



SUPPORT TO PUBLIC ADMINISTRATION PROJECT  
RSS/IGAD REGIONAL INITIATIVE FOR CAPACITY ENHANCEMENT IN SOUTH SUDAN

FINAL MID-TERM EVALUATION REPORT

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**All findings, conclusions and recommendations contained in this report are the responsibility of the evaluation team, and do not necessarily reflect the opinions or positions of UNDP and any RSS/IGAD Project stakeholders.**

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## ACRONYMS

AWP	Annual Work Plan
CPD	Country Programme Document
CSSOs	Civil Service Support Officers
CTA	Compensatory Technical Allowance
DGSU	Democratic Governance and Stabilisation Unit
FGD	Focused Group Discussion
GRSS	Government of the Republic of South Sudan
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
ICF	Interim Cooperation Framework
JICA	Japan International Cooperation Agency
IGAD	Intergovernmental Authority on Development
MoLPS&HRD	Ministry of Labour Public Service and Human Resource Development
MTE	Mid-Term Evaluation
PMSU	Partnership and Management Support Unit
PEB	Project Executive Board
PMU	Project Management Unit
SOPs	Standard Operating Procedures
SSDP	South Sudan Development Plan
SS/TrC	South-South/Triangular Cooperation
TC	Technical Committee
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNESCO	United Nations Education and Scientific Organisation
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme

## EXECUTIVE SUMMARY

### Project Background

UNDP is implementing a five-year Support to Public Administration Project - RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan – Phase II project. The Project aims to support South Sudan in building its civil service capacity for equitable, responsive, and accountable service delivery. It aims to address the three levels of capacity: enabling environment/institutional level (policy, legal, regulatory and institutional level); organizational level (work procedures and operational arrangements); and individual level (skills development).

The design and implementation of Phase II project is based on the recommendations of Phase I project, and is aligned to the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme Document (January 2012 - June 2016) Outcome 1: '*Core governance and civil service functions are established and operational.*' Later, the project was realigned to the current Interim Cooperation Framework (ICF)/ Country Programme Document (CPD) (2016-2018) Outcome 3: '*Peace and governance strengthened.*'

### Evaluation Purposes and Methodology

The Mid-Term Evaluation (MTE) was conducted at the request of key stakeholders including the Government of the Republic of South Sudan, UNDP and Norway, to assess the project's contribution towards '*supporting South Sudan in building its civil service capacity for equitable, responsive, and accountable service delivery.*' The evaluation is formative in nature, forward looking, and provides recommendations and lessons learned, to enhance operational and programmatic effectiveness for the remaining duration of the project. This evaluation assessed relevance, effectiveness, efficiency, sustainability, partnership strategies, social inclusion, gender and environmental considerations, and project visibility.

The evaluation was conducted in country from 15 August to 15 September 2017 by a team of two independent consultants. The evaluation is based on two main sources of information, i.e. primary and secondary sources. Triangulation of data and sources was used to minimise the possibility of errors and discrepancy. Reliability and quality of information/data was ensured through a critical review and analysis, cross-checks and probation of respondents while collecting information on programme performance. Impartiality and independence were strictly observed in the selection of respondents for interviews. This approach is an established evaluation methodology and aims to capture all stakeholders' comprehensive views.

### Key Findings

#### Relevance

Although subject to undesirable political, economic and security constraints, the project still reflects the strategic considerations of UNDP to build human resources, organisational and institutional level capacities, which remains a critical national priority for recovery, restoring peace and stability, creating functional institutions, and ultimately support democratic governance, and inclusive service delivery for all.

#### Effectiveness

The December 2013 crisis delayed the deployment of civil service support officers (CSSOs) in August 2015. Sixty-one over from Phase I had to be evacuated to their respective countries in December 2013. As a result of the crisis, much was not achieved between January 2014 and August 2015.

Several institutional policies and strategic documents have been drafted, and some tabled before state councils of ministers for review and approval. Completion and approvals of targeted policies was delayed due to frequent changes in government's priorities and lack of resources.

Following the abrupt and unforeseen creation of new states, some civil servants in various state ministries, including paired civil servants (twins) were reassigned to the newly created states. This disrupted the mentoring process and the project's capacity to attain the desired results.

Project outcomes have not been realised in full. Whilst this is expected since the project is still ongoing, the slow realisation of outcomes has been attributed to the quality of paired civil servants as South Sudan is still in the process

of establishing a fully-fledged civil service and institutions, and therefore recurrent challenges of a young civil service are still prevalent.

### **Efficiency**

The project lost about US\$5 million in exchange rate losses following the depreciation of the Norwegian Kroner (NOK) against the United States dollar during the course of the project. The losses were not reported timely to the donor, resulting in a funding gap and inability to implement planned initiatives like the CSSO Innovative Grant to supplement CSSOs' coaching and mentoring.

The project adopted group-twinning modalities which proved to be more cost efficient, and secured a higher 'critical mass' of twins in the public sector. CSSOs are deployed and work in established government institutions, reducing cost of office rent and other service charges, which also secures national leadership and ownership – a value that cannot be quantified in monetary terms.

UNDP's continued conflict-sensitive analysis and risk management system helped the project to be flexible and context relevant in the management and deployment of CSSOs. The project made use of UNDP's procurement competitive processes, which in turn secured optimal use of funds, and prevented possible misallocation of funds. UNDP adopted highly flexible implementation modalities, which secured a demand rather than a supply driven allocation of technical assistance and financial resources.

### **Partnership strategies**

Apart from existing partnerships, the project team, CSSOs and twins generated a wide array of working partnerships with other UN agencies, faith based organisations, civil society organisations and non-governmental organisations. However, these are not well documented or institutionalised.

### **Sustainability**

There are indications that project results will be sustained at the end of the project. Twinned and non-twinned staff in the participating institutions interviewed noted that, because of successful on-the-job coaching and mentoring, most are in position to continue to mentor and coach other civil servants. The project has an inbuilt sustainability mechanisms which include the deployment of qualified and experienced civil servants from the region with cultural affinity to South Sudan as (opposed to hiring consultants) to provide coaching and mentoring (as opposed to training); placement of the project managing unit within the Ministry of Labour Public Service and Human Resource Development (MoLPS&HRD) as a capacity building measure for the coordinating ministry; and mentoring and coaching civil servants at the technical and managerial levels to ensure continuity at the different levels.

### **Gender considerations**

Gender equality was an integral part of the project design and of great significance to project stakeholders including the donor, Government of the Republic of South Sudan (GRSS), participating Intergovernmental Authority on Development (IGAD) countries and UNDP. The project is progressing towards meeting its gender equity target in terms of deployed CSSOs and twins. However, the project's gender marker in ATLAS<sup>1</sup> is not considered representative and a true reflection of the diverse realities on the ground.

### **Social inclusion**

The project registered progress in addressing the needs of disabled persons and visually impaired groups, and ensuring potentially marginalised persons at state levels get access to government services.

### **Environmental considerations**

The project does not have direct environmental impact. However, during implementation environmental care was taken into consideration by the CSSOs and their twins in the targeted institutions. Since 2013 to late 2016 no explicit mention was made in quarterly and annual reports on progress relating to environmental issues.

### **Visibility**

Significant efforts have been made to enhance project's visibility. UNDP posts human interest stories and project activities in the global and country UNDP websites, as well as in local media (FM radios and newspapers).

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<sup>1</sup> ATLAS is UNDP's online programme and project management platform

## KEY RECOMMENDATIONS

- It is essential to first clear the backlog of pending policies and strategic documents, and those at various levels of approval generated by the project before embarking on drafting additional ones. Implementation should be key to the remainder of Phase II – and beyond.
- The sustainability strategy should be reviewed to align with current context and realities.  
Partnerships forged in specific states should be up scaled to include other states and also taken up at the PMU level for more strategic alliances.
- The project should develop key indicators for gender considerations and social inclusion for gender equality and focused services delivery to vulnerable people groups.
- The project should develop and mainstream environmental indicators that will ensure a strong awareness on environmental issues, and institutionalise it in collaboration with UNEP, together with, *inter alia*, the Ministry of Environment and Forestry, Ministry of Wildlife and Tourism, as well as the Ministry of Petroleum and Mining.
- UNDP should strengthen the project's communications strategy so as to broaden the project's visibility and popularise its scope, opportunities and results.

## KEY LESSONS LEARNT

- Strong inter-and intra-institutionalised coordination mechanisms between the coordinating ministry and participating institutions are essential for harmonised and coherent project implementation. This includes corresponding mechanisms between national and sub-national levels, as well as inter-state levels.
- When a country is as fragile and in a way 'unpredictable', such as South Sudan, it becomes extremely challenging to consolidate capacity enhancement results. Fluidity of the context and unexpected political changes take a toll on well-intentioned interventions such as the RSS/IGAD project.
- Post conflict capacity building, especially in a country like South Sudan, is a process - and at times exploratory in nature, and unrealistic to expect tangible results, impact and higher-level outputs to be realised in the short or medium-term.



## PROJECT BACKGROUND AND CONTEXT

The Support to Public Administration Project –Republic of South Sudan / Inter-Governmental Authority on Development (RSS/IGAD) Regional Initiative for Capacity Enhancement in South Sudan - Phase II, contributes towards public sector capacity building within the civil service. The project is considered a 'flagship project' <sup>2</sup> by Norway, UNDP, the three IGAD member States and the Ministry of Labour Public Service and Human Recourses Development (MoLPS&HRD), and offers a unique South–South /Triangular Cooperation (SS/TrC), which deploys qualified and experienced Civil Service Support Officers (CSSOs) from the IGAD sub-region countries of Ethiopia, Kenya and Uganda. The deployed CSSOs mentor and coach selected South Sudanese civil servants, referred to as 'twins'. The CSSOs spend two years in government institutions in South Sudan, working alongside counterparts/twins.

Phase II of the project follows from Phase I recommendations, and was, until June 2016 aligned to the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme Document (January 2012- June 2016) Outcome 1: *"Core governance and civil service functions are established and operational". From July 2016, the project was realigned to the 2016-18 Interim Cooperation Framework (ICF) Outcome 3: "peace and governance strengthened"*

The project deployed CSSOs to functional areas of support at national and sub-national levels to respond to actual needs and priorities of the Government of the Republic of South Sudan (GRSS) in its formative years after independence. Phase II's flexible and easily adaptable design ensured timely response to the rapidly evolving situation on the ground and allowed for equitable distribution of mentoring and coaching in policy and technical fields, while at the same time ensuring that service delivery is closest to citizens. As a country which sought to diversify its economy outside of the oil sector, the project also deployed CSSOs to additional sectors to assist the GRSS with its objective of diversifying its economy (e.g. focus on agriculture). The project contributed to strengthening of governance of natural resources by deploying technical experts in the environment sector<sup>3</sup> and engraved gender considerations by retaining a 30 percent placement of women CSSOs and selection of female twins.

