



Empowered lives.
Resilient nations.

Support to Public Administration

Annual Report

(January – December 2015)



Twins and CSSOs participating in group discussions during an Exit Workshop on 21 January 2015 at the Juba Grand Hotel

Project Summary

Country: South Sudan

Project Duration: 2013 - 2016

Project Budget: US\$ 25,472,134

Donor: Norway: US\$ 25,472,134

Annual Budget for 2015: US\$ 3,439,586

Expenditure for 2015 : US\$ 2,709,935.96

Contact Persons:

Biplove Choudhary

Team Leader, Human Development and Inclusive Growth Unit

Tel. +211 959 000 918

Email: biplove.choudhary@undp.org

Catherine Waliaula

Project Manager, Support to Public Administration

Tel. +211 956 397 124

Email: catherine.waliaula@undp.org

Responsible Parties: Ministry of Labour, Public Service and Human Resource Development

Table of Contents

Acronyms.....	3
1. Executive Summary	4
2. Progress towards development results.....	6
3. Gender Development Results	8
4. Partnerships	8
5. Monitoring and Evaluation	8
6. Challenges/Issues.....	9
7. Lessons Learnt and Way Forward.....	9
8. Risks and Mitigation Measures.....	10
9. Financial Summary	11
10. Annex 1: CSSO Deployment.....	12

Acronyms

AWP	Annual Work Plan
CSSO(s)	Civil Service Support Officer(s)
IGAD	Inter-Governmental Authority for Development
IUNVs	International United Nations Volunteers
MoLPS & HRD	Ministry of Labour, Public Service, and Human Resource Development
MoU	Memorandum of Understanding
MTCDS	Medium Term Capacity Development Strategy
PEB	Project Executive Board
PMU	Project Management Unit
RSS	Republic of South Sudan
TGoNU	Transitional Government of National Unity
UNMISS	United Nations Mission in South Sudan
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
SIDA	Swedish International Development Cooperation Agency
SLO	Security Liaison Officer
SSOP	Security Standard Operating Procedure

1. Executive Summary

The first Phase of the *Support to Public Administration Project* (“the Project”) started in January 2012 with the aim of supporting public sector reform and capacity building for the civil service. This remains the Project’s objective in the second phase which commenced in 2013. The largest component of the project involves regional cooperation through the deployment of qualified civil servants from neighboring 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. These Civil Service Support Officers (CSSOs) provide day-to-day support through mentoring and coaching in areas of policy formulation as well as at the implementation level. The IGAD component is funded by the Government of Norway. Until the end of April 2013, the Project supported public sector reform through the deployment of state-based public sector reform advisors (International United Nations Volunteers (IUNVs)) in six states² as well as an organizational specialist at the national level³ funded by the UNDP’s Bureau for Crisis Prevention and Recovery (now Bureau for Policy and Programme Support), the Swedish International Development Cooperation Agency (SIDA) and the United Nations Development Programme (UNDP). The key project partner is the national Ministry of Labour, Public Service and Human Resource Development (MoLPS & HRD).

This annual progress report reviews Project progress from January - December 2015. It presents a description of the achievements, challenges, and progress towards the accomplishment of project results. The Project has one output: *capacity of national and state level civil service institutions strengthened*; with five key activity results:

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, with gender distribution as (70% males and 30% females CSSOs)
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

During the period under review, 33 CSSOs (12 women) - the last from Phase I - completed their tour-of-duty and were decommissioned. Consequently, two exit workshops for CSSOs and their twins were conducted to review progress made and lessons learned.

This period also saw the substantive commencement of Phase II with the deployment of 90 CSSOs (18 women) from the three IGAD countries to support civil service capacity building at the national, state, and county levels in seven out of the 10 states. CSSO deployment followed the signing of a new Memorandum of Understanding (MoU) between the Republic of South Sudan (RSS) and the IGAD

¹Ethiopia, Kenya, and Uganda.

²The six were separated from UNDP due to lack of financial resources. The project continues to fundraise to continue planned activities in this area.

³The Organizational Development Specialist also separated but is under replacement through IGAD.

countries⁴. In accordance with the Project's twinning strategy, 236 Twins (61 women) were identified from RSS institutions to work with the newly deployed CSSOs. Additionally, induction workshops were held in Juba and Yambio for the CSSOs and twins to create awareness on the initial phase of the project, new developments in Phase II, and project objectives and strategy among other things. A one-day induction session was also conducted for 35 South Sudanese supervisors (five women) to highlight the need for effective oversight for optimal project implementation.

