EVALUATION OF UNDP SOUTH SUDAN COUNTRY PROGRAMME OUTCOMES:

Outcome 1: Core governance and civil service functions are established and operational

Outcome 5: Access to justice and the rule of law improves

FINAL REPORT

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UNDP commissioned an evaluation of outcome 1 and 5 of its country programme: (i) Core governance and civil service functions established and operational, and (ii) Access to justice and rule of law improves. The purpose of the evaluation was to provide an opportunity for UNDP to engage key stakeholders to reflect on its performance, lessons learned and adjustments required in response to an evolving development landscape and changing national priorities. The evaluation covered the period of implementation from 2012 – 2016; and was carried out by a team of two independent consultants over a 30-day period starting from 1 March to 25 May 2017.

Methodology

The evaluation approach was to focus attention on UNDP's projects (and interventions) to determine whether they had contributed to the expected outcomes, which culminated in 12 key findings based on evaluation criteria of relevance, effectiveness, efficiency and sustainability.

Relevance

1. UNDP outputs were closely aligned with the SSDP and national priorities

UNDP contributed to the two outcomes by implementing four projects: (i) Support to Democracy and Participation, (ii) Support to Public Administration, (iii) Support to Public Financial Management (PFM) and (iv) Support to Access to Justice and Rule of Law (A2JROL). The projects were well aligned to the **Governance** and **Conflict Prevention and Security Pillars** of the South Sudan Development Plan (SSDP 211 – 2013)**.** The targeted national institutions also shows that the programme was very relevant and comprehensive in its coverage of the key issues for governance, justice and rule of law.

2. Interventions addressed critical human development needs including gender equality

Interventions were aligned to UNDP's corporate strategic plan and Agenda 2030 for Sustainable Development, both of which place governance as a central theme for development. The projects, in particular A2JROL had a strong gender component both at upstream policy level as well as the downstream community level.

Outcome 1 Effectiveness

3. Most of the planned outputs were not delivered due to changes in the operational context, as well as lack of resource

Output 1.1. Institutions of oversight, accountability and democracy strengthened

UNDP supported the development of institutional capacities of key governance and accountability institutions, including the South Sudan National Legislative Assembly (SSNLA), South Sudan Anti-Corruption Commission (SSACC), National Audit Chambers (NAC) and National Elections Commission (NEC). However, after the outbreak of the December 2013 conflict, donors withdrew funding and most of the interventions were stopped. As a result, the key governance and accountability institutions were established and in existence, but most were either not fully operational or did not have capacity to effectively discharge their mandates.

Output 1.2. GRSS civil service management and operational capacity strengthened

UNDP's support through the IGAD Regional Initiative for Capacity Enhancement in South Sudan project involving deployment of qualified civil servants from neighbouring IGAD countries contributed to strengthen the civil service capacity. UNDP supported Civil Service Support Officers (CSSOs) both at central government and at local level to ensure equitable access to public services at all levels.

As a result of this support, capacity for legislative and policy formulation was improved, with some line ministries developing key strategic documents, such as for example, the National Disability Policy and the National Social Protection Policy Framework; South Sudan National Action Plan for UN Security Council Resolution 1325; and Standard Operational Procedures (SOPs) for Gender Based Violence (GBV) Case Management. These documents were all approved by the Council of Ministers in 2016. 'Twinned' civil service personnel in different sectors had improved their skills, knowledge and confidence from the mentoring received from CSSOs. However, the initiative was facing a sustainability challenge due to lack of adequate equipment and remuneration, as well as the movement of staff to newly established states where systems were not yet established.

Output 1.3. Pro-poor and gender sensitive planning and budgeting

State development plans and budgets for the 2013/14 financial year were developed in all states as a result of UNDP's support through placement of UNVs to the states. Due to lack of funding, this support ended in 2013 and UNDP re-profiled the project and focused on four states – Aweil, Gbudwe, Jubek and Yei, with focus on non-oil revenues. As of the time of this evaluation, the Unified Tax System and Harmonised Tax Policy has since been developed and adopted by the

states, as well as development of the Harmonised Revenue Authority Bill. However, the re-profiled project also shifted focus away from pro-poor gender-sensitive planning and budgeting.

Output 1.4. Decentralisation and intra-government coordination processes strengthened

There was no improvement in implementation clarity on decentralisation. To the contrary, majority of key informants noted that government's decentralisation policy had become even more complicated with ongoing expansion in the number of stated, initially to 28 and then to 32. In addition, budget allocations and transfers to the states have declined due to multiple factors, mainly austerity and the ongoing conflict situation in the country.

UNDP also supported the annual Governance Forums at central level as well as Commissioners Forums at state level, but these ended in 2013 due to lack of funding. In 2014, the government independently organised and undertook the governance forum, but according to stakeholder information, that also was insufficiently funded and was not continued after that.

4. Overall impact of UNDP interventions at outcome level was limited

The country office participated in the UN-wide programme criticality assessment following the outbreak of conflict in 2013, leading to reduction in scale and scope of most projects to reflect the dwindling resources. In addition, UNDP also refocused its interventions in the "green" states which were accessible and developed an integrated crisis response programme to enhance national capacities for early recovery, peace building and reconciliation.

However, majority of key informants interviewed observed that the incidence of vulnerability to multiple stresses, including security, political, economic and environmental shocks was on the increase while also the level of public service delivery was virtually non-existent particularly at the local level. In the Governance sector in particular, various sources, including World Governance Indicators (WGI) compiled by the World Bank and the Ibrahim Index of African Governance (IIAG) also report a worsening situation on a majority of the governance indicators for South Sudan.

Outcome 5 Effectiveness

5. Capacity of rule of law institutions was improved although not to the expected scale

UNDP supported the Judiciary to develop a case management system, which was now operational in the High Court of South Sudan; as well as Rule of Law forums in which state and non-state actors involved in rule of law discussed on access to justice for vulnerable groups,

including women and juvenile delinquents, alternatives to detention, prolonged and arbitrary detention, strengthening the administration of criminal justice during conflict, and dissemination of the peace agreement. In collaboration with the IGAD project, CSSOs were attached to the Ministry of Justice and Judiciary of South Sudan to develop capacity for legal drafting, as well as establishment of the legal aid system, and training of paralegals.

UNDP also collaborated with the South Sudan National Police Service (SSNPS), United Nations Population Fund (UNFPA) and International Organisation on Migration (IOM) to provide training on community policing in Juba, Torit, Wau and Yambio, resulting in establishment of Police Community Relation Committees (PCRCs). Awareness and capacity of the SSNPS was enhanced in handling sexual and gender-based violence (SGBV) cases through the Special protection Units (SPUs) established in different states. As of 2016, there were 15 functional SPUs in 8 locations: Juba (5), Yambio (2) Torit (2), Wau (2), Aweil (1) Rumbek (1), Mingkaman (1) and Kuajok (1).

An Emergency Call Centre (ECC) was established in Juba in 2014, to provide a 24-hour toll-free emergency call service to the Police by dialling 777 through all mobile network services. In 2014 alone, the ECC responded to 6,083 calls, including 171 calls related to SGBV. However, at the time of this evaluation, the ECC was no longer functional due to government's lack of funding support, although key informants said efforts were underway to revive it as well as establish a second one in Wau.