## DESCRIPTION OF THE PROJECT

The project contributes towards the Interim Cooperation Framework (ICF)/Country Programme Document (CPD) outcome 3: "peace and governance strengthened." Under this CPD pillar, UNDP's interventions include building a capable civil service, providing support to civil service strengthening and civil service reforms.<sup>4</sup> The project also contributes to UNDP Strategic Plan (2014-2017) Outcome 3: "countries have strengthened institutions to progressively deliver universal access to basic services" and Output 3.2. "Functions, financing and capacity of sub-national level institutions enabled to deliver improved basic services and respond to priorities voiced by the public". The project output is "capacity of national and state level civil service institutions strengthened" and through which it aims to contribute to the CPD Output 3.5; "enhancing functions, financing, and capacity of national and sub-national level institutions to deliver improved basic services and respond to priorities voiced by the public."<sup>5</sup> In addition, the project resonates with the priorities of the UN system-wide effort to deliver stronger support to institution-building in countries emerging from conflicts through Civilian Capacities initiatives.

The project was implemented in a volatile context and recurring conflicts, specifically the December 2013 and July 2016 political crises. Continued de-concentration, decentralisation and localisation of conflict affected peaceful regions like Western Equatoria, which undermined the implementation of the project in 2015. In the wake of these crises, security challenges remained a significant barrier to project implementation. After the December 2013 crisis, only 35 CSSOs from Uganda were deployed in August 2015 as part of Phase II. The first batch of Kenyan CSSOs (29) were deployed in October 2015, whilst and 26 Ethiopian CSSOs were deployed in November 2015. Ultimately, CSSOs

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<sup>2</sup> Human Capacity Needs Assessment Report for the Support to Public Administration: RSS/IGAD Regional Initiative for Capacity Enhancement, June 2014.

<sup>3</sup> Project Document for the Support to Public Administration – RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan- Phase II, UNDP South Sudan, October 2013 to March 2016.

<sup>4</sup> Country programme document for the Republic of South Sudan (July 2016-December 2017), page 5.

<sup>5</sup> Country programme document for the Republic of South Sudan (July 2016-December 2018), page 5.

were deployed in 18 institutions at the national and sub-national levels.<sup>6</sup> Additionally, the insecurity experienced in 2016 resulted in the temporary relocation of CSSOs from Juba and Yei to their home countries.

The provisions of the Agreement on the Resolution of the Conflict in the Republic of South Sudan, 2015, referred to, *inter alia*: *“Improved efficiency and effectiveness of the public sector resonated well with the national objective of building a prosperous, productive, and innovative nation as stated in South Sudan Vision 2040.”*

In October 2015, the former 10 states were increased to 28<sup>8</sup>, and in January 2017 four additional states were created, raising the number of states to 32. The new administrative set-up of government is yet to be completed. Following the creation of the new states, staff, including twins, assets and operational funds had to be redistributed to the new states. CSSOs had to identify, retrain and reorient twins and supervisors, all amidst the mergers of some ministries.

## **EVALUATION PURPOSE**

The Mid-Term Evaluation (MTE) was conducted at the request of key stakeholders including GRSS, UNDP and Norway, to assess the project’s contribution towards “supporting South Sudan in building its civil service capacity for equitable, responsive, and accountable service delivery.”<sup>9</sup> The evaluation is formative in nature, forward looking, and provides for recommendations and lessons learnt to inform the remaining project implementation period (until December 2018). The evaluation assessed relevance, effectiveness, efficiency, sustainability, partnership strategies, gender consideration, social inclusion, environmental considerations, and visibility. It recommends approaches to enhance operational and programmatic effectiveness until project end, being realistic, and taking the funding context into consideration.

## **EVALUATION SCOPE**

The evaluation assessed synergies between the project and other UNDP initiatives contributing towards relatively similar outcome areas, such as democracy and participation, public financial management, and access to justice and rule of law project. The evaluation strictly complied with evaluation questions set in the ToR. As part of the sampling, the evaluation covered the former seven states where the project was being implemented during the period of 1 October 2013 to 30 June 2017.

## **EVALUATION OBJECTIVES**

The specific evaluation objectives are:

- 1) To determine the relevance and strategic positioning of the Support Public Administration Project and whether the initial assumptions are still relevant.
- 2) To assess the progress to date and what can be derived in terms of lessons learned for ongoing and future UNDP’s support towards civil service capacity building for equitable, responsive, and accountable service delivery.
- 3) Review the frameworks and strategies that UNDP and partners devised for its support on capacity enhancement of South Sudan institutions and determine whether they are well conceived for achieving planned objectives.
- 4) Review how the project succeeded to strengthen application of a rights-based approach, gender mainstreaming and participation of other socially vulnerable groups such as children and the disabled
- 5) Assess the overall contribution of the project to the state of good governance and public administration.

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<sup>6</sup> IGAD Regional Initiative for Capacity Enhancement in South Sudan, quarter 3, 2015 report.

<sup>8</sup>. The Establishment Order No. 36/2015 AD for the creation of the new South Sudan states

<sup>9</sup> See: UNDP. Terms of Reference. Support to Public Administration Project – RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan- Phase II.

## APPROACH AND METHODOLOGY

The evaluation was conducted from 15 August to 30 September 2017 by a team of independent consultants. The evaluation is based on two main sources of information, i.e. primary and secondary sources (refer to Annex 3 for list of documents reviewed). Triangulation of data and sources was used to minimise possibility of errors and discrepancy. Reliability and quality of information/data was ensured through critical review and analysis, cross checks and probation of the respondent while collecting the information on programme performance. Impartiality and independence was strictly observed in the selection of respondents for interviews. This approach is an established evaluation methodology and aims to capture all stakeholders' comprehensive views.

### Data Collection Methods

**Field visits:** Based on the requirements in the Terms of Reference (ToR) and to meet the objective of consulting a wide range of stakeholders and capturing a representative sample of stakeholders and project coverage, Juba, Aweil, Wau, Torit and Yambio were selected for the field visits. This ensured that the Evaluation Team (ET) was able to adequately cover project sites and areas of intervention.

**Document review:** The ET reviewed documents made available by UNDP. A complete list of project documents, as well as other relevant studies consulted for triangulation of data and potential comparative and independent analysis, is attached as Annex 3.

**Focus group discussions:** The evaluators conducted focus group discussions (FGDs) with CSSOs, twins (also non-twinned staff), supervisors and beneficiaries in five sampled states, using semi-structured questionnaires.

**Key informant interviews** were conducted with UNDP staff, Embassies of Ethiopia, Kenya and Norway, MoLPS&HRD, CSSOs, twins (also non-twinned) and supervisors. Evaluation questionnaires were sent to CSSOs and twins in the former Lakes and Warrap States. A list of key informants interviewed and consulted is attached as Annex 4.

**Observation:** The ET observed first-hand mentoring and coaching in key institutions, and visited hospitals such as Juba Teaching hospital, Yambio, Wau, Aweil, and Torit State hospitals, and the Animal Health Laboratory at the Ministry of Livestock in Juba which are hosting CSSOs.

**Ethical considerations** Evaluation participants were consulted throughout the evaluation and their informed consent was always obtained before proceeding with interviews. Anonymity and confidentiality of individual informants was guaranteed as per the ethical guidelines set out by UN Evaluation Group Standards and Norms.

## FINDINGS

### Relevance

The Support to Public Administration Project – RSS/IGAD Regional Initiative for Capacity Enhancement Phase II remains critical to national priorities and reflects UNDP's strategic considerations to build human, organizational, and institutional capacities, and restore institutional functions and service delivery to the citizens. The design of the project is relevant, and it increased the capacity for frontline service delivery and strategic planning for longer term state-building.<sup>10</sup> In the current development context, the project model is the only one in the region, a flagship of UNDP, Norway and the IGAD contributing countries, and has been vital in advancing sub-regional cooperation. The project responds to IGAD's historical principle of sharing experiences and assisting member states to achieve same standards, stability and service delivery.<sup>11</sup>

The project addressed institutional capacity needs of the GRSS institutions at national and sub-national levels. On-the-job mentoring and coaching imparted skills and built capacities of twins who have demonstrated improvement in their different fields. Improved twins' capacities have enhanced GRSS delivery on institutional mandates, institutional performance in health management, development and documentation of institutional policies, work plans, M&E policies and policy frameworks. For instance, the National Ministry for Higher Education, Science and

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<sup>10</sup> Project Document for the Support to Public Administration –RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan- Phase II, UNDP South Sudan, October 2013 to March 2016.

<sup>11</sup> Interview with the Charge de Affair, Embassy of Ethiopia in Juba, Tuesday 29 August 2017

Technology developed a quality assurance and standards system that is currently being used by teachers to undertake schools' inspections at the national and sub national levels.

The project's activities and outputs are consistent with the intended outcomes and effects. The project undertook a capacity assessment which informed a) deployment to the sub-national levels, and b) targeted deployment to address critical policy and technical needs in line with GRSS priorities.<sup>12</sup>

Gender equality and environment were an integral part of the project design and implementation. These concerns corresponded with the donor and UN/DP policies on cross-cutting issues and GRSS key priorities. The RSS/IGAD project was in position to influence gender policies, gender support development projects at both the national and sub-national levels alongside the implementation of the South Sudan National Action Plan 2015 - 2020 on United Nations Security Council (UNSC) Resolution 1325 on Women, Peace and Security and Related Resolutions. Additionally, CSSOs were enabled to support the National Audit Chambers' compliance to supreme audit standards, improved budgetary and expenditure management within the Ministry of Finance and support to human rights related trainings at the national and local levels. That said, to address a complete set of national gender related indicators, human rights compliance, human development and national environment indicators, the project needs to articulate along the indicators above.

As much as the project objectives and interventions as envisaged at the design stage are still valid to the context of South Sudan, it is partly responsive to the current economic, political and social context. The project team explained that constant insecurity and an unpredictable political situation in the country disrupted the deployment of CSSOs in some conflict-affected states. For instance, following a break out of conflict in 2013, the deployment of CSSOs in Phase II was delayed up to August 2015. During the 2016 political crisis, CSSOs were evacuated until October 2016, severely affecting project implementation. Additionally, the increase in the number of states from 10 to 32 saw a relocation GRSS staff, including twins, to the new states, counties and payam, leaving a significant human resources gap. CSSOs had to retrain twins and adopt a group twinning strategy.

### Effectiveness

Due to the December 2013 crisis, Phase II started the deployment of CSSOs in August 2015. Sixty-one CSSOs were carried over from Phase I and had to be evacuated to their respective countries. As a result of the crisis, much was not achieved between 2014 and August 2015.

The table below shows a summary of documented achievements:

Output indicators	Summary achievements of Phase II
Number of institutional policies developed to enhance operations.	53 institutional policies developed
Number of strategic frameworks developed to implement established policies.	27 strategic frameworks developed
Proportion of targeted institutions reporting improved work-related performance by the twins.	92 percent
Proportion of twins expressing satisfaction over the twinning arrangements.	80 percent
Percentage of targeted institutions rated as offering improved services.	90 percent

Overall the project is on track to deliver the planned outputs. Specific achievements were noted during the evaluation.

<sup>12</sup> Project Document for the Support to Public Administration –RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan- Phase II, UNDP South Sudan, October 2013 to March 2016.