Owing to lack of funds, planned activities under key result one and four were not implemented. The Project continued to publicize these activities among current and potential donors in an effort to raise required resources. To this end, discussions were held with Japan following an earlier engagement in 2014. Further, these activities were highlighted to other partners, as requisite components for comprehensive civil service capacity building, during IGAD public functions. The Project will follow up with Japan and other potential donors in 2016 for a possibility of partnering in these unfunded activities.

Security continued to be a concern over the reporting period. CSSO deployment was delayed pending agreement and inclusion of new security protocols in the MoU and improvement of the security situation on the ground. These included the development and operationalization of a Security Standard Operating Procedure (SSOPs) which established zone wardens in all locations of CSSO deployment. It also resulted in the deployment of a national Security Liaison Officer (SLO) by the RSS Ministry of National Defense to the Project Management Unit to coordinate CSSO security with security agencies across the country. Despite these measures, insecurity remained a challenge throughout the year. After deployment, CSSOs in Western Equatoria had to contend with continued conflicts between armed groups leading to insecurity and an unpredictable environment. However, there was swift response to these incidents because of the measures put in place by the SSOP, minimizing effects on project implementation.

The total 2015 annual Project budget for was US\$ **3,439,586** with a cumulative expenditure of US\$ **2,709,935.96** which represents **79%** delivery rate. The balance was carried forward to 2016 for continuing project activities.

⁴ The MOU between South Sudan, and Ethiopia and Uganda was signed in 18 June 2015; and with Kenya on 31 August 2015.

2. Progress towards development results

Project Output: Capacity of national and state level civil service institutions strengthened

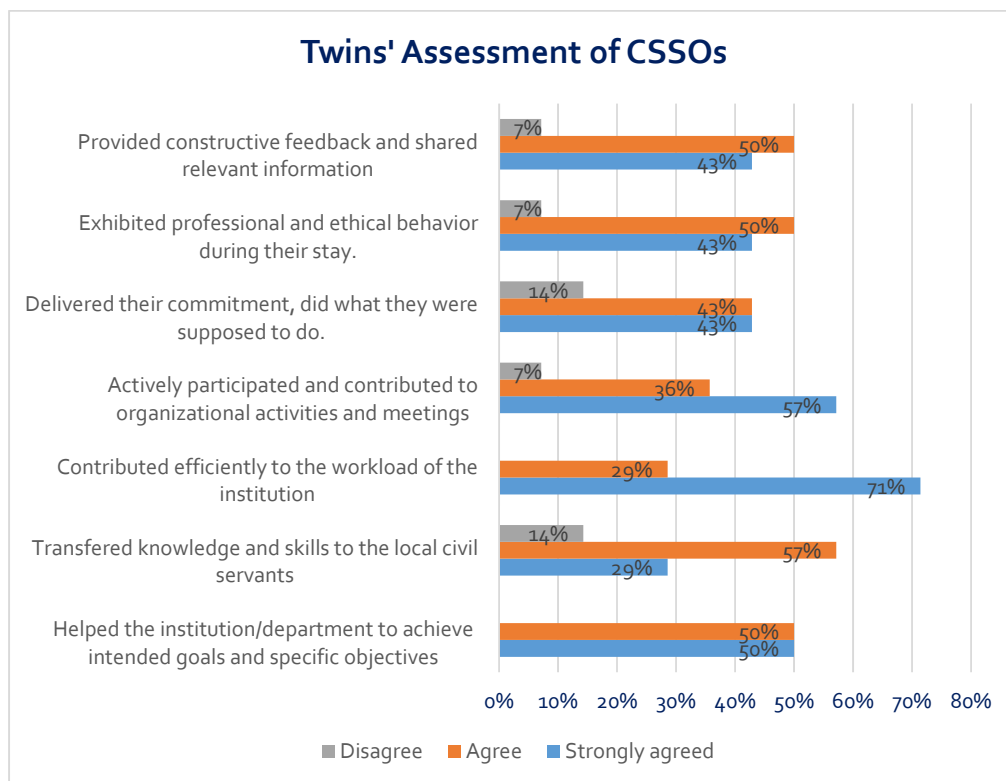
Summary achievement against Annual Work Plan (AWP) targets for 2015

Annual Target (2015)	Output	Summary achievement during the year	Status
13 policies prepared		No policies prepared due to late deployment of the CSSOs.	Not Achieved
11 strategic plans/frameworks developed		No strategic plans/frameworks prepared due to delayed deployment of the CSSOs.	Not Achieved
90% of targeted institutions reporting improved work-related performance by the Twins.		No assessment conducted because 64.7% (90) of the targeted CSSOs were deployed in the third (25.2%) and fourth (39.5%) quarter; and spend a maximum of four months in- post during the reporting period.	Not Achieved
95% of Twins express satisfaction over the twinning arrangements		Eighty six percent of twins from Phase I (12 out of 15) expressed satisfaction over the twinning arrangements.	Partially Achieved
80% of targeted institutions rated as offering improved services.		No assessment conducted as RSS institutions received 90 CSSOs for a maximum of four months to the end of the reporting period.	Not Achieved
Overall status			Not Achieved