UNDP supported the National Prison Service of South Sudan (NPSSS) to establish a vocational training centre in Juba in early 2016. The centre provides training to inmates in various vocational skills in preparation for their re-integration into their communities. As of September 2016, 226 (30 women) had graduated in various skills, out of which 29 have since been released; of whom 10 are from Juba, and seven of them were engaged in gainful employment while the other three were in self-employment using the acquired skills.

6. UNDP contributed to increased access to legal aid services for vulnerable groups; but survivors have not started to access transitional justice

UNDP supported the Ministry of Justice (MoJ) to revise the Legal Aid Bill, which was signed into law by the President in October 2013, followed by development of the Legal Aid Strategy which was also approved by the Council of Ministers. Two Legal Aid Officers were placed in the state government offices to provide legal aid services, but their performance could not be verified although key informants noted that most of them may have moved on, and those that were still in place were probably not providing any meaningful legal aid services due to the limited resources available to states.

A Transitional Justice Working Group (TJWG) was established in 2016, along with a five-year strategic plan. A toolkit was developed for use by civil society organisations (CSOs) in training, advocacy and engaging various stakeholders including national and state governments, the population, regional and international partners with regard to the use of transitional justice mechanisms.

7. Although the continuous conflict situation limited their impact, UNDPs interventions contributed to establish a scalable system for equitable access to justice

UNDP contributed by developing capacities at the legislative and institutional levels, and also direct delivery of services to target beneficiaries, including women and children through its interventions on transitional justice and legal aid, and community policing. UNDP partnered with CSOs by providing them with small grants to provide legal aid services in eight states; and these CSOs have provided both advisory and representation services to vulnerable groups. The CSOs were also required to establish Justice Confidence Centres (JCCs) in their counties where human rights cases and SGBV cases were referred for free legal aid service, as well as raising awareness among communities about national legislation, human rights and SGBV. The continuous recurrence of conflict has however deprived the government of the required resources and capacity to upscale these services nationally.

UNDP also provided support for government to establish a Technical Committee to conduct national consultations on the legal framework for the Commission on Truth Reconciliation and Healing (CTRH).

Efficiency

8. **The country office management arrangements ensure that project processes (planning, implementation and monitoring) are done in the context of the CP**

Projects were managed under the two substantive programme units: Democratic Governance and Stabilisation Unit; and the Human Development and Inclusive Growth Unit, which enabled the country office to monitor project performance and report on results in the context of the overall CP outputs and outcome indicators. Project Steering Committees or Project Boards were also established in accordance with framework agreements between UNDP and donors although some of the donors expressed concerns about the lack of adequate consultation in respect to major project governance decisions.

Project reporting however tended to be descriptive and activity-based, rather than result-oriented. In addition, there appeared to be lack of synergy between projects, and sometimes even between interventions under the same project.

9. Most of the projects have demonstrated capacity to deliver on available resources, but project funding has been consistently declining

All the projects were affected by declining resources throughout the implementation period, with annual budget showing a declining trend over the years: Annual budget for Public Administration declined from $9.5 million in 2012 to $5.3 million in 2016; Democracy and Participation, from $3 million to half a million; for PFM from over $10 million to $7 million; and from over $22 million for A2JROL down to $6 million respectively. However, delivery of available resources was very high, with most projects' delivery rate above 90 percent, while A2JROL had 65.8 percent.

10. Partnership were developed with relevant institutions and donors, but opportunities for collaborating with other potentially important players were missed

UNDP's projects mostly used sector-wide approaches, which enabled it to establish collaboration with key sector institutions. However, some of the key institutions were either completely left out, or at best engaged towards the end of the programme. For example, the South Sudan Human Rights Commission (SSHRC) did not have any collaboration with UNDP until 2016 when support was provided for the UPR reporting; while the Law Reform Commission (LRC) had only started to collaborate with UNDP in 2016 on harmonisation of traditional and statutory law.

UNDP also collaborated through joint initiatives with other UN agencies, including UNFPA, UN Women and UNMISS Human Rights Division (HRD), although there were also missed opportunities for partnership and collaboration in some interventions where they had common interest. With respect to partnership with donors, all those consulted said they were satisfied with UNDP's management of resources in the context of respective framework agreements; and they were also satisfied with the results that had been achieved given the context in South Sudan.

Sustainability

11. The strategy to focus support at the state level through collaboration with civil society has increased the potential sustainability of project results

UNDP made efforts to incorporate sustainability mechanisms in its project design, including through the secondment and attachment of Technical Advisors in national institutions. However, it was noteworthy that government lacked capacity to upscale most of these initiatives as

demonstrated by the stopping of governance forums, for examples. In some cases, UNDP deliverables included production of training manuals, but none of the respective government institutions had as yet used them due to lack of resources.

UNDP's collaboration with CSOs also provided a platform for sustainability based on national ownership. However, most of the projects did not have specific sustainability plans and exit strategies with clear monitoring indicators, which was clearly demonstrated by the CSOs noting that they would not be able to sustain the interventions without funding support.

Gender and Social Inclusion

12. Integration of gender and social inclusion varies across interventions

Although it varied across projects, there was evidence to suggest that UNDP integrated gender and social inclusion, including through a dedicated section for reporting on gender development results. Some of the projects also had specific gender targets, for example, Support to Public Administration project had a specific target of 30 percent women CSSOs, of which 20 percent achievement was reported in the 2015 annual report. The A2JROL project in particular had strong gender responsiveness, including through the community policing, legal aid services, both of which had specific emphasis on SGBV.

Conclusions and Recommendations

Overall, the evaluation found that expected outcomes were not achieved due to a number of factors, the major one of which was the ongoing conflict situation in the country and its impacts on funding, access to the states, government capacity, etc. While UNDP cannot be held accountable for the achievement of outcomes, it also did not deliver planned outputs which would have contributed to these outcomes. The following six recommendations are therefore made with a view to improve performance and results at the output level.

❶ UNDP should strengthen its internal systems and processes for managing critical risks and assumptions. UNDP may consider establishing a working group on risk and assumptions, with clear terms of reference to provide periodic updates on programme risks and develop alternative strategies for possible scenarios. The overall objective and purpose should be to shorten the decision-making cycle, if and when substantive changes occur in the implementing environment.

❷ UNDP should continue to focus its interventions at the state level and enhance engagement with civil society to develop demand-side capacities for governance and access to justice. In particular, UNDP should target states that are not engulfed in conflict and use this as an opportunity to show case the peace dividend, as well as piloting and learning new and innovative ways of engagement with both state and non-state actors.

❸ UNDP should strengthen its partnership and engagement with all key actors, including national actors and other UN agencies. This should include proactive identification of opportunities for joint initiatives and joint programming, as well as enhancement of sector wide approaches by engaging all state and non-state actors that are active in the broader scope of project objectives.

❹ UNDP should enhance coordination with its partners, including particularly donors, to ensure that project governance is not only transparent, but is seen to be transparent. This is even more important given the challenges in funding support and potential donor fatigue in a context where there could be doubts about government's commitment to implement the peace agreement.

❺ UNDP Programme Staff should enhance synergies between their projects and interventions in order to increase impact at outcome level. In particular, project managers should consider specific ways to ensure collaboration among implementing partners (IPs), including through joint review meetings. The aim should be to ensure that the results delivered by one IP can feed into subsequent processes and results of other IPs though pass-on activities and referrals. This should be made clear in the agreement signed with the IPs.