Twins at the national Ministry of Livestock could undertake basic laboratory tests and disease detection on their own. In Yei Civil Hospital, twinned medical doctors administered both anaesthesia and conducted surgeries at the same time. The anaesthetist CSSO trained a general nurse who became the only anaesthetist in the Yei Civil Hospital.

Improved institutional effectiveness was confirmed by host institutions. For instance, the National Ministry of Livestock reported improved compliance in areas such as animal surveillance, disease control and animal health, livestock data, testing of animal samples because of the development of laboratory quality control guidelines. CSSO deployment expedited policy formulation within the Ministry of Gender, which was documented and recorded at a rate of 12 months maximum per policy during 2016. The National Ministry of Gender was enabled to develop key institutional frameworks; National Social Protection Policy Framework 2016, South Sudan National Action Plan for UN Security Council Resolution 1325 (2015 – 2020), SOP for gender based violence Case Management, and National Disability and Inclusion Policy 2015, including a version for the visually impaired and a basic South Sudanese sign language dictionary.

Gender equality, is embedded in the project document through commitment to a 30 percent of the CSSOs to be female. In Phase II, the project was able to deploy 23 female CSSOs (out of the 111 CSSOs), which represents 15 percent of the total deployment. The inability of the project to meet the gender target was attributed to the non-availability of female candidates in the contributing countries and/or the fear of insecurity in the host country. With regards to South Sudan, 392 twins (67 female, which represents 17 percent) were mentored. Furthermore, gender related policy, strategic and action plans were also developed and are operational. However, gender indicators should be conceptualised beyond numerical statistics and should capture gender specific needs of GRSS institutions. NAC has delivered significant results in auditing through auditing of government institutions and the writing of management letters.

Key targeted institutional systems and functions were developed. These include the establishment of a national criminal finger print records data base for the Ministry of Interior, following which 152 criminal finger prints from the Juba main prison were classified, tested, assigned criminal record numbers, registered and archived. Additionally, a human resources data base in Microsoft Access was developed for the MoLPS&HRD to enhance record keeping and data management for the South Sudan civil service. CSSOs have developed strategic institutional documents on organisational structures, career designs, human resources performance management and human resources database management policy, leave guidelines and internship guidelines, but those are still in draft form. It is envisaged that if these documents are approved and operationalised, then the MOLPS&HRD will steadily be able to establish a functional civil service across all institutions.

That said, there were instances where the project efforts have not translated to the desired higher-level outcomes. This has *inter alia* been attributed to quality of twins. South Sudan is still establishing a fully-fledged civil service and institutions and therefore recurrent challenges of a young civil service were still prevalent at the time of the evaluation. For instance, Wau which is a predominantly Arabic speaking state is still grappling with the use of English. An English tutor noted that she had initially assumed that the staff at the state Ministry of Education and teachers in the state had a functional knowledge of the English language, however that was not the case and she had to tailor basic beginner English courses.

In addition, key respondents emphasised that the lack of stability among the technical civil service staff is a common characteristic across states. Comments such as "Public Administration is highly politicised" were noted by the ET. There are frequent transfers of Ministers and technical staff, and restructuring of state ministries. All these changes affect the staff undergoing coaching, mentoring and training, thus compromising the sustainability and effectiveness of the capacity development initiatives being conducted by the CSSOs.

UNDP is perceived by stakeholders as a strong advocate for improving institutional capacity in the country. First, the project's mode of delivery is unique and considered comprehensive. Project counterparts noted that RSS/IGAD project is a model, which is benefiting strategic institutions such as NAC, the Ministry of Gender, State Ministry of Education and MOLPS&HRD. The project continued to deliver services in key priority areas like health even during periods of political instability.

Norway considers the project as a unique progressive model, and promised additional and future support. What was requested by the donor is for UNDP to communicate emerging external changes and challenges in good time, and devise a clear strategy, which articulates the needs and changes in the context to consolidate the achievements made. Other counterparts explained that, the critical mass of twins and additional CSSOs could be deployed to some of the newly created states where infrastructure and other amenities are available.

## Efficiency

CSSOs were deployed in policy and technical fields to support GRSS core functions and diversification of the economy (such as agriculture), gender mainstreaming, and environmental considerations. That said, during the evaluation, some good examples of cost effectiveness were identified in project implementation.

The implementation strategy and conceptual framework are sensitive to the development constraints of the country. Firstly, the project document was jointly developed and agreed upon by GRSS, UNDP and the three IGAD contributing countries. Secondly, the project responds to critical institutional, organisational and individual development needs within the civil service at both national and sub-national levels. As a country involved in a protracted conflict, building civil servant's capacities and undertaking institutional reforms is a top GRSS priority.

The project utilised all available financial resources to implement all project components, except the diaspora desk component which was not funded by Norway. The project had proposed an Innovative Grant Fund of up to US\$1,000 per CSSO to address gaps caused by persistent lack of government budget for basic stationery, equipment, etc. However, as previously mentioned in this report, this grant was lost due to the impact of exchange rate fluctuation. If it was not for the loss of funds due to US\$/NOK currency fluctuation and timely response by UNDP, the ET believes that this grant is indeed 'innovative', and would have had most certainly a positive and cost-effective contribution to project implementation.

The project lost over US\$5 million in exchange rate losses due to the depreciation of the Norwegian Kroner (NOK) to the US dollar. The losses were not reported timely to the donor. Resultantly, key project activities like, the provision of the proposed CSSO Innovative Grant to supplement CSSOs' coaching and mentoring were undermined. Operationally, UNDP's response to a very unpredictable political, economic and security situation was quick and effective, but was observed as inadequate for longer term projections and sustenance considering the fast-changing external challenges. UNDP should improve its environmental/ contexts scanning to identify and mitigate potential risks.

All CSSOs, government counterparts, Norway and UNDP noted that some CSSOs were not provided with transport, office space, electricity, office equipment, stationery and visas as was agreed by the GRSS. For instance, the ICT specialist in Wau, was not able to deliver computer literacy trainings to the staff of the State Ministry of Education because the Ministry has had no electricity for over two months. Doctors at Juba teaching hospital confirmed that due to lack of fuel for the hospital generator they only performed emergency surgeries. In Torit, all CSSOs lacked transport for basic mobility and undertaking agriculture extension services. These constraints affected project delivery, since many CSSOs partially implemented annual work plan (AWP) activities.

Phase II made more use of group-twinning modalities than during Phase I, which in turn proved to be efficient, and secured a higher 'critical mass' of twins in the public sector. Due to human resources deficits within most participating institutions, CSSOs trained both twins and non-twin staff. This ensured that the project benefited more than just the twins assigned to the CSSOs. The National Audit Chamber is a good example of how four CSSOs trained over eight twins. In Wau for example, the Twin/CSSO ratio was an average of 6 per CSSO and an average of 10 non-twin staff per CSSO. Similar averages applied in some targeted institutions visited in Yambio, Aweil and Torit.

However, the current economic situation affects twins' attendance. Due to the non-payment of twins' salary in Juba for up to 4 months and for up to 6 months, many twins feel 'demoralised' and do not report to work in a timely manner, and engage in other personal income generating activities. The situation is more acute at the state level where some twins barely report to work. For instance, in Torit and Wau, twins, supervisors and CSSOs noted that twins' absenteeism was very high. In Wau, twins who live in the Protection of Civilian sites are constraint financially and security wise and do not report to work. This was unforeseen by the project, but it is upon GRSS to remunerate and motivate the twins.

The CSSOs are deployed and co-located in existing government institutions, which helped to reduce the cost of office rental and other service charges. Nearly all CSSOs are mid-level experts, who hold significant experience in their respective disciplines and GRSS selected available staff as twins. However, the ET noted situations where CSSO and twins were mismatched. A key respondent explained that the CSSOs deployed to the Ministry of Gender are both teachers and not gender specialists. At the MOLPS&HRD, it was reported that some CSSOs were twinned with individuals who were accountants and not human resources specialists. This was attributed to improper identification of twins. This slowed down on-the-job mentoring and coaching since the retention of knowledge by non-qualified twins was reported as 'very slow'.

RSS/IGAD Project safeguards GRSS' ownership of project results. The project has a Project Executive Board (PEB), which takes strategic decisions, provides policy guidelines, and project oversight to ensure the quality and timely delivery of project results. The PEB is co-chaired by MoLPS&HRD and UNDP, and is comprised of representatives from GRSS, Ethiopia, Kenya, Uganda, and Norway. The PEB is to convene every quarter. A project Technical Committee (TC) was also established and consists of MoLPS&HRD, Norway, representatives of the three IGAD countries and UNDP. The TC deliberates technical issues related to project implementation and monitoring, and advises PMU on key programming issues and acts as a 'clearing house' for issues submitted to the PEB, and is to meet every two months. However, some key respondents mentioned that at times, it was difficult to convene regular PEB and TC meetings because of frequent changes in government, (e.g. three Ministers for MoLPS&HRD), rotation of embassy staff, and insecurity.

At the time of conducting this evaluation there were significant challenges related to delays in CSSO's consolidated allowance payment (CTA), lapses in providing comprehensive feedback to progress reports and other administrative issues related to the CSSOs. The project team explained that the delays in payment of CTA were a result of lack of liquidity at the Kenya Commercial Bank (KCB) branches in South Sudan, UNDP change of bank vendor from KCB to other banks, and errors in CSSOs' bank account numbers. Further, administrative delays related to medical insurance was due to UNDP procurement process that requires high-level of transparency and accountability.

The project's monitoring and evaluation (M&E) activities are fully aligned to UNDP's M&E policies. Accordingly, the project is monitored through the preparation and submission of quarterly reports, updating project results, baselines, indicators, targets, issues, risks, and M&E plan in the UNDP enterprise resource management system (ATLAS). In addition, frequent programme visits, CSSOs/twins' reports, and review workshops, are employed to reinforce UNDP's accountability for results.

### **Sustainability**

The project works through existing statutory civil service institutions, which will remain in place long after the end of the project. Additionally, a sustainability strategy was conceptualised in the project document and the MoLPS&HRD was required to lead, finalise and implement an exit strategy, but there was none at the time of the evaluation. At the start of Phase II, the GRSS contributed towards its obligations, an indication of sustainability of results beyond project span. However, since the GRSS is faced with significant financial constraints, it is unlikely that the GRSS can sustain a project of this scope, which requires funding for continued deployment of mid-level experts from the three contributing countries to boost capacities in the short-term.

There are suggestions that project results will be sustained. Twinned and non-twinned staff in the target institutions interviewed noted that because of on-the-job coaching and mentoring, most are in position to sustain mentor and coach other GRSS staff. In addition, most twins interviewed showed a strong interest to undertake a training of trainers' course to become on-the-job mentors and coaches to other GRSS staff. Some twins expressed the need to be absorbed within the newly created states, where the need for capacity building is most critical, and chances of promotion more promising. Because of improved performance and effective coaching and mentoring, all government counterparts interviewed indicated a strong desire to sustain the project beyond the current project period, but there were no tangible sustainability strategies from any of the targeted institutions, except for some provisional comments and plans put in place by the respective CSSOs.