Of the five annual targets, only one was partially achieved: **95% of Twins express satisfaction over the twinning arrangements**. An assessment was conducted in the first quarter of 2015 among twins of Phase I CSSOs. Follow-up assessments were constrained by delayed deployment of Phase II CSSOs, who were initially expected in the first quarter of 2015 but reported in the third and fourth quarters. As such, Phase II twins were not assessed since they have only served for between one to four months by end of December 2015. It is expected that an assessment to determine satisfaction among twins will be conducted in the fourth quarter of 2016 as most of them will have served at least half the term.

To assess the achievement of this target, the Project conducted an assessment of 15 twins (11 men and four women) who worked with Phase I CSSOs in February 2015. Eighty-six percent of the twins expressed satisfaction over the twinning arrangements.

Main findings are summarized in the graph below:



In preparation for Phase II, the Project in partnership with respective RSS institutions identified and inducted 236 twins (61 women). The sessions were conducted in Juba and Yambio and sought to introduce the twins to the Project and its objectives, their role and that of the CSSOs, and how to work together for strengthened capacity across the civil service in South Sudan.

The remaining four project output targets were not achieved owing to deferred deployment of CSSOs and lack of funds. The last group of CSSOs deployed in the first phase of the Project completed their term in March 2015. However, deployments scheduled for the second quarter of 2015 were delayed due to countrywide insecurity. The Security Standard Operating Procedures (SSOPs) for CSSO security management as a precondition to the deployment were prepared and approved in July 2015. This paved the way for the deployment of 90 CSSOs (64.7% of the target) from the three IGAD countries: 35 CSSOs (eight women) from Uganda in August 2015; 29 CSSOs (six women) from Kenya in October 2015; and 26 (four women) from Ethiopia in November 2015.

In preparation for their deployment, the three CSSO groups underwent one-day orientation workshops in their respective national capitals, followed by two-week induction session which were attended by their twins in the last two days in Juba.

A new team of 35 South Sudanese supervisors (five women) underwent a one-day induction on the Project. The session highlighted the significance of effective supervision for optimal Project implementation, drawing lessons from Phase I. For instance, in the initial stages of Phase I, CSSO absenteeism was a challenge because of poor supervision. To address this, Phase II introduced supervisors' induction and review sessions to establish regular contact, flow of information, and requisite support for effective supervision.

3. Gender Development Results

Gender results	Evidence
<p>Gender result 1: Eighteen (20 percent) of the 90 deployed CSSOs were women (20%). Out of the 18, one CSSO was at middle level management; and 17 at the implementing level in accordance with the RSS staff grading structure.</p> <p>Twenty-six percent of the 236 twins are women at various grades at the national, state, and county levels. About 14 percent of the 35 supervisors are women.</p>	<p>Evidence: Project Executive Board meeting minutes, CSSOs recruitment records, CSSOs quarterly reports and RSS national, state, and county institutional reports.</p>

It is expected that the Project will achieve its gender target of placing at least 30% female CSSOs after the deployment of all CSSOs. Besides, all the three IGAD countries agreed to encourage female recruitment for Phase II. This was demonstrated during the shortlisting and interview processes⁵ where female members were involved in the panels; and members actively encouraged suitable female candidates to consider secondment. After deployment, the Project continued to encourage women to complete their terms. The Project has further continued to reach out to female CSSOs and offered support in family matters that would otherwise likely result in them cutting short their terms. For instance, a female surgeon deployed to Wau Teaching Hospital has been supported by the Project since deployment to attend regular treatment sessions for her child who has a congenital disorder.

4. Partnerships

The National Ministry of Labour, Public Service and Human Resource Development is the lead RSS institution for the Project which is solely funded by Norway. The Project also partners with the three IGAD participating countries; and all RSS institutions which host the CSSOs as per their capacity building needs.

5. Monitoring and Evaluation

The Project team undertook monitoring visits to three states namely, Lakes, Western Bahr-el-Ghazal, and Western Equatoria. The monitoring visits revealed that all CSSOs had found reasonable accommodation in areas recommended by RSS state officials. They had also started settling with their teams to work with, and had been provided office space.⁶

Some of the challenges highlighted by the CSSOs include; inadequate tools and equipment, and lack of staff common rooms for use before and after duty; and lack of or inconsistent transport. The PMU

⁵ Except for Ethiopia, all shortlisting and interview panels in Kenya and Uganda had female members.

