO (Management Analyst) deployed to the National MoLPS & HRD, signed on 13 May 2013, p.8.

⁵⁰ The Project Executive Board is chaired by the Minister for Labour, Public Service and Human Resource Development, and co-chaired by UNDP. Other Members are the Ambassadors of Ethiopia, IGAD, Kenya, Norway and Uganda in South Sudan, Director of the Kenya Technical Assistance Programme in South Sudan, and Permanent Secretaries (or their equivalent) from the ministries responsible for Public/Civil Service in Ethiopia, Kenya and Uganda.

7. Challenges

Inadequate legal, regulatory and policy frameworks: The absence of an enabling legal and institutional framework made it difficult for CSSOs to clearly determine areas of intervention; and prepare work plans. To address these gaps, CSSOs in relevant institutions supported the government in the development of requisite legal and policy frameworks. These enhanced clarity of mandates and enabled CSSOs develop and/or review work plans in line with institutional strategic plans for better results.

The **lack of operational budgets** resulted in insufficient tools and equipment (especially in the health sector); inadequate transport for the CSSOs; and demoralized twins due to delayed, reduced, or non-payment of salaries. To ensure continued implementation, CSSOs established networks with other partners to complement the planned activities. For example, CSSOs in the health sector worked closely with UNICEF, MSF, UNFPA and WHO to conduct training for nurses and other health professionals; and to acquire medicine and requisite tools for core functions in hospitals and health centers. When line ministries were unable to provide transport, CSSOs used public transport, relocated to areas near their work stations so they could walk to the offices; and sometimes made financial contributions to fuel RSS vehicles to transport them.

Irregular availability of twins: Some CSSOs had to work as routine staff, filling up gaps in their institutions due to unavailability of twins. This was caused, in part, by the prevalent human resource deficiency in the RSS civil service caused by austerity, lack of adequate staff, skills, competencies, professionalism, and a positive work ethic. To counter this, CSSOs adopted team/group mentoring.

Inadequate inter-ministerial coordination and collaboration. The Project increased contact among participating institutions through supervisors' induction and review workshops, targeted M&E activities, and other platforms to enhance coordination within RSS in an institutionalized and sustainable manner.

CSSO absenteeism: passed a resolution that all unauthorized absences should be compensated through charging the leave days of those concerned; or monetarily if leave days were exhausted⁵¹. CSSO leave monitoring was also centralized to the MoLPS & HRD and the PMU to streamline the supervision and reporting structure.

Lack of adequate accommodation. Phase II will continue to work with state governments and county authorities for the identification and provision of decent accommodation for CSSOs. Further, a group-housing option will be explored in Juba to reduce the cost of rent for individual CSSOs.

Insecurity at national and state levels: The Project faced security challenges at various levels. First, several CSSOs were victims of incidents of robbery at their residences or in person along the streets. Over twelve CSSO houses were broken into and property stolen. Owing to lack of, or irregular provision of transport over 60% of CSSOs in Juba used public transport or walked to their duty stations. Consequently, five CSSOs were attacked on the streets, with two losing their computers and one her personal handbag. In response to the break-ins, the Ministry in partnership with the Ministry of Interior and UNDP identified safe locations where CSSOs were cleared for residence. CSSOs were further advised to avoid using *boda boda* (motorbikes) for transport as all the cases of robbery in the streets occurred when using this mode of transport.

⁵¹ RSS/IGAD Regional Initiative for Capacity Building Project Board Minutes, 3 August 2012 and 14 September 2012.

CSSOs deployed to Unity, Jonglei, and Lakes states were affected by insecurity arising from armed conflicts. In 2012, fighting between RSS and Sudan threatened the security of CSSOs deployed to the Bentiu State Hospital. Besides, CSSOs deployed to Jonglei State experienced repeated incidents of tribal clashes between different groups in 2012 and 2013. In all cases, the Ministry worked closely with UNDP and state authorities to ensure the safety of CSSOs deployed to these areas. In some cases, CSSOs were relocated to Juba pending improved security and normalcy in affected areas.