The development and operationalisation of GRSS institutional policies, strategies and other compliance SOPs are an indication of professionalised and strengthened GRSS capacities to sustain knowledge and skills transferred. However, due to GRSS financial difficulties, only a few institutional policies and strategies have been operationalised. There is a strong desire from all key stakeholders, especially twins and supervisors, that the coaching and mentoring to include external learning missions and educational opportunities. However, the current context weakens government's capacity to sustain the initiative. While the Government contributed to the project through the assignment of twins, provision of office spaces, and supervision of CSSOs, the scope of the project made the GRSS to heavily rely on support from the Government of Norway and the three IGAD contributing countries.

UNDP capacity development support remains relevant to be dynamic and flexible in fragile and post-conflict societies, regardless of severe insecurities and economic hardships. A few policy and regulatory frameworks are in place to support the continuation of benefits, e.g. the National Ministry of Livestock has developed SOPs for laboratory management and have harmonised the laboratory management with IGAD standard policies on animal health, which also benefits the region, the National Ministry of Gender has several documented policies, frameworks and strategies which have enhanced the delivery of the Ministry's priorities and gender indicators. The NAC and the

National Ministry of Higher Education, Science and Technology has developed curriculums and policy frameworks to enhance quality assurance and standards within the institutions. The development of standard statistical packages within the MoLPS&HRD, improved analysis and disaggregation of data by gender and specific staff qualifications. Two manuals on the incorporation of basic data and M&E were developed in the state Ministry of Agriculture in Wau, which led to the incorporation of basic data on seasons, crop diseases and crop production.

All partners are committed to continuing with supporting the project. For instance, the three contributing countries further retained CSSOs' salaries, pensions, and other civil servant's benefits in their home countries, as a contribution towards the project. The regional cost sharing arrangements are rather unique and a strong indication of south-south cooperation, commitment and sustainability. However, due to the economic crisis, the government can hardly meet some of its obligations towards the project, which caused a significant constraint on the smooth implementation of project results. Many targeted institutions struggle to procure and provide basic support to CSSOs and twins as officially agreed at the inception of the project. While the twins are part of the institutions and require no additional financial arrangements except their regular monthly pay and remuneration, the irregular nature of salary payment undermines morale and commitment of twins to the coaching and mentoring arrangement.

Knowledge transfer through training, coaching and mentoring has produced a broad-based skill sets and varied competencies for government counterparts. Both supervisors and twins have expressed willingness to carry on with mentoring and coaching their colleagues after the CSSO deployment ends. It is yet to be seen if government will generate and consolidate data on all those trained and the kind of skills imparted to facilitate future on-the-job coaching and mentoring of other South Sudanese by the remaining twins.

While Norway's intervention is increasingly shifting towards humanitarian assistance, saving lives and supporting key areas to reduce insecurity and contributing to sustainable peace, the RSS/IGAD project is one of the few key areas which Norway regards as relevant for institutional stabilisation. However, continued support and additional funding for the remainder of the project is dependent on how UNDP articulates the current needs and provides a clear strategy of moving forward in a manner which enhances delivery of outputs and results for the remainder of the project.

The sustainability of project results should be re-examined to reflect the current context in South Sudan. There is a causal link between the current political situation, the insecurities of 2013 and 2016, the creation of the 32 states and the effectiveness and sustainability of a project of this nature. The cumulative effects of these events have multifaceted implications for sustainability of project results as CSSOs had to be relocated and evacuated at very crucial times. A no-cost extension was also approved to compensate for this challenge. Security and political stability is a pre-requisite for both development and capacity enhancement in South Sudan. The July 2016 political crisis in Juba and Wau, and intermittent pockets of insecurity all over the country disrupted project implementation. A strong commitment to credible and realistic political and administrative reforms is crucial on the side of the GRSS.

### **Partnership Strategies**

MoLPS&HRD is the project's main implementing partner and hosts the PMU. The IGAD contributing countries participate in the recruitment of CSSOs and overall management and oversight through the TC and the PEB. In addition, the project works with 18 national and 31 sub-national GRSS institutions. As previously mentioned, the projects collaborated with other UNDP projects. Externally, the project collaborated with other UN agencies and organisations<sup>13</sup> international non-governmental organisations<sup>14</sup>, local civil society organisations, and community leaders in strengthening the skills transfer processes and resource mobilisation.<sup>15</sup> In some project areas the existing partnerships supported CSSOs with transport and other work facilities for conducting practical trainings for extension workers, maternity ward workload in hospitals, testing of animal samples, and finalisation of institutional policies, institutional strategic plans, and the National Action Plan on UNSC Resolution 1325.

Additionally, the World Food Programme (WFP) works with CSSOs within the Ministry of Gender to enhance gender mainstreaming and food security concerns in the rural areas. They recently launched a project on small business

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<sup>13</sup> These include United Nations Children Education Fund (UNICEF), United Nations Education and Scientific Organisation (UNESCO), United Nations Mission in South Sudan (UNMISS), Food and Agricultural Organisation and World Food Programme (WFP).

<sup>14</sup> These entail Medecins Sans Frontieres (MSF), African Development Bank (AfDB), World Vision (WV), Norwegian People's Aid, Vétérinaires Sans Frontières (VSF) Belgium and Swiss, Catholic Organisation for Relief and Development Aid (CordAid), and Japan International Cooperation Agency (JICA)

<sup>15</sup> IGAD Regional Initiative for Capacity Enhancement in South Sudan, Annual Report 2016.



enterprises for women within the internally displaced peoples' camps. Because of the partnerships, the CSSOs embedded in the Ministry of Gender are part of a bigger partners' gender coordination forum. Government counterparts in most targeted institutions where CSSOs are embedded encourage CSSOs to liaise with other partners working on similar issues. The National Audit Chamber benefitted from effective partnership with World Bank established by the CSSOs and twins.

The donor, CSSOs and many counterparts explained that UNDP should be able to make use of additional partners working on similar GRSS priorities. It was specially noted that "if well-coordinated by UNDP, additional partnerships can support the work of CSSOs who are deployed in the health and food security sectors..."<sup>16</sup> CSSOs also noted that in the absence of the Innovative Grant Fund, they ended up delivering on other partners' priorities and not those they outlined as key priorities for the targeted GRSS institutions. For example, in Torit, a CSSO had planned a training for midwives on basic methods of safe delivery, but ended up supporting another training that was planned by the Catholic Organisation for Relief and Development Aid (CordAid) and to train midwives.

### **Gender Considerations**

Gender consideration is an integral part of the project design and of great significance to the donor. Phase II was designed to maintain a target of 30 percent target female CSSO deployment<sup>17</sup> the project also ensured that 61 of the selected twins were female.<sup>18</sup> Therefore at the implementation level gender considerations were considered. At the time of the evaluation the project met up to 33% of its gender related targets. But the gender marker is not representative of the realities on the ground. Firstly, there are fewer educated women and hence GRSS institutions and the project must consider affirmative action to lower the requirements for twin's selection. Generally, not all gender equality and gender sensitivity indicators were met.

While at the ministry of Gender, Child and Social Welfare, gender issues were implemented as cross-cutting issues, other GRSS institutions perceive and treat gender in terms of "the number of twins who are female"., That is why it would be an added value that the project reviews overall gender needs per institution.

### **Social Inclusion**

Aside from the achievements within the Ministry of Gender, which also includes disabled persons and visually impaired groups, many project results did not comprehensively made provision for social inclusion. This was a significant limitation in Phase II.

### **Environmental Considerations**

The fact that South Sudan is a new state provides great opportunities for the creation of an optimal institutional regulatory setting that helps to deal with issues of environmental consideration. The GRSS is in the process of establishing institutional mechanisms, policies and legislations, aimed at addressing sustainable development, natural resources management and environmental issue.<sup>19</sup> The project continued to contribute towards the strengthening of environmental governance in the institutions hosting CSSOs. For instance, in the health sector, twins are working closely with the Directorate of Public Health staff in the correct handling and disposing of expired drugs.<sup>20</sup> A key respondent also commented that: "During the project implementation, CSSOs working in the agriculture and livestock sector mainstreamed environmental care in the conduct of their coaching and mentoring of twins as well as in the work of extension workers through sharing of information with extension agents/workers from the agriculture sector on pest control."

### **Visibility**

The project document is silent on 'visibility' *per se*, but it recognises the risk of negative perceptions by the populace and civil servants on of CSSOs' deployment, and suggested the following: 1) work closely with the MoLPS&HRD and media to increase awareness of the RSS/IGAD Project; and 2) increase public flow of information on the deployment and departure of CSSOs to improve understanding and promote positive publicity on the objectives of the project. In mitigation, it was reported by a project team official that: "RSS/IGAD Project's 2013 AWP's activities included indicators such as, 'number of documents/publications produced and publicized. The work plan also stated that 'To promote IGAD Project visibility through recruitment and placement of a Communication Specialist', was to be

<sup>16</sup> Key informant respondent in Juba,

<sup>17</sup> RSS/IGAD Phase II Project Document, October 2013, p. 15.

<sup>18</sup> Support to Public Administration 2016 Annual Report, p.6.

<sup>19</sup> Environmental Impact Risks and Opportunities Assessment: GRSS Ministry of Environment and UNDP Report. January (2012)

<sup>20</sup> Interview with CSSOs and twins at the National Ministry of Livestock, Juba, August 28, 2017

undertaken.” However, the project team explained that a communications specialist was hired, but because of the significant impact of the devaluation of the NOK, the post became vacant.

However, besides claims by the project team that the “2013 AWP’s activities included indicators such as, “number of documents/publications produced and publicized”, the ET could not find any evidence reported on such matters, including in annual reports dated from 2013-2016. Only the 1<sup>st</sup> quarterly report of 2017 of the project refers to some visibility issues.

The project was able to produce a promotional video about the projects contributions towards civil service strengthening and an innovative idea about hybrid maize production project. There was also a radio broadcast on Radio Miraya about UNDP - IGAD initiative to boost agriculture production in Yambio and flicker album of CSSOs at work in Yambio General Hospital.

## **CONCLUSIONS**

Based on the findings presented in the previous sections, the ET has reached the following key conclusions as per project objectives and evaluation criteria:

### **Overall conclusions**

The project achievements in terms of relevance and strategic positioning can be rated as high. The initial assumptions and implementation modalities are still relevant. Given the external challenges faced by the project, progress to date has been highly satisfactory. Lessons learned for ongoing and future UNDP’s support towards civil service capacity building towards recovery, equitable, responsive and accountable service delivery, have been generated and documented. The frameworks and strategies that UNDP and partners devised for its support on capacity enhancement of South Sudan institutions are well conceived for achieving planned objectives. The project has succeeded moderately to strengthen the application of a rights-based approach, gender mainstreaming and participation of other vulnerable groups such as children and the disabled. The overall contribution of the project to the state of democratic governance and gains made from the support to public sector development and service delivery need to be sustained.

### **Relevance**

Although subject to undesirable political, economic and security externalities, the project still reflects the strategic considerations of UNDP to build human resources, organisational and institutional level capacities, which remains a critical national priority in terms of recovery, restoring peace and stability, creating functional institutions, and ultimately support good governance and sustainable service delivery for all.