❻ UNDP Programme Staff and Project Managers should develop specific exit strategies and sustainability plans for all projects. UNDP may consider as a requirement, that project documents and annual work plans should include specific sustainability indicators as a basis for sustainability monitoring and reporting.

Contents

ACRONYMS

A2JROL	Access to Justice and Rule of Law Project
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CBO(s)	Community Based Organisation(s)
CoM	Council of Ministers
COTAL	Council of Traditional Authority leaders
CP	Country Programme
CPA	Comprehensive Peace Agreement
CPAP	Country Programme Action Plan
CSC	Civil Service Commission
CSO(s)	Civil Society Organisation(s)
CSSO(s)	Civil Service Support Officer(s)
CTRH	Commission on Truth, Reconciliation and Healing
ECC	Emergency Call Centre
FMIS	Financial Management Information System
GBV	Gender-Based Violence
GoSS	Government of South Sudan
HRD	(UNMISS) Human Rights Division
IDP(s)	Internally Displaced Person(s)
IIAG	Ibrahim Index of African Governance
IOM	International Organisation for Migration
JCC	Justice Confidence Centre
JoSS	Judiciary of South Sudan
LGB	Local Government Board
MoFEP	Ministry of Finance and Economic Planning
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoLPSHRD	Ministry of Labour, Public Service and Human Resources Development
MTCDS	Medium Term Capacity Development Strategy
NAC	National Audit Chamber
NBS	National Bureau of Statistics
NCRC	National Constitution Review Commission
NEC	National Elections Commission
NGO(s)	Non-Governmental Organisation(s)
NPSSS	National Prison Service of South Sudan
OCHA	Office of Coordination of Humanitarian Assistance
OoP	Office of President
PAC	Public Accounts Committee
PCRC(s)	Police Community Relation Committee(s)
PFM	Public Financial Management
PSRC	Public Sector Reforms Committee
RCPI	Rapid Capacity Placement Initiative

RoL	Rule of Law
SGBV	Sexual and Gender-Based Violence
SLA	State Legislative Assembly
SPIDO	Support for Peace Initiative Development Organisation
SPU	(Police) Special Protection Units
SSACC	South Sudan Anti-Corruption Commission
SSDP	South Sudan Development Plan
SSHRC	South Sudan Human Rights Commission
SSLRC	South Sudan Law Reform Commission
SSNLA	South Sudan National Legislative Assembly
SSNPS	South Sudan National Police Service
TJWG	Transitional Justice Working Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCHR	United Nations High Commission for Human Rights
UNMISS	United Nations Mission in South Sudan
UNV(s)	United Nations Volunteer(s)
UNWOMEN	United Nations Entity for Gender Equality and Women's Empowerment
WGI	World Governance Indicators

I. INTRODUCTION

1.1. Background and Context of the Evaluation

The United Nations Development Programme's (UNDP) corporate policy is to evaluate its development cooperation with the host government on a regular basis to assess whether and how UNDP interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. UNDP defines an outcome-level result as "the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. Outcomes provide a clear vision of what has changed or will change in the country, a particular region, or community within a period of time. They normally relate to changes in institutional performance or behaviour among individuals or groups".[1]

Since at outcome level UNDP works in collaboration with partner UN agencies in the framework of the United Nations Development Assistance Framework (UNDAF), the evaluation focused on UNDP's contribution in the context of its interventions. The evaluation therefore contains a substantial amount of detail related to assessment of UNDP projects, i.e. how well the projects were designed and planned; what activities were carried out; what outputs were delivered; how processes were managed; what monitoring systems were put in place; and how UNDP interacted with its partners.

This report presents the findings of the evaluation. The report is presented in five chapters as outlined below.
- Chapter 1 introduces the evaluation, including a description of the methodology.
- Chapter 2 describes the development challenges in South Sudan and provides the context of UNDP's implementation environment.
- Chapter 3 contains a description of the Country Programme (CP), focusing specifically on the two outcomes under evaluation.
- Chapter 4 presents the findings of the evaluation, and provides an analysis of UNDP's contribution to the outcomes in the context of the agreed evaluation criteria.
- Chapter 5 wraps up the report with discussion of the emerging lessons, conclusions and recommendations.

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[1] UNDP (2011); Outcome-level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators, p 3.

1.2. Evaluation Purpose, Objectives and Scope

The purpose of the evaluation was to fulfil UNDP's accountability to its partners and stakeholders with respect to delivery of expected results. It also provided an opportunity for UNDP to engage key stakeholders to reflect on its performance, lessons learned and adjustments required in response to an evolving development landscape and changing national priorities.

The specific evaluation objectives were to:

1) To determine the relevance of the projects under respective outcomes and assess whether the initial assumptions remained relevant throughout the implementation;
2) To assess the effectiveness in terms of contribution to outcomes and identify the factors that influenced achievement (or lack thereof) of results;
3) To assess the efficiency of project planning and implementation (including managerial arrangements, partnerships and co-ordination mechanisms);
4) To identify best practices and lessons learned for UNDP and partners and provide actionable recommendations for future projects; and
5) Identify the unintended outcomes as well as sustainability of the results.

The evaluation covered the period of the CP's implementation from 2012 - 2016. It was based on the five criteria laid out in the UNDP Programming, Monitoring and Evaluation Handbook which defines the following:[2]

> **Relevance**: The extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries.
>
> **Effectiveness**: The extent to which the initiative's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.
>
> **Efficiency**: How economically resources or inputs (such as funds, expertise and time) are converted to results.
>
> **Impact**: Changes in human development and people's well-being that are brought about by development initiatives, directly or indirectly, intended or unintended.
>
> **Sustainability**: The extent to which benefits of initiatives continue after external development assistance has come to an end.

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[2] UNDP; Handbook on Planning, Monitoring and Evaluating for Development Results, p 168 - 170

1.3. Evaluation Methodology

The evaluation was carried out by a team of two independent consultants over a 30-day period starting from 1 March to 30 April 2017. The consultants undertook a three-week mission for data collection in South Sudan from 20 March – 7 April.

The overall approach was to focus attention on the UNDP's projects (and interventions) to determine whether they had contributed to the expected outcomes. Figure 1 below illustrates that the areas where UNDP has accountability for results; and therefore the central question for the evaluation was to determine whether or not planned outputs were achieved, and to what extent they contributed to expected outcomes.

The evaluators used several methods to assess UNDP's contribution to expected outcomes, including review of documents such as project documents and reports, as well as interviews with multiple stakeholders. As per UNDP's Planning, Monitoring and Evaluation (PME) guidelines the country office contributes to outcomes, but is accountable for delivery of outputs (Figure 1).