In December 2013, armed conflict between factions of the Sudan Peoples' Liberation Movement (SLPM) originating in Juba spread to various parts of the country, especially Jonglei, Unity and Upper Nile states. This resulted in the evacuation of all the serving CSSOs (61 at the time) back to their countries. The CSSOs remained out of the country until April 2014; and upon return state-based⁵² CSSOs were redeployed to Juba except one⁵³. In the course of 2014 and 2015, continued insecurity in Jonglei, Upper Nile, Unity and some counties in other states (particularly Central Equatoria) affected Project activities inhibiting effective implementation in Phase I.

Insecurity resulting from the December 2013 violence also led to delayed secondment of a Monitoring and Evaluation (M&E) Specialist from the Norwegian Refugee Council (NRC). Although the M&E Specialist was ready to join the Project in January 2014, his arrival was suspended until the third quarter of 2014 until the security situation improved, and non-essential staff were allowed into the country by UN Security. The UNDP Country Office M&E Specialist, Human Development and Inclusive Growth (HDIG) Unit Team Leader, Public Administration Programme Analyst, and the Project Manager supported Project M&E activities until the arrival of the NRC Secondee in October 2014.

⁵² Four CSSOs (nurses) were redeployed: one each from Jonglei and Unity; and two in Lakes. All were redeployed to the Juba Central Prison Clinic.

⁵³ The fifth CSSO, a Surgeon, returned to his duty station at the Wau Teaching Hospital/Wau State University as the State was still accessible and reasonably safe. Besides, the CSSO was willing to return after the State Minister for Health in Western Bahr-el-Ghazal committed to ensure his safety (he was allocated 24-hour guarded accommodation in the hospital quarters and express access to the Minister and Governor at all times).

8. Lessons Learned and Way Forward

The implementation of Phase I generated the following main lessons:

Improved co-ordination between MoLPS& HRD and receiving institutions and within line ministries is essential.

The project created forums for direct and regular consultation with all levels of Government to enhance communication and engaged in project implementation and monitoring and evaluation.

Flexibility is necessary to optimize results in capacity building. The project attained numerous benefits it adopted group mentoring. These included ensuring regular twins for all CSSOs, and enabling support for multiple institutions by the CSSOs.

The need to strengthen the process of recruitment CSSOs in the IGAD countries. The Project will, through the Project Board, work to ensure that RSS is involved in the whole process of recruitment (as provided in the Memorandum of Understanding) in contributing countries for identification of needed skills and experience in Phase II (only Kenya involved RSS in CSSO recruitment in Phase I).

Policy measures crucial for crisis-response: Lack of relevant operative MoU provisions on how to address unforeseen insecurity incidents was one the reasons for the delay of the deployment of Phase II CSSOs. Relevant provisions have been included in the Phase II MOUs to address the gaps.

9. Risks and Mitigation Measures

Risks	Mitigation Measures
<p>Inadequate project funding leaving select priority components, necessary for comprehensive public administration programming, un-implemented (support to MTCDS, training for civil servants, operationalization of civil service databases in the states, and support to the Diaspora Desk). This remains a Project risk.</p>	<p>Continued engagement with potential donors, including Norway, on resource mobilization for the unfunded project components.</p>
<p>Lack of sufficient office space, tools, equipment and transport to facilitate the work of CSSOs.</p>	<p>Enhanced networks with other partners for provision of tools and equipment to support the activities of CSSOs.</p> <p>Proposed implementation of an 'Innovative Grant Fund' in Phase II to provide a basic minimum level of tools and equipment to enhance CSSOs' work.</p>
<p>Inadequate RSS supervision and coordination of CSSO activities at state level.</p>	<p>Initiated regular contacts with participating institutions at the national and state levels to promote coordination and improved supervision.</p> <p>Utilized UNDP presence and partnership with state governments to improve coordination and follow-up.</p>
<p>Recurrent armed conflict that could affect project implementation, and safe evacuation of the CSSOs.</p>	<p>Following a request by the Project Board, RSS (through the Ministry of National Security) seconded a Security Liaison Officer to the PMU to handle all security matters relating to the CSSOs, and provide advice for prompt action.</p> <p>Presented a proposal to Norway for CSSO evacuation by air, to ensure prompt CSSOs exit out of South Sudan.</p>