⁶ Project Field Monitoring Reports, November and December 2015.

held meetings with relevant RSS officials highlighting the needs to address these issues to enable CSSOs to provide the required services. Insecurity, especially in Western Equatoria was also a concern. The Project kept close contact with UNDP and UNMISS for regular security updates and support in securing CSSOs when need arose.

6. Challenges/Issues

Insecurity at national and state levels: Continued insecurity resulting after the December 2013 violence hampered timely and effective implementation. CSSO deployment scheduled for the first and second quarters of 2015 were, consequently, delayed to the third and fourth quarters. The Project managed to deploy a total of 90 CSSOs: 35 Ugandans in the third quarter of 2015; and 29 Kenyans and 26 Ethiopians in the fourth quarter.

7. Lessons Learnt and Way Forward

Policy measures for crisis-response: Lack of relevant provisions on how to address insecurity linked contingencies delayed the deployment of Phase II CSSOs. A major gap in the previous Memorandum of Understanding (MOU) was whether to suspend or terminate CSSO contracts when insecurity persists and the CSSOs continue to be under evacuation for a long time. To avoid a recurrence, the PMU in collaboration with RSS and the three IGAD countries reviewed the MoU between South Sudan and the three IGAD countries, and formulated relevant security and contractual linked provisions for Phase II. The provisions were approved by the Project Board in its meeting of 29 April 2015.

8. Risks and Mitigation Measures

Risks	Mitigation Measures
<p>Inadequate project funding leaving many priority activities un-implemented (support to MTCDS, training for civil servants, operationalization of civil service databases in the states, and support to the diaspora desk).</p>	<ul style="list-style-type: none"> • Continued engagement with potential donors, including Japan. Unfunded activities were also highlighted during presentation of IGAD success as vital components for comprehensive civil service capacity building.
<p>Recurrence of armed conflict that could affect safe evacuation of the CSSOs.</p>	<ul style="list-style-type: none"> • Presented proposal to Norway for CSSO evacuation by air to ensure prompt removal from South Sudan in the event of a crisis. • The Ministry of Labour, Public Service and Human Resource Development facilitated the deployment of a national Security Liaison Officer to the Project Management Unit (PMU) to strengthen the management of CSSO security. • Working with UNDP and UNDSS, the Project established the Zone Warden system among the CSSOs to enhance regular and effective communication on security matters for better response.

9. Financial Summary

Outputs / Activity Result		Current Annual Budget (US\$) (Jan – Dec 2015)	Cumulative Expenditure	% Expenditure (Cumulative)
		A	D	D/A*100
Activity Result 1	Implementation of Medium-Term Capacity Development Strategy (MTCDS) supported	0	0	0%
Activity Result 2	Civil Service Support Officers (CSSOs) from IGAD Member States with significant skills, experience and professionalism identified, deployed and managed	2,565,524	1,929,213.95	75%
Activity Result 3	South-South linkages between South Sudan and regional countries' public sector agencies and think tanks in IGAD Member States developed and strengthened	37,761	37,761.00	100%
Activity Result 4	Diaspora desk strengthened and Diaspora placed in South Sudan Civil Service	0	0	0%
Activity Result 5	Project Management implemented effectively	836,301	742,961.01	89%
Grand Total		3,439,586	2,709,935.96	79%

10. Annex 1: CSSO Deployment

RSS/IGAD Regional Initiative for Capacity Enhancement

Phase II Deployment (31 Dec. 2015) – 90 CSSOs

S/No	Ministry	National (Juba)	County level	Central Equatoria	Eastern Equatoria	Lakes	Northern Bahr El Ghazal	Warrap	Western Bahr El Ghazal	Western Equatoria	Total
1.	Ministry of Labour Public Service and Human Resource Development	1			2	1	1		1	3	9
2.	Ministry of Education, Science and Technology	2							2		4
3.	Ministry of Livestock and Fisheries Industries	4									4
4.	Ministry of Agriculture, Forestry, Cooperative and Rural Development	2			3				1	2	8
5.	Ministry of Health	1	3		4	8	2	6	4	7	35
6.	Ministry of Transport, Road and Bridges (Civil Aviation Authority)	1									1
7.	South Sudan Investment Authority	1									1
8.	South Sudan HIV/AIDS Commission	1									1
9.	National Audit Chambers	4									4
10.	Ministry of Gender, Child and Social Welfare	2			2				1	2	7
11.	Ministry of Interior	4									4
12.	National Peace Commission	1									1
13.	South Sudan Civil Service Commission	1									1
14.	Ministry of Finance				1		1			1	3
15.	Ministry of Housing and Physical Planning									2	2
16.	State General Secretariat									1	1
17.	South Sudan Urban Water Corporation	1									1
18.	Ministry of Commerce, Trade and Investment									3	3
	Total	26	3	0	12	9	4	6	9	21	90