Figure 1. UNDP's programme results chain
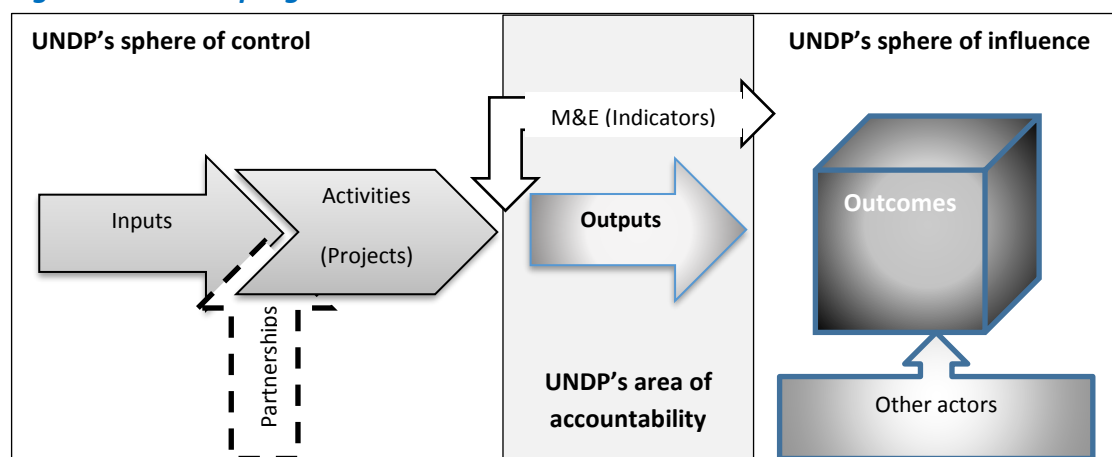
1.4. Data collection methods

An Inception Report containing and Evaluation Matrix which outlined the evaluation questions and proposed data collection methods, data sources, and key informants was developed and endorsed by UNDP at the beginning of the evaluation.

The following data collection tools were used:

- **Document review**. The evaluation started with a review of key background documents, including project annual reports, and related evaluation reports; as well as key strategy documents such as the South Sudan Development Plan (SSDP), United Nations Development Assistance Framework (UNDAF) and UNDP Country Programme Document (CPD). Annex 1 contains the detailed list of documents reviewed.

- **Individual and small group meetings**. The evaluation team consulted a total of 76 people, either as individuals or small groups. The interviews included UNDP and partner UN agencies staff, government officials, representatives of civil society and development partners. The detailed list of interviewees is in Annex 2.

- **Field visit**. The team fielded a two-day visit to Yambio and interacted with stakeholders at state and county levels.

- **Exit debrief.** A validation presentation was made to the Evaluation Reference Group after the data collection to further triangulate information and validate the emerging conclusions.

- **Comments on draft report.** The draft report was provided to UNDP for review and comments as part of the validation process. The final version of this report incorporates those comments.

1.5.   Data Analysis

Significant quantity data was obtained from the review of documentation and analysed through qualitative methods, including comparative analysis. Where the indicators had quantitative baseline data and targets, quantitative techniques were applied to assess progress. A qualitative assessment of UNDP's performance was made based on the output and outcome indicators using a 'traffic light' rating scale where low is represented by red; medium by yellow and high by green. The rating was also based on a qualitative assessment of the number of '*relevant*'[3] indicators achieved.

1.6.   Limitations of the Evaluation

Access to most programme states was limited due to the conflict situation. Resultantly, the evaluators only visited one state. This was however, mitigated through triangulation between programme reports and stakeholder interviews.

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[3] The qualification of 'relevant indicators' here reflects the fact that some of the indicators did not necessarily measure UNDP's contribution to developmental changes, but only progress at activity level

II. DESCRIPTION OF THE DEVELOPMENT CHALLENGE

2.1. Current Context and Background

South Sudan became an independent state in July 2011 following the signing of the Comprehensive Peace Agreement (CPA) which ended almost 50 years of civil war in the then Sudan. The overarching objective for the Government of South Sudan (GoSS) was to address the key nation-building, state-building and peace-building objectives of a new nation recovering from conflict and wishing to move onto a fast-track development path.

At independence, the country faced huge development challenges, including under-developed physical and social infrastructure, low individual and institutional capacity. About 51 percent of the population was under the age of 18 years; and 72 percent under 30 years. There are at least 63 ethnic groups, speaking about 50 different indigenous languages, with the 10 largest ethnic groups comprising approximately 80 percent of the population[4]. In terms of human capital, almost 90 percent of the country's labour force did not have any skills, with only about 2 percent having post-secondary education. There were also wide gender disparities, with only 16 percent of women over the age of 15 years being literate compared to 40 percent of men.

2.2. Government Strategy

The primary development policy framework of the Government of Republic of South Sudan was articulated in the South Sudan Development Plan.[5] The Government committed to work towards these key goals and allocate resources accordingly, and also requested the international community to target its support towards the SSDP's four key objectives:

❶ **Governance**: build a democratic, transparent, and accountable Government, managed by a professional and committed public service, with an effective balance of power among the executive, legislative and judicial branches of government.

❷ **Economic development**: facilitate diversified private sector-led economic growth and sustainable development which improves livelihoods and reduces poverty.

❸ **Social and human development**: promote the well-being and dignity of all the people of South Sudan by progressively accelerating universal access to basic social services, in particular health and education.

❹ **Conflict prevention and security**: defend the sovereignty and territorial integrity of South Sudan, prevent the resurgence of conflict and uphold the constitution by providing

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[4] SSDP 2011 – 2013, p 13
[5] South Sudan Development Plan, 2011 - 13

equitable access to justice and maintaining law and order through institutions which are transparent, accountable and respect human rights and fundamental freedoms.

Under the Governance Pillar specifically, government's strategy was to strengthen institutional capacity and improve transparency and accountability. The Government underlined its commitment 'to ensuring an independent and effective legislature which is able to hold the Executive to account, and an independent judiciary to uphold the rule of law and protect the rights of citizens'. The government planned to prioritise the following principles in its programmes:

Objective: To build a democratic, transparent, and accountable Government, managed by a professional and committed public service, with an effective balance of power among the executive, legislative and judicial branches of government.

Source: SDDP, p xvi

Inclusion. Increased focus on addressing potential conflicts and challenges by being as open and inclusive as possible, including through broad civic participation in the drafting of a new constitution and the constitutional conference. There will be a balanced inclusion of diverse groups in government leadership and in the civil service, and gender diversity will be ensured in government institutions and public decision-making.
Accountability. Strengthening the Southern Sudan Audit Chamber - now National Audit Chamber (NAC), establishing timely audit processes, and forwarding reports to parliament and released publicly. Furthermore, actions to strengthen the capacity of parliament in its oversight function will continue.
Transparency. A lead role for the Southern Sudan Centre for Census, Statistics and Evaluation – now National Bureau of Statistics (NBS) in collecting and disseminating information, including public disclosure of audit reports and budget execution reports.
Civil service development. Revision of the civil service recruitment system to ensure that it fully meets government needs, as well as introduction of a performance management system and vigorous training efforts.
Financial management. Ensure the efficient and effective use of scarce public resources, by strengthening Public Financial Management, including rolling out the Financial Management Information System (FMIS) to the states.
Inter-government coordination. Clarifying the separation of functions between the various levels of government, and linking the allocation of resources to functional responsibilities and monitoring results.

Although the SSDP was originally designed for the period 2011 – 2013, its implementation was extended to 2016[6], thereby effectively positioning it as the first in a series of five-year development plans leading up to the South Sudan Vision for 2040[7]. However, South Sudan never fully recovered from the legacy of more than 50 years of conflict. A new wave of conflict, which subsequently spread to other states broke out in Juba in December 2013 following the dismissal of the vice president on allegations of plotting to overthrow the president.