10. Financial Summary

Total Phase I Contributions (Dec. 2010 – March 2015)

Contributions Received	USD
Total Contributions in 2010 and 2011	9,920,839.75
Contribution received in December 2012	5,296,610.17
Contribution received in May 2013	3,076,397.20
Contribution received in July 2013	1,174,497.70
Contribution received in November 2013	2,724,795.64
Contribution received in January 2014 (Under Phase II)	3,031,870.25
Total contributions received	25,225,010.71

Phase I Project Expenditure (Dec. 2010 – March 2015)

Output/Activities		Expenditure (US\$)	Expenditure (US\$)	Expenditure (US\$)	Expenditure (US\$)	Expenditure (US\$)	Cumulative Expenditure Dec 2010 - 31 March 2015
		(Dec 2010 - Dec 2011)	(Jan - Dec 2012)	(Jan - Dec 2013)	(Jan - Dec 2014)	(1 Jan – 31 March 2015)	
Output 1: National and state level civil service institutions strengthened.							
Activity Result 1	200 Civil Service Support Officers from IGAD Member States with significant skills, experience and professionalism identified, deployed, and managed	3,041,107.76	7,336,343.77	6,945,435.02	1,955,658.25	236,027.17	19,514,571.97
Activity Result 2	South-South linkages between South Sudan and regional countries' public sector agencies and think tanks in IGAD member states developed and strengthened	8,963.09	4,039.45	29,128.19	31,523.23	9,194.40	82,848.36
Activity Result 3	Project start up, coordination and management activities properly carried out.	445,798.54	826,502.25	865,664.45	886,856.91	152,542.72	3,177,364.87
Grand Total		3,495,869.39	8,166,885.47	7,840,227.66	2,874,038.39	397,764.29	22,774,785.20

11. APPENDICES

APPENDIX A: CSSO Deployment in South Sudan as on 1 April 2013⁵⁴

A1 Number of CSSOs Deployed per Ministry and Per State

Ministry	National (Juba)	County level	Eastern Equatoria	Jonglei	Upper Nile	Unity	Lakes	Warrap	Western Equatoria	Western Bahr el Ghazal	Northern Bahr el Ghazal	Total
1. Ministry of Health	12	4	4	6	14	6	6	2	8	9	3	74
2. MoLPS & HRD	32	-	1	1	1	-	1	1	1	1	-	39
3. Ministry of Housing and Physical Planning	11	-	-	-	-	-	-	-	-	-	-	10
4. Ministry of Commerce, Industry and Investment	10	-	-	-	-	-	-	-	-	-	-	10
5. Ministry of Information and Broadcasting	6	-	-	-	-	-	-	-	-	-	-	6
6. Ministry of Animal Resources and Fisheries	8	-	-	-	-	-	-	-	-	-	-	8
7. Ministry of Petroleum and Mining	3	-	-	-	-	-	-	-	-	-	-	3
8. Ministry of Finance and Economic Planning	1	-	-	-	-	-	-	-	-	-	-	1
9. National Legislative Assembly	3	-	-	-	-	-	-	-	-	-	-	3
10. Ministry of General Education and Instruction	11	-	-	-	-	-	-	-	-	-	-	11
11. Ministry of Culture Youth and Sports	2	-	-	-	-	-	-	-	-	-	-	2
12. Ministry of Water Resources and Irrigation	3	-	-	-	-	-	-	-	-	-	-	3

⁵⁴ This is the period when all CSSOs were in post. The pioneer group completed their tour-of-duty in May 2015.