### **Effectiveness**

Significant project output level progress was made, with a visible contribution towards higher level results. There is evidence of skills adoption and application by the twins, as well as some degree of transformation and improved work ethics in targeted institutions. Development of institutional policies is an important step towards civil service reforms. More could be achieved with an increased investment by the central and state governments into the capacity enhancement initiatives.

### **Efficiency**

The project implementation modality is in itself a cost-saving measure, geared to achieve more with less. Presence of CSSOs in GRSS ministries, agencies and departments reduces cost of office rent and other service charges and also entails a diffusion of skills and work ethics.

The unforeseen exchange rate losses posed a challenge as other planned initiatives could not be implemented fully. However, **partnerships** forged by the project helped ameliorate the gaps by availing some of the required utilities.

### **Sustainability**

There are indications and desire by twins to expand the coaching and mentoring processes within their institutions. From the funding side, there I call for government’s commitment to civil service capacity enhancement as a way to attract more development partners to support capacity building initiatives. There is need to review the sustainability plan presented in the project document to reflect the current realities and progress made to date.

## Gender considerations

The project made strides towards gender equity in the recruitment of CSSOS and twins. Lack of monitoring data on gender clouded an analysis of gender results.

## Social inclusion

Besides achievements within the Ministry of Gender, which also includes disabled persons and visually impaired groups, many project results did not comprehensively make provision for social inclusion.

## Environmental considerations

Although the project does not have direct environmental impact, it is prudent that environmental care is taken seriously as part and parcel of the coaching and mentoring arrangement. It is recommended that explicit mention of environmental aspect of the project be clearly presented in all quarterly and annual reports on progress relating to environmental issues. As per UNDP corporate guidelines, the project should undertake a comprehensive Social and Environment Standards (SES) assessment.

## Visibility

The project need to increase the frequency and content of human interest stories and project activities on its global and South Sudan Country Office websites, as well as in local and regional media including FM radios, television stations and newspapers.

## KEY RECOMMENDATIONS

- It is essential to first clear the backlog of pending policies and strategic documents, and those at various levels of approval generated by the project before embarking on drafting additional ones. Implementation should be key to the remainder of Phase II – and beyond.
- The sustainability strategy should be reviewed to align with current context and realities.  
Partnerships forged in specific states should be up scaled to include other states and also taken up at the PMU level for more strategic alliances.
- The project should develop key indicators for gender considerations and social inclusion for gender equality and focused services delivery to vulnerable people groups.
- The project should develop and mainstream environmental indicators that will ensure a strong awareness on environmental issues, and institutionalise it in collaboration with UNEP, together with, *inter alia*, the Ministry of Environment and Forestry, Ministry of Wildlife and Tourism, as well as the Ministry of Petroleum and Mining.
- UNDP should strengthen the project's communications strategy so as to broaden the project's visibility and popularise its scope, opportunities and results.

## KEY LESSONS LEARNT

- Strong inter-and intra-institutionalised coordination mechanisms between the coordinating ministry and participating institutions are essential for harmonised and coherent project implementation. This includes corresponding mechanisms between national and sub-national levels, as well as inter-state levels.
- When a country is as fragile and in a way 'unpredictable', such as South Sudan, it becomes extremely challenging to consolidate capacity enhancement results. Fluidity of the context and unexpected political changes take a toll on well-intentioned interventions such as the RSS/IGAD project.
- Post conflict capacity building, especially in a country like South Sudan, is a process - and at times exploratory in nature, and unrealistic to expect tangible results, impact and higher-level outputs to be realised in the short or medium-term.



UNITED NATIONS DEVELOPMENT PROGRAMME  
TERMS OF REFERENCE

**1. Consultancy Information**

**Consultancy title:** Support to Public Administration Project –IGAD Regional Initiative for Capacity Enhancement in South Sudan- Phase II

**Duration:** 30 days

**Duty Station:** Juba, South Sudan, with possible travel to states

**2. Background and Context**

The Support to Public Administration Project – IGAD Regional Initiative for Capacity Enhancement in South Sudan- Phase II was designed in line with the 2012-2016 South Sudan Development Plan (SSDP) and the annexed Medium-Term Capacity Development Strategy (MTCDS), the Support Public Administration Project aims to support South Sudan in building its civil service capacity for equitable, responsive, and accountable service delivery. It aims to address the three levels of capacity: enabling environment (policy, legal, regulatory and institutional); organizational level (work procedures and operational arrangements); and individual (skills development) levels. The project is funded by the Government of Norway. Three IGAD countries; Ethiopia, Kenya and Uganda contributes experience civil servants who spend two years in South Sudan government institutions.

The SSDP provided a framework for achieving critical development outcomes related to Governance, Economic Development, Social and Human Development and Conflict Prevention and Security. Recognizing that the human and institutional gaps are major obstacles to rapid progress, the MTCDS provides a basis for capacitating the new state to deliver on the national development objectives. Essentially, the SSDP and the annexed MTCDS reaffirm the commitment of the government to create a professional, accountable, transparent and responsive civil service. The Support Public Administration Project was, therefore, designed to directly support SSDP priorities related to an improved civil service.

The Support Public Administration Project was, until December 2015 aligned with the United Nations Development Assistance Framework (UNDAF) *outcome "Core governance and civil service functions are established and operational"*, and now to the Interim Cooperation Framework (ICF) outcome "Peace and Governance Strengthened". The implementation of this outcome is further elaborated in the UNDP Country Programme Document (CPD), Country Programme Action Plan (CPAP) – until June 2016, and Annual Work Plans (AWP).

This initiative also resonates with UN General Assembly Resolution on Civilian Capacity in the Aftermath of Conflict<sup>21</sup>; which advocates for civilian capacity reform through regional capacity initiatives by Member States. It notes the importance of drawing on relevant expertise in the development of initiatives to support national capacities when supporting countries emerging from conflict. In his report, after the resolution, the UN Secretary General stressed the urgent need for timely and effective civilian capacities in situations of violence and upheaval<sup>22</sup>. He highlighted the importance of South-South and triangular cooperation in developing national capacities and mobilizing resources for institution building<sup>23</sup>. The Secretary-General noted the Support Public Administration Project as a model partnership in the global South complemented by triangular funding from donor countries<sup>24</sup> (Norway). The RSS/IGAD Initiative promotes the use of regional expertise through the deployment of CSSOs from member countries to support capacity building and reform in South Sudan.

The Support Public Administration Project is in line with the 'New Deal' advocated by the Group of 7+, championing national ownership for sustainable peace and development in fragile states. It supports inclusive, country-owned and country-led transitions, while recognizing that 'transitioning out of fragility was a lengthy political process that required country leadership

<sup>21</sup>. Resolution adopted by the General Assembly, 66/255, Civilian capacity in the aftermath of conflict

<sup>22</sup>. Report of the Secretary-General on civilian capacity in the aftermath of conflict, A/67/312 – S/2012/645, p. 4

<sup>23</sup>. Ibid

<sup>24</sup>. Ibid., pp. 10 - 11

and ownership.<sup>25</sup>South Sudan government institutions are expected to perform core governance functions to foster sustainable peace and facilitate recovery out of fragility. State-building experiences from post conflict countries attest that this cannot be done without a capable and accountable civil service. In this regard, the Support Public Administration Project echoes the 'New Deal' by supporting South Sudan's transition from fragility through civil service capacity building.

### 3. Purpose of the Evaluation

The Support Public Administration Project ends in December 2018. This mid-term evaluation is being conducted at the request of the national government and UNDP to assess the project's contribution towards "support South Sudan in building its civil service capacity for equitable, responsive, and accountable service delivery". The evaluation is formative in nature, forward looking and utilisation focussed, and will elaborate lessons and best practices to inform the remaining project implementation period (until December 2018). As per the OECD/DAC criteria, this evaluation will assess relevance, effectiveness and efficiency, potential sustainability and impact of the project. The evaluation will assess the intended and unintended outcomes of the Support Public Administration Project and recommend strategies to enhance operational and programmatic effectiveness until project end.

The evaluation serves as an important accountability function, providing national stakeholders and partners in South Sudan with an impartial assessment of the results generated to date, including gender equality results of this project. The findings and recommendations of the evaluation will inform the key stakeholders of this evaluation who are the relevant ministries and institutions of the Government of the Republic of South Sudan, Government of Norway, Ethiopia, Kenya & Uganda and potential donors, UNDP and other UN agencies.

### 4. evaluation scope and objectives

#### a. Scope

The mid-term evaluation will cover the period of 1 October 2013-31 March 2017, in the following geographic locations - Central Equatoria, Eastern Equatoria, Western Equatoria, Northern Bahr el-Ghazal and Western Bahr el-Ghazal. The evaluation will cover programme conceptualisation, design, implementation, monitoring and evaluation of results. The evaluation will also focus performance of indicators agreed with Norway. In addition to assessing the relevance, effectiveness and efficiency of the RSS/IGAD Regional Initiative, the mid-term evaluation will

- a) explore the key factors that have contributed to the achieving or not achieving of the intended results;
- b) determine the extent to which the Support Public Administration Project is contributing to
  - building capacities,
  - addressing crosscutting issues of gender and human rights,
  - forging partnership at different levels, including with government, donors, UN agencies, and communities; potential sustainability of the Support Public Administration Project for continued realisation of results;
- c) draw lessons learned and best practices and make recommendations for future programming of projects of similar nature.

The evaluation will also assess the synergy between the Support Public Administration Project and other UNDP initiatives contributing towards the same outcome areas; community security and arms control, democracy and participation, public financial management and access to justice and rule of law projects.

#### b. Objectives

Specific evaluation objectives are:

1. To determine the relevance and strategic positioning of the Support Public Administration Project and whether the initial assumptions are still relevant;
2. To assess the progress to date and what can be derived in terms of lessons learned for ongoing and future UNDP's support towards civil service capacity building for equitable, responsive, and accountable service delivery;
3. Review the frameworks and strategies that UNDP and partners devised for its support on capacity enhancement of South Sudan institutions and determine whether they are well conceived for achieving planned objectives;
4. Review how the project succeeded to strengthen application of a rights-based approach, gender mainstreaming and participation of other socially vulnerable groups such as children and the disabled
5. Assess the overall contribution of the project to the state of good governance and public administration in the country.

<sup>25</sup>. New Deal for International Engagement in Fragile States, endorsed at the Fourth High-Level Forum in Aid Effectiveness, Busan, Republic of Korea, 29 November – 1 December 2011.

**Target Audience**

UNDP and UNCT, Norway, contributing IGAD countries (Ethiopia, Kenya and Uganda), South Sudan government ministries, agencies and departments and other relevant users of the report.

**5. Evaluation questions**

The mid-term project evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability

**Relevance**

1. To what extent is UNDP's engagement in the Support to Public Administration Project – IGAD Regional Initiative for Capacity Enhancement in South Sudan a reflection of strategic considerations, including UNDP's role in the development context in South Sudan and its comparative advantage vis-a-vis other partners
2. Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme?
3. Are the activities and outputs of the programme consistent with the intended outcomes and effects?
4. To what extent has UNDP capacity building support contributed to influencing national policies/strategies focusing on human rights protection, gender equality and equitable sustainable development?
5. To what extent was UNDP's selected method of delivery appropriate to the development context?