After prolonged negotiations, an IGAD-brokered peace agreement was signed in August 2015 in Addis Ababa. But this too was to be short-lived as fresh conflict erupted in July 2016 leading to the second dismissal of the vice president soon after his return and swearing-in as first vice-president in a new unity government earlier in April 2016. These events had profound impact on programme implementation for UNDP as elaborated in chapter 4 below.

III.   UNDP RESPONSE AND STRATEGY

UNDP's response strategy was to develop a transitional two-year CP covering the period 2012 – 2013 in line with the United Nations country team (UNCT) decision to align the UNDAF with the SDDP. Under the Governance portfolio, UNDP decided to focus on four key programme areas:

- ☞ Support oversight and accountability mechanisms, including through strengthening legislative oversight, building the capacity of anti-corruption and audit functions, and strengthening the voice of civil society, especially women's groups, in key legislative processes such as the preparation of the new constitution.
- ☞ Support implementation of the Medium Term Capacity Development Strategy (MTCDS), including building civil service capacity at both the state and county levels.
- ☞ Strengthen pro-poor development policy through support for evidence-based planning and budgeting.
- ☞ Support the policy and regulatory framework for decentralization in order to promote increasingly responsive governance.

As noted in section 2.2 above, South Sudan shut down oil production in early 2012 and lost 98 percent of its budget revenue causing a slowdown in development programming due to

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[6] Following disputes with Sudan that resulted in the shutdown of oil production in February 2012 and loss of 98% of government revenue, the GoSS decided to extend the SSDP through 2016.

[7] South Sudan's Vision 2040: "By 2040, we aspire to build an exemplary nation: a nation that is educated and informed; prosperous, productive and innovative; compassionate and tolerant; free, just and peaceful; democratic and accountable; safe, secure and healthy; and united and proud".

introduction of austerity budgets. The Government and the UNCT agreed to extend the UNDAF (2012-2013) to 30 June 2016 with slight revisions to reflect the changes in the operating environment whilst maintaining the original UNDAF pillars. UNDP also extended the CPD and revised its Country Programme Action Plan (CPAP) to align to the revised UNDAF (2014-2016).

However, at the onset of implementation of the revised CPAP, a new wave of conflict broke out in December 2013. The conflict reflected widespread socio-political fragility, exacerbated by existing ethnic fault lines. Among the key lessons learnt by UNDP was (a) the need for nationally driven social cohesion underpinned by an effective governance structure that can respond to political and/or violent crisis through constitutional and rule of law means, and (b) the need for outreach to the local level to strengthen and scale up existing capacities for conflict prevention, including restorative justice, reconciliation and accountability mechanisms are to respond effectively to localized or national conflicts (CPAP, 2012 – 2016).

UNDP also concluded that whilst there was need to focus on political governance programmes, state building efforts should be strengthened, including by striking an optimal balance between technical capacity development and political governance issues focused on supporting the State to achieve legitimacy and credibility through democratic participation, accountability and disincentives to violence. In that regard, UNDP decided to refocus its programme priorities towards supporting indigenous dialogue and social cohesion as mechanisms for strengthening the social contract between citizens and the State, and broader peace building initiatives that transcend community and encompass a national dialogue on peace and reconciliation under a broad transitional justice umbrella (ibid).

3.1. Outcome 1: Core governance and civil service function are established and functional

The overall SSDP objective was '*to ensure that by 2014 South Sudan is a united and peaceful new nation, building strong foundations for good governance, economic prosperity and enhanced quality of life for all*', with one of its main pillars as *Improving Governance*.[8] UNDP planned to support the Government's efforts through support to mechanisms to enable citizens to engage in governance and have voice in political processes including the formulation of the permanent constitution, the peace and reconciliation process and the transparent and equitable allocation and use of public resources, to ensure wealth distribution is aimed at sustainable development and attainment of peace dividends.
 UNDP planned to contribute by strengthening accountability and core governance and civil service functions through programme support to deliver four key outputs (Figure 2):

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[8] South Sudan development Plan, 2011 - 2013

Figure 2. Outcome 1 results framework

Outcome 1: Core governance and civil service functions are established and operational	
Outcome indicators: **Indicator 1.1** Number of Laws and policies put in place to enhance the work of national oversight and accountability institutions[9] **Baseline (2013)**: One Bill in place[10], draft South Sudan Anti-Corruption Commission and National Audit Chamber Bills in place **Annual Target (2014)**: Revision of SSAC and NAC Bills commenced **Annual Target (2015):** Two Bills tabled and revised **Annual Target (2016):** Three Bills endorsed and accented. **Indicator 1.2: Number of Civil Service legislations and policies put in place.** **Baseline (2013):** Three civil service laws put in place[11]. **Annual Target (2014):** Three civil service Bills drafted **Annual Target (2015):** Five civil service laws and policies in place. **Annual Target (2016):** Eight civil service laws and policies in place.	**Output 1.1: Institutions of oversight, accountability and democracy strengthened** **Indicator 1.1.1:** Members of the constitution review body have capacities to lead the review and amendment of the constitution. **Indicator 1.1.2:** Elections Management Bodies (EMBs) have capacities to plan, prepare and conduct elections and referenda.
	Output 1.2: GRSS civil service management and operational capacity strengthened **Indicator 1.2.1:** Medium Term Capacity Development Strategy (MTCDS) implementation plan in place by 2016. **Indicator 1.2.2:** Number of institutional policies and frameworks developed to enhance operations of government departments.
	Output 1.3: Pro-poor and gender sensitive planning and budgeting **Indicator 1.3.1:** Number of state governments with functioning planning, budgeting and monitoring systems. **Indicator 1.3.2:** National and sub-national budgets reflect and respond to the needs of women, children and other disadvantaged groups.
	Output 4: Decentralisation and intra-government coordination processes strengthened. **Indicator 1.4.1:** Percentage of annual national budget allocated to state governments. **Indicator 1.4.2:** Implementation clarity on decentralisation

Source: Extract from CPAP 2012 - 2016

UNDP planned to contribute to this outcome through the following three projects (Figure 3).

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[9] NAC, SSACC, and Human Rights Commission
[10] Public Finance Management and Accountability Bill (2012)
[11] Civil Service Pensions Scheme Act 2012, South Sudan Pensions Fund Act 2012, and South Sudan Performance Management System

Figure 3. UNDP projects under Outcome 1

Project	Project description	Target institutions
Support to Democracy and Participation	To support the strengthening of the oversight and accountability architecture within government, and enhanced capacity of civil society and the media to exercise their voice and influence in national discourse on development policy and governance processes.	The Council of States, Legislative Assembly, Ministry of Parliamentary Affairs, State Assemblies, SSACC, NAC, NCRC, NEC, NBS, OoP, LGB, CSOs and Media[12]
Support to Public Administration	To support the government in building national capacity to manage public sector reform and strengthen the civil service. The project seeks to address all levels of capacity: the legal, regulatory, institutional level (enabling environment/institutional level); work procedures and operational arrangements (organizational level); skills development (individual level).	The Ministry of Labour, Public Service and Human Resource Development (MoLPSHRD), Civil Service Commission (CSC), Public Sector Reforms Committee (PSRC), LGB, national and subnational level ministries, agencies and departments.
Support to Public Financial Management	To support all three levels of government (national, state and county) to implement a poverty-sensitive development agenda by building its capacity for evidence based planning, budgeting, programme execution, resource mobilization and allocation, and ensure sound accounting of internal and external resources. UNDP also planned to support the introduction of a "Local Development Fund" to strengthen a bottom-up, participatory planning process and consolidate public financial management (PFM) systems, specifically focusing on the state and county levels.	Ministry of Finance and Economic Planning (MoFEP), LGB, State Ministries of Finance, State Ministries of Local Government, State Ministries of Infrastructure, County Administrations, NBS, Juba University, State Legislative Assemblies.