13. Ministry of Parliamentary Affairs	3	-	-	-	-	-	-	-	-	-	-	3
14. Ministry of Foreign Affairs and International Cooperation	2	-	-	-	-	-	-	-	-	-	-	2
15. Ministry of Higher Education	4	-	-	-	-	-	-	-	-	-	-	4
16. Ministry of Transport	2	-	-	-	-	-	-	-	-	-	-	2
17. Ministry of Agriculture	3	-	-	-	-	-	-	-	-	-	-	3
18. HIV/AIDS Commission	3	-	-	-	-	-	-	-	-	-	-	3
19. Council of States	2	-	-	-	-	-	-	-	-	-	-	2
20. Ministry of Interior (Prisons)	-	-	-	1	-	1	1	-	-	-	1	4
21. Ministry of Interior (Immigration)	1	-	-	-	-	-	-	-	-	-	-	1
22. Ministry of Gender, Child & Social Welfare	4	-	-	-	-	-	-	-	-	-	-	4
Total	126	4	5	8	15	7	8	3	9	10	4	199

A2: Number of CSSOs Deployed to Government Levels as on 1 April 2013.

Deployment totals as of March 2013	Number	Percentage
National	126	63.3%
States	69	34.7%
Counties	4	2%
Total deployed (out of 200)	199	100%

APPENDIX B: Total Number of CSSOs within Grouped Areas of Expertise as on 1 May 2013

Area of Expertise	Number	Percentage
Technical		
Health	80	40.2
Human Resources	15	7.5
Management	7	3.5
Secretarial	6	3
Urban Planning	9	4.5
Administration and Procurement	15	7.5
Air Traffic Control	2	1
Veterinary Lab Technicians	4	2
Geology	1	0.5
Communications and ICT	10	5
Education	8	4
Vocational Training	11	5.5
Immigration Officer	1	0.5
Sub Total Technical Area	172	86.4
Policy		
Finance, Trade and Commerce	11	5.5
Labour Affairs	9	4.5
Rule of Law	5	2.5
Legal Counsel (drafting services)	1	0.5
Social Welfare	4	2
Sub-Total Policy Area	26	13
TOTAL (out of 200)	199	99.5

APPENDIX C: Female CSSO Distribution

C1 Female CSSO Professions

S/N	Title	Grade	Ethiopian	Kenyan	Ugandan	Total
1.	Radiologist	3	-	1	-	1
2.	Management Analyst	3	-	1	-	1
3.	Anesthetist	3	1	-	1	2
4.	Legal Officer	4	-	1	-	1
5.	Human Resource Development Officer	4	-	1	-	1
6.	Legal Counsel - Drafting Services	4	-	1	-	1
7.	Curriculum Development Officer	4	-	1	1	2
8.	Human Resource Management Officer	4	-	-	1	1
9.	Finance Officer	5	-	1	-	1
10.	Public Communications Officer	5	-	1	-	1
11.	Human Resource Management Officer	5	-	1	-	1
12.	Labour Officer	5	-	1	-	1
13.	Cooperative Development Officer	5	-	1	-	1
14.	Teacher Training Officer	5	-	-	1	1
15.	Administrator – Vocational Training Center	5	-	-	1	1
16.	Land Officer	5	1	-	-	1
17.	Senior Registered Nurse	5	1	-	-	1
18.	Senior Registered Midwife	5	1	-	-	1
19.	HIV/AIDS Monitoring & Evaluation Officer	5	1	-	-	1
20.	Marketing Officer	6	-	1	-	1
21.	ICT Officer	6	-	-	1	1
22.	Child Welfare Officer	6	-	-	1	1
23.	Social Development Officer	6	-	-	1	1
24.	Registered Nurse	7	2	-	4	6
25.	Registered Midwife	7	1	-	5	6
26.	Senior Instructor – Electrical Installation	7	-	-	1	1
27.	Trade Development Officer	7	-	1	-	1
28.	Veterinary Laboratory Technician	7	1	-	-	1
29.	Registered Nurse	8	-	8	-	8
30.	Executive Secretary	8	-	4	2	6
31.	Early Childhood Development Officer	8	-	1	1	2
32.	Senior Instructor – Tailoring & Sewing	8	-	-	1	1
	TOTAL		09	26	22	57

C2: Total No. of Female CSSOs Deployed in Phase I

S/N	Factor	Total No.	Percentage
1	Total No. of CSSOs	199	100%
2	Total No. of Women	57	28.6%