**Effectiveness**

To what extent have project results/targets been achieved or has progress been made towards their achievement?

How have corresponding outputs delivered by the project affected the project/CPD outcomes, and in what ways have they not been effective?

What has been the contribution of other UNDP projects, partners and other organizations to the project results, and how effective have project partnerships been in contributing to achieving the results?

What were the positive or negative, intended or unintended, changes brought about by the project's work?

To what extent did the project benefit women and men equally?

To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?

Is UNDP perceived by stakeholders as a strong advocate for improving institutional capacity in the country?

**Efficiency**

Are the project implementation strategy and approaches, conceptual framework and execution efficient and cost effective?

Are they sufficiently sensitive to the political and development constraints of the country?

Is there an economical use of financial and human resources? Are resources (funds, human resources, time, expertise, etc.) being allocated strategically to achieve outputs??

To what extent are quality outputs being delivered on time? Can a different approach produce better results?

To what extent were partnership modalities conducive to the delivery of outputs?

How is the project management structure operating?

To what extent are monitoring systems providing management with a stream of data to allow it to learn and adjust implementation accordingly?

**Sustainability**

What indications are there that the project results will be or has been sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?

To what extent has a sustainability strategy been developed or implemented?

To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?

To what extent are partners committed to providing continuing support?

How will concerns for gender equality, human rights and human development be taken forward by government institutions?

**Partnership strategy**

To what extent are partnership modalities conducive to the delivery of outputs?

Are there current or potential complementarities or overlaps with existing partners' programmes?

How have partnerships affected the progress towards achieving the outputs?

Has UNDP worked effectively with partners to deliver on this current Initiative?

How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote the institutional capacity enhancement initiative in the country?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration?

**Gender considerations**

6. To what extent has gender been addressed in the design, implementation and monitoring of the project? Is gender marker data assigned this project representative of reality?
7. Are gender issues being implemented as a cross-cutting theme. Is the project providing sufficient attention to promote gender equality and gender-sensitivity?

8. To what extent is the project informed by human rights treaties and instruments?

#### **Social inclusion**

9. How did the project consider the plight and needs of the vulnerable and disadvantaged to promote social equity, for example, women, youth, disabled persons?

Based on the above analysis, the evaluator is expected to provide overarching conclusions on the project results in this area of support, as well as recommendations on how the UNDP South Sudan Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities for similar future initiatives.

### **6. Methodology for the evaluation**

The mid-term evaluation will be carried out in accordance with UNEG Evaluation Norms and Standards of Evaluation and Ethical Standards as well as OECD/DAC evaluation principles and guidelines and fully compliant with the DAC Evaluation Quality Standards (2016). This mid-term evaluation involves qualitative and quantitative methods to evaluate project implementation and their performance and to make recommendations for the ongoing project.

The evaluation will be carried out by an independent evaluator, and will engage a broad range of key stakeholders and beneficiaries, including government officials, donors, civil society organizations (where applicable) UNDP staff. This evaluation is expected to take a “theory of change” approach to determining causal links between the initiatives that UNDP South Sudan has supported, and observed progress in civil service capacity in the country. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, and technical papers, stakeholder interviews, focus groups, surveys and site visits as applicable

#### **5.1. Data Collection**

The mid-term evaluation will be carried out through a wide participation of all relevant stakeholders including the UN, the government institutions, CSOs, CSSOs, South Sudan civil servants (twins), development partners and beneficiaries (where applicable). Field visits to selected project sites; and briefing and debriefing sessions with UNDP and the government officials, as well as with development partners, are envisaged. Data collected should be disaggregated (by sex, age and location) where possible.

To use existing sources/information and avoid duplication, data will be mainly collected from various information sources through a comprehensive desk review that will include the analysis of relevant documents, information, data/statistics, triangulation of different studies etc. Data will also be collected from stakeholder key informants through interviews, discussions, consultative processes, and observations in field missions. This Phase will comprise:

- i. Review and analysis of relevant documents, including government programmatic documents & reports, UN(DP) strategic documents, project documents & reports, recent studies and research reports, developmental and social reports, (see list attached and relevant links);
- ii. Critical analysis of available data with regards to the national guiding documents as well as the intended project inputs to the government.

The mid-term evaluation will benefit from and optimally use the data collected through other sources such as the project assessment reports, project monitoring reports, annual reviews, donor reports, audit reports etc to determine project performance.

### **7. Evaluation products (Deliverables)**

Under the guidance and supervision of the Support to Public Administration Project Manager, in consultation with the Partnership and Management Support Unit, and the mid-term evaluation reference group, the consultant shall provide the following deliverables:

- i. **Inception report:** The evaluator will prepare an inception report that details the evaluator’s understanding of the evaluation and how the evaluation questions will be addressed. This is to ensure that the evaluator and the stakeholders have a shared understanding of the evaluation. The inception report will include the evaluation matrix summarizing the evaluation design, methodology, evaluation questions, data sources and collection analysis tool for each data source and the measure by which each question will be evaluated. The evaluator will also propose a rating scale in order that Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability. The inception report will be discussed and agreed with partners and UNDP country office before the evaluator proceed with site visits
- ii. **Draft mid-term evaluation report** - The consultant will prepare the draft evaluation report cognisant of the proposed format of the report and checklist used for the assessment of evaluation reports (see annexes). The report will be submitted to the evaluation reference group through the project manager for validation. Comments from the reference group and stakeholders will be provided within 10 days after receiving the draft report. The evaluator will produce an ‘audit trail’ indicating whether and how each comment received was addressed in revisions to the final report.

- iii. **Final mid-term evaluation Report.** The final report (30-50 pages) will include comments from the reference group and other stakeholders will be submitted 10 days after receiving all comments.

## 8. Evaluation team composition and required Competencies

The mid-term evaluation will be conducted by a team of independent consultants. The team will be comprised of one international<sup>26</sup> evaluation expert (Team Leader) and one national evaluation expert (Associate). Both the international and national consultants must have extensive experience in strategic programming of development assistance in post-conflict countries within the broader areas of democratic governance, public administration, local government and service delivery, and institutional (policies, frameworks, strategies, etc.) sector capacity building at national and sub-national levels. Preferably, the consultants also have substantial knowledge of and experience with the monitoring and evaluation of public administration capacity building projects in volatile environments. The required expertise, qualifications and competencies are listed below:

- Minimum Master's degree in Public Policy and Management, Public Administration, Development Studies, Law, International Development
- Extensive expertise, knowledge, and experience in the fields of public administration, governance, international relations, regional development, gender equality and social services.
- At least 5 years of experience in conducting evaluations of UN, government and international aid organisations;
- Direct experience with civil service capacity building is an added advantage
- Excellent writing skills with a strong background in report drafting;
- Demonstrated ability and willingness to work with people of different cultural, ethnic and religious background, different gender, and diverse political views;
- Ability to use critical thinking, conceptualize ideas, and articulate relevant subject matter concisely.

### Corporate competencies

- Demonstrated integrity by upholding the United Nations' values and ethical standards;
- Appreciate differences in values and learning from cultural diversities;
- Promotes UNDP vision, mission and strategic goals;
- Displays cultural, gender, religion, race, nationality and age-based sensitivity and adaptability;
- Demonstrates diplomacy and tact in dealing with sensitive and complex situations.

### Professionalism

- Demonstrates professional competence and mastery of subject matter;
- Demonstrated ability to negotiate and apply good judgment;
- Is conscientious and efficient in meeting commitments, observing deadlines and achieving results.

### Planning & Organizing

- Establishes, builds and maintains effective working relationships with colleagues to achieve the planned results.

## 5. Evaluation Ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on it data. The consultants must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorisation of UNDP and partners.

## 6. Implementation arrangements

The UNDP South Sudan Country Office will select the evaluator through an open process in consultation with the partners. UNDP will be responsible for the management of the consultant and will in this regard designate focal persons for the evaluation (who is the Support to Public Administration project manager) and any additional staff to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.) The project manager takes responsibility for the approval of the final mid-term evaluation report in liaison with the partners.

The designated Ministry focal point/national consultant will assist the consultant in arranging introductory meetings with the relevant parties in UNDP, partners and government and civil society. The consultant will take responsibility for setting up

<sup>26</sup> *The International Consultant (Team Leader) will be recruited first and s/he will assist in the recruitment of the National Consultant.*



meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. UNDP will develop a management response to the evaluation within 2 weeks of report finalization. (para 6)

The project manager will convene an evaluation reference group comprising of technical experts from partners and UNDP to enhance the quality of the evaluation. This reference group will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The reference group will also advise on the conformity of evaluation processes to the UNEG standards.

The consultant will work full time, based in UNDP South Sudan. Office space and limited administrative and logistical support will be provided. The consultant will use her/his own laptop and cell phone.

#### 7. Timeframe for the evaluation process

The evaluation will be carried out over a period of 30 working days broken down as follows:

Activity	Deliverable	Time allocated
Evaluation design, methodology and detailed work plan	Inception report	5 days
Initial briefing		
Documents review and stakeholder consultations	Draft report	20 days
Field Visits		
Data analysis, debriefing and presentation of draft evaluation report		
Validation workshop		
Finalization of evaluation report incorporating additions and comments provided by all stakeholders and submission to UNDP South Sudan.	Final mid-term evaluation report	5 days
Total number of working days		30 days

#### 8. Cost

The budget for the exercise is US\$ 60,000. The budget items are as follows:

- Consultant's fees
- All travel-related costs for consultants to project sites
- Focus group meetings and interviews
- Convening Reference Group and/or stakeholder meeting/consultations

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD. Fee payments will be made upon acceptance and approval by UNDP planned deliverables, based on the following payment schedule:

Inception report	10%
Draft Evaluation and Lesson Learned Report	70%
Final Evaluation and lesson learned Report	20%

#### Annex 1: Recommended list of Documents

- A. **Development Frameworks**
1. South Sudan Development Plan (SSDP)
  2. United Nations Development Assistance Framework (UNDAF)
  3. UNDP Country Programme Document (CPD)
  4. UNDP Country Programme Action Plan (CPAP)
- B. **Project Documents and Annual Work Plans (AWPs)**
1. IGAD Regional Initiative Project (Phase-II) Document
  2. MOUs with IP and IGAD Countries
  3. IGAD Regional Initiative Project Annual Work Plans (AWPs) –(2015, 2016)
- C. **Project Reports**
1. IGAD Regional Initiative Project-2015 Annual Report
  2. IGAD Regional Initiative Project-2016 Annual Report
  3. IGAD Regional Initiative Project-2015 Quarterly Report
  4. CSSOs Quarterly reports (2015 and 2016)

#### Annex 2: Recommended structure of the mid-term Evaluation Report

. The minimum requirements for the content of the final report are:

- i. Title Page
- ii. List of acronyms and abbreviations
- iii. Table of contents, including list of annexes
- iv. Executive Summary
- v. Introduction: background and context of the programme
- vi. Description of the programme – its logic theory, results framework and external factors likely to affect success
- vii. Purpose of the evaluation
- viii. Key questions and scope of the evaluation with information on limitations and de-limitations
- ix. Approach and methodology
- x. Findings
- xi. Summary and explanation of findings and interpretations
- xii. Conclusions
- xiii. Recommendations
- xiv. Lessons learned
- xv. Annexes (TORs; itinerary; map; photos; data/documents reviewed; list of people interviewed and sites visited; list of documents used)

**Annex 3: Sample evaluation matrix**

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods / Tools	Indicators/ Success Standard	Methods for Data Analysis

Annex 2: Map of South Sudan and Locations Visited



### Annex 3: Reference Documents

Addendum Number I to the Third-Party Cost – Sharing Agreement between the Norwegian Ministry of Foreign Affairs and the United Nations Development Programme for the Support to Public Administration Project – RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan, 3 May 2013.