In order to facilitate a better understanding of the strategy, the following diagram illustrates the evaluators' perception of the outcome model (Figure 4).

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[12] South Sudan Anti-Corruption Commission, National Audit Chamber, Office of President, Civil Society Organisations, national Constitution Review Commission, National Elections Commission, National Bureau of Statistics, Local Government Board

Fig 4. Outcome model: Core governance and civil service functions established and operational
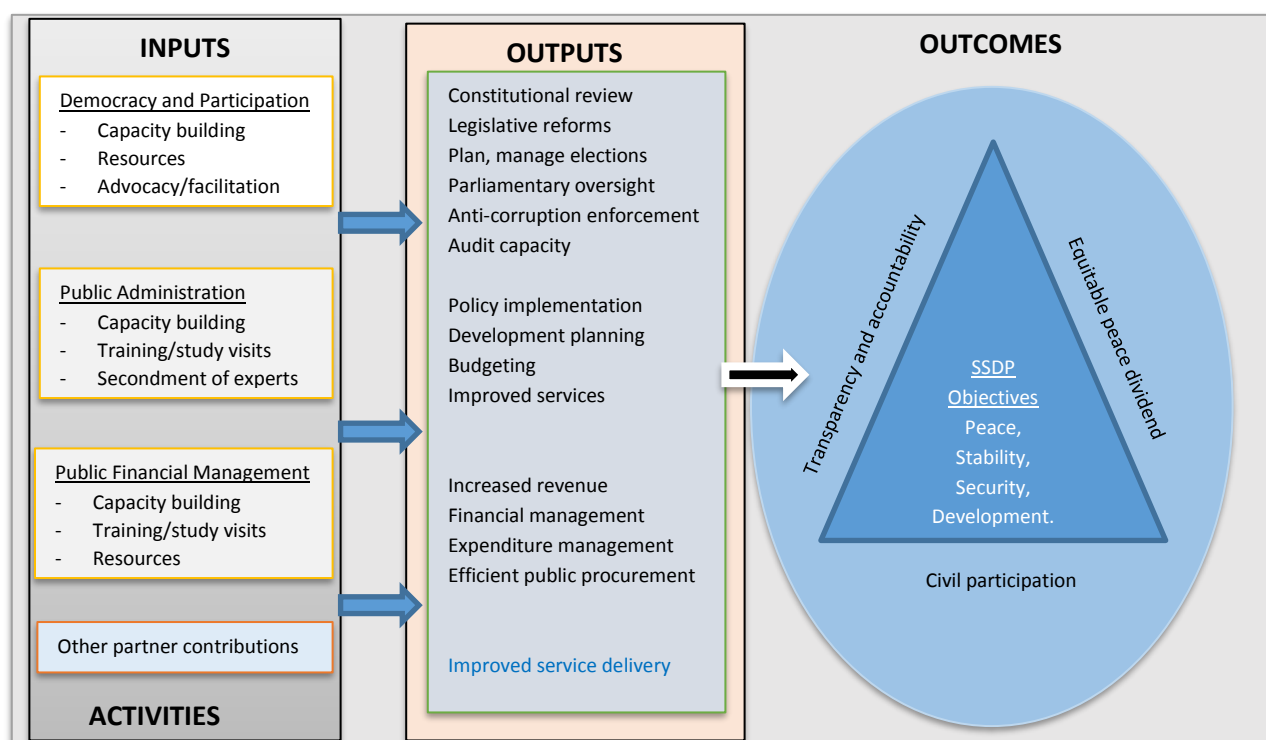
3.2. Outcome 5: Access to justice and the rule of law improves

UNDP planned to support the Government to achieve the aims and objectives expressed in the Rule of Law Pillar of the SSDP through the provision of technical, institutional and community level support to the justice sector to facilitate provision of equitable access to justice, and promote the rule of law and order through accountable and transparent statutory and traditional institutions. The programme on 'Access to Justice and Rule of Law (A2JROL)' project comprised interventions targeted at RoL institutions as well as at the community level aimed at increasing the availability, affordability, adaptability and acceptability of justice services in South Sudan.[13] The UNDP strategy was to contribute to the outcome by delivering two key outputs (Figure 5):

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[13] UNDP South Sudan, Support to Access to Justice and Rule of Law Programme Project Document, p7.

Figure 5. Outcome 5 results framework

Outcome 5: Access to justice and the rule of law improves.	
Outcome indicators:	**Output 5.1: Improved capacity of rule of law institutions to provide criminal justice services at state and national levels**
Indicator 5.1: Existence of a legal and regulatory framework for the provision of legal aid services to girls, boys, women and men (including for IDPs and other vulnerable groups). **Baseline (2013):** No legal framework for the provision of legal aid services. **Annual Target (2014):** Legal and regulatory framework for the provision of legal aid revised. **Annual Target (2015):** Legal and regulatory framework for the provision of legal aid in place; **Annual (2016):** Legal Aid Directorates and legal services CBOs operational at state level.	**Indicator 5.1.1:** Availability of prosecutorial and legal aid services at state and county levels. **Indicator 5.1.2:** Existence of mechanisms within the police service for community policing and for preventing and responding to SGBV
Indicator 5.2: Key human rights instruments are ratified, operationalized and regularly monitored. **Baseline (2013):** Key human rights instruments, i.e. CEDAW, CRC and the Kampala Convention) not ratified. **Annual Target (2014):** Ratification of key human rights instruments agreed on. **Annual Target (2015):** Key human tights instruments: CEDAW, CRC and the Kampala Convention ratified **Annual Target (2016):** Ratified instruments are operationalized, monitored and reported on.	**Indicator 5.1.3:** % of vetted and screened Prisons personnel deployed at state and county levels
	Output 5.2: Increased awareness and demand for justice. **Indicator 5.2.1:** Number of men and women with access to legal aid services. **Indicator 5.2.2:** Number of men and women survivors provided with transitional justice services to address their grievances.
Indicator 5.3: Percentage decrease in major crimes reported **Baseline (2013):** 50857 major crimes reported (Murder (1,708), Grievous hurt (15,077), Theft (24,938), Cheating (8,087) and Rape (1,047) **Annual Target (2014):** 2%; **Annual Target (2015):** 5% reduction in major crimes reported; **Annual Target (2016):** 10% major crimes reported.	

Source: Extract from CPAP 2012 – 2016

UNDP developed and implemented one project to contribute towards this outcome (Figure 6).