C3: Nationality Distribution of Female CSSOs

S/N	Nationality	No. of CSSOs	Percentage
1.	Kenyans	26	45.6%
2.	Ugandans	22	38.6%
3.	Ethiopians	9	15.8%
4.	Total	57	100%

C4: Summary of Female CSSO Grades

Grades (G)	No. of CSSOs	Percentage
G3	4	7.0%
G4	6	10.5%
G5	11	19.3%
G6	4	7.0%
G7/8	32	56.1%
Total	57	100%

C5: CSSO Monthly Consolidated Technical Allowance (CTA) rates

Grade	Monthly CTA (US\$)
Grade 3	4,023.00
Grade 4	3,746.00
Grade 5	3,470.00
Grade 6	3,070.00
Grade 7 and 8	2,630.00

APPENDIX D: RSS civil servants reached through coaching and mentoring

Title	Deployment	Average Twins per CSSO	Total
Administrative Officer	8	5	40
Air Traffic Controller	2	5	10
Anesthetist	5	5	25
Architect	2	5	10
Child Welfare Officer	2	5	10
Cooperative Development Officer	2	5	10
Curriculum Development. Officer	2	5	10
Deputy Director - VTC	1	5	5
Early Childhood Devt. Officer	2	5	10
Economist	6	5	30
Employment & Industrial Peace	1	5	5
Examinations Printing Officer	1	5	5
Executive Secretary	6	6	36
Film Production Officer	1	5	5
Finance Officer	2	5	10
Geologist	1	5	5
Human Resource Management Officer	14	5	70
ICT Officer	4	5	20
Immigration Officer	1	5	5
Industrial Development Officer	1	5	5
Laboratory Technician	12	5	60
Labour Inspector/Officer	8	5	40
Law Review/Drafting Officer	2	5	10
Legal Counsel/Officer	4	5	20
Management Analyst	5	5	25
Marketing Officer	1	5	5
Medical Officer	3	5	15
Microbiologist	2	5	10
Monitoring & Evaluation Officer (HIV/AIDS)	1	5	5
Obstetrics & Gynaecology	1	5	5
Paediatrician	2	5	10
Pathologist	1	5	5
Physical Planner	4	5	20
Physician	1	5	5
Procurement Officer	3	6	18
Public Communications Officer	3	5	15

Quality Assurance Officer	2	5	10
Radiologist	2	5	10
Records Management Officer	3	8	24
Registered Midwife	12	5	60
Registered /Senior Nurse	37	5	185
Senior Instructor - VTC	9	5	45
Social Development/Welfare Officer	2	5	10
Surgeon	7	5	35
Teacher Training Officer	2	5	10
Technical & Vocational Education/Training Expert	1	5	5
Trade Development Officer	1	5	5
Veterinary Laboratory Technician	2	5	10
Veterinary Officer	2	5	10
Grand Total	199		1013

12. ANNEX 1

Government Grading Structure in South Sudan

Profession	Grade	Management level
Minister	Grade 1 <i>Salary Derived from Parliament</i>	Top level
Deputy Minister	Grade 1 <i>Salary Derived from Parliament</i>	
Undersecretary	Grade 1	
Director General	Grade 2	
Director	Grade 3	Mid-level
Deputy Director	Grade 4	
Assistant Director/Chief Technical Experts	Grade 5	
Senior Inspector	Grade 7	Implementing level
Inspector/Technical Officer	Grade 8	
Assistant Inspectors and graduate entries	Grade 9	
<u>Sub-Professional & Technical:</u> Head of Staff Clerk Accountants Primary School Teachers	Grade 10	
Senior Clerks Senior book keepers Medical Assistants	Grade 11	
Clerks Book Keepers Secretaries	Grade 12	
<u>Unclassified Skilled:</u> Technicians Artisans Head Mechanics Senior Drivers	Grade 13-15	
<u>Unclassified Unskilled:</u> Messengers Unclassified Labourers Cleaners	Grade 16-17	