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#### Annex 4: List of People Interviewed

1	Monday, 14 August 2017		Contract signing		
2	Tuesday, 15 August 2017				
3	Wednesday, 16 August 2017	10:00 am	Briefing	<b>MoLPS&amp;HRD</b> Hon. David Yau Yau, Hon Deputy Minister of Labour and Public Service Hon. Yoane Kebi, Hon Undersecretary for Public Service & HRD Jackson Alwanga former CSSO from Kenya	
		1:00 pm	Briefing Interview		
4	Thursday, 17 August 2017	10:00 am	Briefing	Kamil Kamaluddeen, UNDP Country Director, UNDP Biplove Choudhary, Senior Programme Advisor HDIGU Andrew Shuruma, Team Leader (Democratic Governance and Stabilisation Unit) DGSU Briefing Lealem Berhanu, Senior Programme Advisor DGSU Kennedy Chibvongodze, Team Leader PMSU Henry Musaki: Counsellor Embassy of the Republic of Kenya	
		2:00 pm	Briefing		
5	Friday, 18 August 2017	9:00 am	Briefing	Charles Loker, Programme Officer, Support to public Administration Fahad B, M&E Specialist RSS/IGAD Project Basil Nyama, RSS/IGAD Project Manager (a.i) Amaliya Omot, Programme officer RSS/IGAD	
		12:00 pm	Briefing		
1	Monday, 21 August 2017		IR drafting		
2	Tuesday 22 August 2017		IR drafting		
3	Wednesday 23 August 2017		IR drafting and finalisation		
4	Friday 25 August, 2017	2:00 pm	Briefing	Basil Nyama, RSS/IGAD Project Manager (a.i), Amaliya Omot, Programme officer and Charles Loker Programme officer	
5	Friday, 25 August 2017	3:00 pm	Interview	Bosco Ojja, Programme Officer for IGAD, Embassy of the Royal Kingdom of Norway	

6	Monday, 28 August 2017	<p>11:00 am</p> <p>12:30pm</p> <p>2:30 pm</p>	<p>FGD</p> <p>KII FGD</p> <p>FGD</p>	<p><b>Institutions in Central Equatoria – Juba</b> National Ministry of Livestock and Fisheries Theresia Kenuiywo, CSSO, Veterinary Laboratory Technician Omodo Michael, CSSO, Veterinary Laboratory Technician Jeseline Cathy twin, Laboratory Technician David Panther, twin, Laboratory Technician German Tom, twin, Laboratory Technician Kwosi Charles Minsuk, Veterinary officer</p> <p><b>Ministry of Gender, Child and Social Welfare</b> Santino Deng, Director General for M&amp; E, finance planning and budgeting Joseph Njoroge Mburu, CSSO Philip Onyango Were, Betty Kiden Eluzai, twin Jane Tumalu Ernesto, twin Jane Kiden, Deputy Director for Gender and supervisor Susan Umar Inspector for gender</p> <p>National Ministry of General Education, Science and Technology Luke Shiroya Kundu, CSSO, Quality assurance department Victor Akok, twin, quality assurance department</p>	
7	Tuesday, 29 August 2017	<p>10: 00 am</p> <p>12:15 pm</p> <p>12: 45 pm</p> <p>2:00 pm</p> <p>3:30 pm</p>	<p>Presentation of IR</p> <p>Interview</p> <p>FGD</p> <p>FGD</p> <p>Interview</p> <p>FGD</p>	<p>Lealem Berhanu, Senior Programme Advisor DGSU Kennedy Chibvongodze, Team Leader PMSU Basil Nyama, RSS/IGAD Project Manager (a.i), UNDP Amalia Omot, Project Officer, UNDP Bosco Ojja, Programme officer, Norway Julius Malinga, Embassy of the Republic of Uganda Asfaw, Embassy of the Federal Democratic Republic of Ethiopia</p> <p><b>National Audit Chambers</b> Leonard Kerezya, CSSO National Audit Chamber Leku Samuel, CSSO, National Audit Chamber Mokili Frankson Lomoro, CSSO National Audit Chamber Alexander Gore, Twin National Audit chamber Seltador Lado Alfred twin National Audit Chamber Philip Gworit Ernesto, twin National Audit Chamber William George Nyarsuk, twin, National Audit Chamber Peter Jimba Lasu, twin National Audit Chamber Venansio Lounu, twin, National Audit Chamber Regina Osa Lullo, Director General on Gender and Child Social Welfare, Ministry of Gender</p> <p><b>MoLPS&amp;HRD</b> John Muirungi, CSSO Management systems Department CSSO Berhanu, CSSO, Human Resources Development, Department</p>	

				Ministry of Interior (Police and Prisons) We can do one meeting	
8	Wednesday, 30 August 2017	10:00 am	Interview	Mekonnen, CSSO, State Ministry of Finance Civil Service Commission	
9	Thursday, 31 <sup>st</sup> August 2017	2:00 pm	FGD	<b>Juba Teaching Hospital</b> Dr. Adam Lemma, General surgeon, Juba teaching Hospital Selamawit Shiferaw, Anaesthetist, Juba teaching hospital Enrico Lado, general surgery, Juba teaching hospital Jaden Anthony, general surgery, Juba teaching hospital	
10	Friday, 1 September 2017			Public Holiday	
11	Monday, 4 September 2017	3:00pm	FGD	<b>Institutions in Western Equatoria – Yambio, CSSOs</b> Nelson Kanja Mithamo, State Ministry of Finance Dagnachew Ayele, State Ministry of Finance Zerihun Gezahegnu, Public Service and HRD Department Benta Ndenya, State secretariat, Yambio Daniel Ndirangu, State Ministry of Agriculture and Forestry Tefere Amensisa, State Ministry of Health Dagnechew Kabede Lakech Teshome, Yambio State Hospital Achameleh Mulugeta, Yambio State Hospital Benson Isutsa Shiraho, Commerce, Trade and Investment Commission Michael Muikiria, State Ministry of Physical infrastructure Moses Kimani, State Ministry of Gender, Child and Social Welfare, The General Secretariat	
12	Tuesday, 5 September 2017	3:30pm	FGD	<b>Twins</b> Severio Peter, Radiologist, Yambio, State Hospital Edward Skkonggoni, Yambio State Hospital Christopher Samuel, nurse, Yambio State Hospital Akong Susan, Nurse, Yambio State Hospital Mary Mathew, nurse, Yambio state hospital Michael Dabi, Pharmacist, Yambio State Hospital Mangoye Victoria, midwife, Yambio State Hospital Achiro Ochan Lillian, mid wife, Yambio State Hospital Veronica Dungufuga, midwife, Yambio State Hospital <b>Supervisors</b> Purangi John, State Ministry of Finance Samson Mukisiko, Surveyor, State Ministry of Finance Grace Mohammed, Nutritionist, State Ministry of Health Modi Philip, Land surveyor, State Ministry of Finance Angelo Philiberto, P.P.O state Ministry of Agriculture and Forestry	

				Abisai Yopeta, Director of Agriculture, State Ministry of Agriculture and Forestry Suzy Abau, Executive Officer, State Ministry of Agriculture and Forestry Veronica Anni, Acting Director, State Ministry of Education, gender and child welfare Rejoice Joseph, plant protection officer, State Ministry of Agriculture and Forestry	
13	Tuesday, 5 September 2017	10:00 am	FGD	<b>Institution in Western Bahr el Ghazal – Wau</b> Lucy Akelo okahah, English language Tutor, State Ministry of Education State Ministry of Health Wau Teaching Hospital Dr. Rose Ajak, Assistant professor, and Director Wau Hospital Slewki Moga, Micro biologist University of Western Bahr el Ghazal Maurice Bruno Misigo, State Ministry of Labour and Human Resource Kumsa Balcha Buse, Extension Officer, State Ministry of Agriculture	
		11:00 am	FGD	<b>Twins</b> Pasquale Kamilo Dimo, tutor, State Ministry of Education John Gonyo Alo, tutor, state Ministry of Agriculture Daniel Majok, Tutor, State Ministry of Education Gabirle Gok Mawien, Supervisor, Ministry of Education Bilal Ahmend Mohammed, Tutor, State Ministry of Education Peter Amet Mabior, tutor, State Ministry of Education Laura Kamilo Salfa, Tutor, state Ministry of Education Mario Alexander, Supervisor state Ministry of Education Joseph Martin Khamis, Agriculturalist, State Ministry of Agriculture Sofiya Gabirle Uguak, Nutritionist, state Ministry of Agriculture Tareza Philip Tuglu, Agriculturalist, state Ministry of Agriculture Adila Elnur Surur, Agriculturalist, State Ministry of Agriculture Sebit Ibrahim Fadul, Supervisor, State Ministry of Agriculture Judith Serio Lino, human resource officer, State Ministry of labour Charles Wol Bol, Inspector, State Ministry of labour Oliver Pasquale, inspector, State Ministry of labour Richard Pasquale Ukwel, Supervisor, State Ministry of Labour	
		12:00 pm	FGD	<b>Trainees/ Non – twins</b> Francis Buola Martin, teacher Julia Essa Ali, teacher Rina Uso Andle, teacher Madalina Deng Deng, teacher Amalia Natale, teacher Regina Romano Danga, teacher Philip Thomas Singo, teacher Justina Joviso Thomas, teacher Marko Housa Paul, teacher	