Figure 6. UNDP projects under Outcome 5

Project	Project description	Target institutions
Support to Access to Justice and Rule of Law	The project promotes access to justice and strengthens rule of law institutions through interventions at the institutional and community level through a sector-wide, holistic approach designed to increase the availability, adaptability, and acceptability of justice services in South Sudan.	Judiciary of South Sudan(JoSS), Ministry of Justice (MoJ), Ministry of Interior (MoI), South Sudan National Police Service (SSNPS) and National Prisons Service of South Sudan (NPSSS) South Sudan Human Rights Commission (SSHRC), South Sudan Law Reform Commission (SSLRC), CSOs.

Figure 7 below depicts the evaluators' understanding of UNDP's strategy and theory of change or outcome model.

Figure 7. Outcome model: Access to justice and rule of law improves
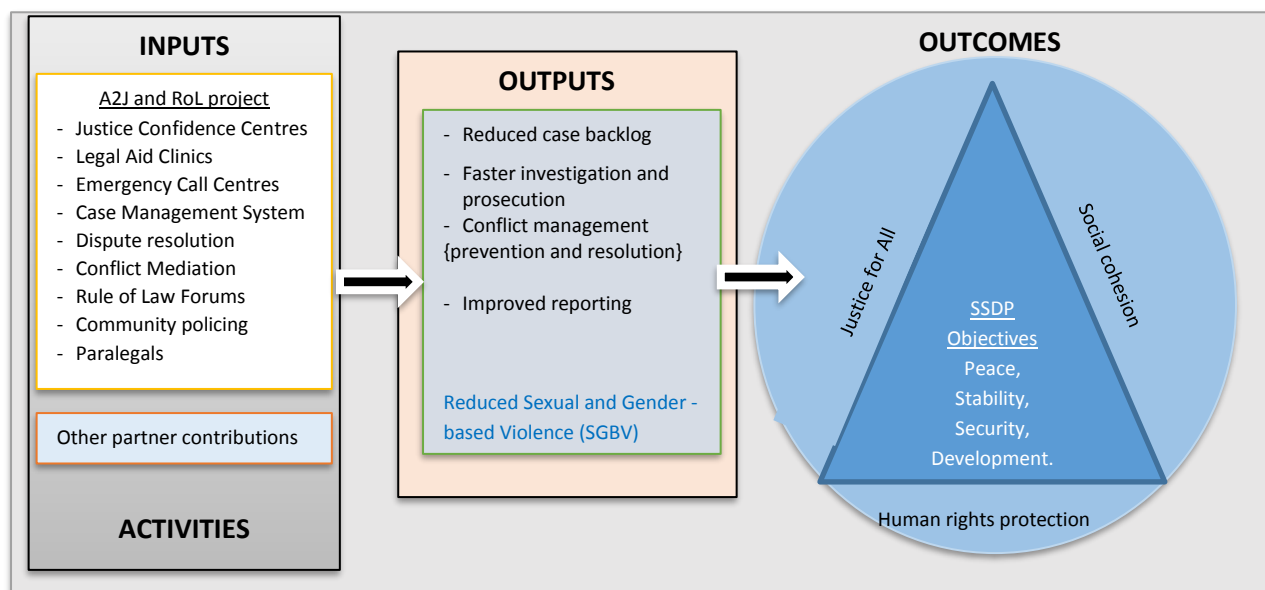
IV. UNDP CONTRIBUTION TO OUTCOMES

This Chapter contains the main findings arising from analysis of the information collected through document review and stakeholder interviews. The findings have been separated by outcome, and address the evaluation questions based on the evaluation criteria defined in section 1.2 above.

4.1. Relevance of the outcomes and programme interventions

Finding 1 UNDP outputs as defined in the CPAP and project documents were closely aligned with the SSDP and national priorities

Governance is broadly understood to encompass the systems and institutions by which the State exercises authority, as well as mechanisms by which the government is held accountable, including the extent of citizen participation and their rights. UNDP projects (Figure 3 and 6) that comprise the governance portfolio covered the key components of governance as defined above. The SSDP disaggregated its **Governance Pillar** into two sectors - public administration and accountability; while the RoL sector was placed under the **Conflict Prevention and Security**

Pillar.[14] The interventions were well aligned to these pillar objectives and sector priorities (Figure 8). An analysis of the targeted national institutions also shows that the programme was very relevant and comprehensive in its coverage of the key governance issues.

Figure 8. *Alignment of UNDP project objectives to SSDP sector priorities*

SDDP objectives	Sector priorities	UNDP project objectives
Governance Pillar: To build a democratic, transparent and accountable government, managed by a professional and committed public service, with an effective balance of power among the executive, legislative and judicial branches of government.	**Public administration sector**: ▪ Legislation, responsive and inclusive policies based on transparent processes, information and knowledge. ▪ Systems, structures and mechanisms of coordination at (and between) all levels of government. ▪ Capacity of oversight institutions to enhance accountable and transparent public administration. **Accountability sector**: ▪ Ensuring accountability, transparency and zero tolerance for corruption at all levels of government. ▪ Effective and efficient mobilisation, allocation and management of resources; and public disclosure.	**Support to Public Administration:** National capacity to manage public sector reform and to strengthen civil service; address all levels of capacity: enabling environment/institutional level; organizational level; and individual level. **Support to Democracy and Participation:** Strengthening of oversight and accountability; and enhance capacity of civil society and media to exercise their voice and influence in governance processes. **Support to Public Financial Management:** Support all three levels of government (national, state and county) to implement a poverty-sensitive development agenda by building enhancing capacity for evidence based planning, budgeting, programme execution, resource mobilization and allocation, and ensuring sound accounting of internal and external resources.
Conflict Prevention and Security Pillar: …uphold the constitution and secure the dividends of peace; prevent the resurgence of conflict; provide equitable access to justice; maintain law and order; respect human rights and fundamental freedoms.	**Rule of Law sector**: Strengthen the Rule of Law in South Sudan by enforcing and maintaining law and order, providing equitable access to justice and a functioning criminal justice system, increasing security in communities, and promoting and protecting human rights for all.	**Support Access to Justice and Rule of Law:** To increase the availability, affordability, adaptability and acceptability of justice services in South Sudan by providing technical institutional and community level support to the justice sector through an integrated programme approach with balance between supply and demand side interventions.

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[14] SSDP, p 48 and 105

The strategy to target the Office of President, NAC, SSACC, SSNLA and NBS, was appropriate for contributing towards establishment of government's legitimacy and building confidence among citizens about government's capability to transparently allocate, and account for public resources, and to effectively deliver development results. To further ensure that policies would be implemented effectively and efficiently, UNDP supported strengthening of civil service capacity. The strategy also appropriately recognised the importance of local governance in the public service paradigm, and provided support to the LGB, including through direct intervention to state governments and county administrations covering decentralisation, planning, budgeting, financial and expenditure management at state and county levels.

Government partners that were consulted viewed UNDP planned programme as very relevant to their key priorities as defined in their strategic planning documents, although they lamented about non-implementation or partial implementation of the interventions.

Finding 2 Interventions addressed critical human development needs including gender equality

Interventions were aligned to UNDP's corporate strategic plan[15] and Agenda 2030 for Sustainable Development, both of which place governance as a central theme for development. In this respect, UNDP's projects targeted such institutions as the NEC, NCRC in order to ensure inclusive constitution review process and foster democratic governance through credible elections.