				Assunta Ismail Boro, teacher	
14	Thursday, 7 September 2017	6:00 pm	FGD	<b>CSSOs in Aweil State</b> Nega Desalegn, Anaesthetist, Aweil State Hospital, CSSO Abyol Meaza, laboratory technician Aweil State Hospital, CSSO Allan Bururia, State Ministry of Labour and Public Service, CSSO Addisu Animaw, Surgeon, Aweil State Hospital, CSSO	
15	Friday, 8 September 2017	9:00 am	FGD	<b>Twins</b> Garang Victor, logistician Lako Raimondo, Accountant Institutions in Eastern Equatoria State Natnael Aseta, State Ministry of Health, Torit State hospital Abera Gurim, State Ministry of Health, Torit Hospital Joseph Kinyanjui, State Ministry of Agriculture Francis Kisia, State Ministry of Agriculture Daniel Okwiri State Ministry of Labour Jared Muyonga Atsiaya, State Ministry of Education, Gender and Social Welfare Shadrack Wasike, State Ministry of Agriculture Angela Njiru, Torit state Hospital	
		10:00 am	FGD		
16	Monday, 11 September 2017	10:00 am	FGD	<b>Twins and trainees</b> Simplisio Saverio Adau, certified nurse Ochan Dennis Samuel, medical laboratory technician Mongwi Justine Juma, UNV midwife Mary Mania mid wife Johson Kenyi, D/G cooperative David Justin Moi Community development officer, for cooperative Angelo Omen Losuhe, Director for cooperative Albino Atori David, senior inspector for cooperative Butrus Dominic Jaden Wani, D/Director Leone Amure Simondi, Assistant Director for cooperative Awelo Obaale D/Director, Agriculture Ernest Onguti Ben, D/Director for training for cooperative Borther Daile Oliha, Human resource officer, Ministry of Labour Rev. John Bosco Adelino, Social worker, State Ministry of Education, Gender and Social Welfare Oburak Joseph Francis, social welfare, State Ministry of Education, gender and Social Welfare Jane Ausilio Akay, Social welfare, State Ministry of Education, Gender and Social Welfare	
		12:00pm	FGD		
		12:45pm	FGD		
17	Tuesday, 12 September 2017				
18	Wednesday, 13 September 2017	12:00 pm	Interview	Bizuneh Debebe, Vocational Training, MoLPS&HRD	
		12:45pm	Interview	Eric Owino, Criminal investigations Department	
		2:00 pm	Interview	Jean Luc, Deputy Country Director, UNDP	

19	Thursday, 14 September 2017	10:00 am 1:00 pm 2:30 pm	Interview Interview Interview	Basil Nyama, RSS/IGAD Project Manager (a.i) Charles Loker, Programme Officer, Support to public Administration Andrew Shuruma, Team Leader DGSU	
20	Friday, 15 September 2017	3:00 pm	Interview	Biplove Choudhary, Senior Programme Advisor HDIGU	

Annex 5: Disaggregation of Interviews, Focus Group Discussions and Briefings by Site and Gender

Evaluation Methods		Institutions/ Actors	Male				Female				Total
Juba	Briefing	UNDP Team	9				0				9
		IGAD Contributing countries	2				0				2
		MOLPS&HRD	1				0				1
	Subtotal		2				0				2
											14
	Interviews	UNDP	5				0				5
Donor		1				0				1	
IGAD Contributing Countries (Ethiopia)		2				0				2	
	Subtotal		2				0				2
											8
			Supervisors/Twins/ CSSOs/Non				Supervisors/Twins/CSSOs/Non				
	FGDs	National Ministry of Livestock	0	3	2	0	0	1	1	0	7
Ministry of Gender		1	0	2	0	1	4	0	0	7	
National Ministry of General Education											8
National Audit Chamber				1	1	0	0	0	0	0	
MoLPS&HRD				6	3	0	0	0	0	0	2
State Ministry of Finance											
Juba Teaching Hospital		0	0	2	0	0	0	0	0	0	9
Criminal Investigations Dept.		0	0	0	1	0	0	0	0	0	
		0	0	2	1	0	0	0	1	0	2
	0	0	2	1	0	0	0	0	0	2	
											4

	Subtotal									3	
										46	
Wau		State Ministry of Education	2	0	0	0	1	0	0	0	3
	FGDs	State Ministry of Education									
	Subtotal	State Ministry of Agric.	0	7	1	6	0	1	1	0	17
		State Ministry of Labour	0	3	1	3	0	2	0	3	12
		State Ministry of Health	1	2	1	6	0	2	0	5	17
	Subtotal		0	0	1	0	1	0	0	0	2
											51
Torit											
	FGDs	State Ministry of Gender, Child and Social Welfare	0	1	1	0	0	1	0	0	2
		State Ministry of Health									
		Torit State Hospital	0	3	2	0	0	1	1	0	7
		State Ministry of Finance, Labour and Public Service	0	0	1	0	0	0	0	0	1
		State Ministry of Agriculture and cooperatives	0	1	1	0	0	0	0	0	
			1	3	2	4	0	0	0	0	10
	Subtotal										20
Yambio	Interviews										
	FGDs	State Ministry of Finance	2	1	2	0	0	0	0	0	5
		Public Service and HRD Department	0	0	1	0	0	0	0	0	1
		State Ministry of Agriculture									
		State Ministry of Health	2	1	1	0	1	0	0	0	5
		Yambio State Hospital	0	0	2	0	0	0	0	0	2
		Commerce, Trade and Investment Commission	0	4	2	0	0	5	0	0	11
		State Ministry of Physical infrastructure	0	0	1	0	0	0	0	0	1
		State Ministry of Gender, Child and Social Welfare	0	0	1	0	0	0	0	0	1
		The General Secretariat	0	0	1	0	1	0	0	0	1
			0	0	1	0	0	0	0	0	1



	<b>Subtotal</b>									<b>28</b>
<b>Aweil</b>	<b>Interviews</b>									
	<b>FGDs</b>	<b>State Ministry of Health</b>								
		<b>Aweil State Hospital</b>	0	0	3	0	0	0	0	3
		<b>State Ministry of Finance and Public Service</b>	0	2	1	0	0	0	4	7
	<b>Subtotal</b>									<b>10</b>
	<b>Total</b>									<b>177</b>

Annex 6: Evaluation Questions as per Inception Report

<p><b>Relevance</b> In the context of the MTE, relevance refers to the 'extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, partner' donor's policies, interventions regarding local and national requirements and priorities'.</p>	<ol style="list-style-type: none"> <li>1. To what extent is UNDP's engagement in the Support to Public Administration Project – RSS/IGAD Regional Initiative for Capacity Enhancement in South Sudan a reflection of strategic considerations, including UNDP's role in the development context in South Sudan and its comparative advantage vis-a-vis other partners?</li> <li>2. Was the design of the Project adequate to properly address the issues envisaged in the formulation of the programme?</li> <li>3. Are the activities and outputs of the programme consistent with the intended outcomes and effects?</li> <li>4. To what extent has UNDP capacity building support contributed to influencing national policies/strategies focusing on human rights protection, gender equality and equitable sustainable development?</li> <li>5. To what extent was UNDP's selected method of delivery appropriate to the development context?</li> <li>6. To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?</li> <li>7. How best can concerns regarding gender equality, environment, human rights, and human development been addressed in the future?</li> <li>8. Are the project objectives and interventions as envisaged at the design stage still valid and responsive to the current economic, political and social context?</li> <li>9. Has an adequate analysis of the current situation been made to realign delivery to the current needs?</li> </ol>
<p><b>Effectiveness</b> The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partner' and donor's policies. Intervention regarding local and national requirements and priorities.</p>	<ol style="list-style-type: none"> <li>1. To what extent have Project results/targets been achieved or has progress been made towards their achievement?</li> <li>2. How have corresponding outputs delivered by the Project affected the Project/CPD outcomes, and in what ways have they not been effective?</li> <li>3. What has been the contribution of other UNDP Projects, partners and other organizations to the Project results, and how effective have Project partnerships been in contributing to achieving the results?</li> <li>4. What were the positive or negative, intended or unintended, changes brought about by the Project's work?</li> <li>5. To what extent did the Project benefit women and men equally?</li> <li>6. Is UNDP perceived by stakeholders as a strong advocate for improving institutional capacity in the country?</li> <li>7. How best can the project deliver targets optimally in order to consolidate the achievements already made?</li> <li>8. What effects are foreseen by the creation of 32 states on Project implementation, and how will the Project respond to such?</li> </ol>
<p><b>Efficiency</b> A measure of how economically resources/ inputs (funds, expertise, time, etc.) are converted to results.</p>	<ol style="list-style-type: none"> <li>1. Are the Project implementation strategy and approaches, conceptual framework and execution efficient and cost effective?</li> <li>2. Are they sufficiently sensitive to the political and development constraints of the country?</li> <li>3. Is there an economical use of financial and human resources?</li> <li>4. Are resources (funds, human resources, time, expertise, etc.) being allocated strategically to achieve outputs?</li> <li>5. To what extent are quality outputs being delivered on time? Can a different approach produce better results?</li> <li>6. To what extent were partnership modalities conducive to the delivery of outputs?</li> <li>7. How is the Project management structure operating?</li> <li>8. To what extent are monitoring systems providing management with a stream of data to allow it to learn and adjust implementation accordingly?</li> <li>9. Can the project be redesigned in a manner which enhances the delivery of targets?</li> </ol>

<p><b>Sustainability</b> The continuation, or probable continuation, of benefits from a development intervention after major development assistance has been completed: are the positive results of the EU interventions likely to last once the intervention comes to an end. Reference will be provided to factors such as gender equality, and institutional and management capacity.</p>	<ol style="list-style-type: none"> <li>1. To what extent has a sustainability strategy been developed or implemented?</li> <li>2. What indications are there that the Project results will be or has been sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?</li> <li>3. To what extent has a sustainability strategy been developed or implemented?</li> <li>4. To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?</li> <li>5. To what extent are partners committed to providing continuing support?</li> <li>6. How will concerns for gender equality, human rights and human development be taken forward by government institutions?</li> <li>7. To what extent has an exit strategy been developed as required by the Project Document?</li> <li>8. How can political, economic and social changes be mitigated in the future?</li> </ol>
<p><b>Partnership strategy</b> What kind of partnership support was in place to ensure effective Project delivery?</p>	<ol style="list-style-type: none"> <li>1. To what extent are partnership modalities conducive to the delivery of outputs?</li> <li>2. Are there current or potential complementarities or overlaps with existing partners' programmes?</li> <li>3. How have partnerships affected the progress towards achieving the outputs?</li> <li>4. Has UNDP worked effectively with partners to deliver on this current Initiative?</li> <li>5. How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote the institutional capacity enhancement initiative in the country?</li> <li>6. How can the existing partnership resulting from project implementation be harnessed and replicated beyond the national level?</li> <li>7. How can national and state level partnerships be improved to improve on project delivery?</li> </ol>
<p><i>The evaluation will also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration.</i></p>	
<p><b>Gender Considerations</b></p>	<ol style="list-style-type: none"> <li>1. To what extent has gender been addressed in the design, implementation and monitoring of the Project? Is gender marker data assigned this Project representative of reality?</li> <li>2. Are gender issues being implemented as a cross-cutting theme? Is the Project providing sufficient attention to promote gender equality and gender-sensitivity?</li> <li>3. To what extent is the Project informed and meeting specific targets on human rights and gender?</li> <li>4. How can the project improve its support to the Ministry of Gender at both the national and state level?</li> </ol>
<p><b>Social inclusion</b></p>	<ol style="list-style-type: none"> <li>1. How did the Project consider the plight and needs of the vulnerable and disadvantaged to promote social equity, for example, women, youth, and disabled persons?</li> </ol>
<p><i>In addition to the above Evaluation Criteria, the Evaluation Team was requested to include the following two criteria.</i></p>	
<p><b>Environmental Considerations</b></p>	
<p><b>Visibility</b></p>	
<p><i>Based on the above analysis, the evaluator is expected to provide overarching conclusions on the Project results in this area of support, as well as recommendations on how the UNDP South Sudan Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities for similar future initiatives.</i></p>	