Some of the projects, in particular A2JRoL had a strong gender component both at upstream policy level as well as the downstream community level. The project partnered with UN Women through joint initiatives to contribute towards making the traditional justice system more gender responsive. In this regard, guidelines and training manuals were developed, leading to a reported increase in the number of women appointed to customary/traditional courts in

> Eastern Equatoria set aside one day per week exclusively for cases affecting women. In Morobo, Central Equatoria, a woman was appointed to sit in the customary law court to advice on cases involving women. ***A2JRoL Annual Report***

some states. The project also collaborated with the SSNPS through the community policing intervention to enhance their knowledge on sexual and gender-based violence (SGBV). The project on PFM also initially planned to support gender-responsive budgeting (GRB) at state level, although this was not subsequently followed through due to funding constraints after the 2013 crisis.

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[15] UNDP Strategic Plan, 2014 – 2017 has four expected outcomes, one of which is "citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.

Overall therefore, the evaluation found the two outcomes and their associated interventions to be very relevant to the context in South Sudan, and also highly relevant in the context of UNDP's comparative advantages and mandate.

4.2. Effectiveness in Contributing to Outcomes

The achievement of outcomes is a direct responsibility of government and other national counterparts[16] (see also Figure 1). As such, the assessment of effectiveness in the achievement of development outcomes measures only how UNDP contributed to developmental changes initiated and achieved by the government or other counterparts. This section therefore focuses mainly on a review of the progress of the UNDP projects, including information obtained from the interviews with partners. The Results-based Performance Matrix (Annex 2) provides further supporting evidence based on planned outcome and output indicators. However, in some cases, the indicators were either vague, poorly defined or lacked relevant data to assess progress objectively. For purposes of clarity, this section is divided into two subsections – one for each outcome.

4.2.1. Outcome 1: Core governance and civil service functions established and operational

The broad theory of change for this outcome (Figure 4) was based on institutional capacity strengthening, which was envisaged to result in development of conducive legislative and policy framework (e.g. constitution and enactment of laws), as well as effective policy implementation (e.g. pro-poor planning and service delivery).

Finding 3   Most of the planned outputs were not delivered due to changes in the operational context, as well as lack of resources

As outlined earlier, key governance and accountability institutions were identified and targeted to build their institutional capacity through the Democracy and Participation project. In the period 2012 – 2013, UNDP supported the SSACC and the NAC as well as limited support to the South Sudan national legislative Assembly (SSNLA). However, this support was not sustained beyond 2013 due to lack of funding. As a result, the key governance institutions were established and in existence, but most were not fully operational and did not have capacity to effectively discharge their mandates.

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[16] PME Handbook, p16

Figure 9. Output 1.1 Assessment

Output 1.1. Institutions of oversight, accountability and democracy strengthened			
Indicator	**Baseline and Target**	**Progress achieved**	**Evaluation Assessment***
Indicator 1.1.1: Members of the constitution review body have capacities to lead the review and amendment of the constitution.	Baseline: TBD Targets: TBD	The constitution review process was suspended following the outbreak of conflict in 2013.	
Indicator 1.1.2: Elections Management Bodies (EMBs) have capacities to plan, prepare and conduct elections and referenda.	Baseline: TBD Targets: TBD	Planned elections were not done. UNDP undertook a needs assessment mission in 2013, but there was no follow up after that.	

* ■ – Unsatisfactory;   □ – Moderately Satisfactory   ■ - Highly Satisfactory

Based on the output indicators (Figure 9), there was no contribution made to the outcome in terms of strengthening institutions of oversight and accountability.

- SSNLA – UNDP initially provided support to facilitate coordination meetings of the SSNLA in 2012, but the intervention was stopped in 2013 due to lack of funding. National counterparts that were consulted confirmed that UNDP ceased to engage in 2013, except through the secondment of Civil Service Support Officers (CSSOs) under the IGAD initiative.

- SSACC – UNDP supported placement of investigators to the SSACC until April 2013. The A UNDP report (2013) noted that 46 percent of 37 cases that were at the commission's disposal were investigated and closed whilst two were referred for further investigation. National counterparts also noted that UNDP had provided $500,000 for the placement of technical experts to support the Investigations and Legal Services section, and a second group of technical experts for 18 months from July 2012. UNDP also supported a study visit to Uganda on establishing a Special Court for Corruption in the High Court, but this has stalled due to lack of progress on the Anti-Corruption Bill.

- NAC – According to UNDP 2013, Annual report, two consultants were seconded to the NAC in 2012, and with this capacity, 63 percent of 40 Ministries, Departments and Agencies (MDAs) targeted for the period to June 2013 were audited. The draft National Audit Bill was passed in 2012. However the Bill did not provide full independence to the NAC, specifically in respect to staffing and budget. Technical support was also provided to develop an Audit Training Manual, capacity building plan and Code of Conduct. However, the institution has not been able to carry out any training using the manual due to lack of resources. Support was also provided for development of non-oil revenue resources, but this was only about 80% completed and was yet to be published since UNDP stopped funding after 2013.

Programme staff in UNDP agreed that most activity implementation stopped in 2013 after the outbreak of conflict, with some donors withdrawing funding for approved projects as they shifted focus towards humanitarian emergency response and due to lack of progress on the enabling legislative instruments, which they saw as lack of political will. For example, a basket fund for constitutional review that had been established and finalised in November 2013 was abolished hardly a month later due to the December conflict. This was the same with respect to funding for elections, which were planned for 2015.

Funding has continued to be a challenge as most donors continued to prioritise emergency response and doubted the government's commitment to implement the 2015 Peace agreement. In addition, government expanded the number of states from 10 to 28 and later 32, which itself has been contentious among national stakeholders, with overall impact of clouding development partners' clarity with regards to such issues such as identifying specific counterparts and determining geographic boundaries for project planning and design. The combined effect of all this has been to lower the enthusiasm and optimism of donors and development partners that the country is ready to progress towards recovery and development.

The operating environment has not been conducive for development work although UNDP had some adaptive measures. In 2014, the country office participated in the UN-wide programme criticality assessment following the outbreak of conflict in 2013. The scale and scope of most projects shrunk to reflect the dwindling resources. UNDP also refocused its interventions in the "green" states which were accessible. In addition, UNDP developed an integrated crisis response programme to enhance national capacities for early recovery, peace building and reconciliation[17].

However, some stakeholders, including donors observed that UNDP took too long to decide on a new course of action. For example, in response to government's austerity measures and its decision to extend the SSDP to 2016, UNDP and its UNCT partners decided to review the UNDAF accordingly, through a process that started in February 2013 and scheduled launch in December 2013, but a revised UNDAF 2014 – 2016 was only signed in October 2014.

UNDP developed and implemented a project on support to public administration to deliver its results for **Output 1.2** (Figure 10).

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[17] UNDP Project Document: Strengthening national capacities for early recovery, peace building and reconciliation

Figure 10. Output 1.2 Assessment

Output 1.2. GRSS civil service management and operational capacity strengthened			
Indicator	**Baseline and Target**	**Progress achieved**	**Evaluation Assessment***
Indicator 1.2.1: Medium Term Capacity Development Strategy (MTCDS) implementation plan in place.	**Baseline (2013):** MTCDS coordination and implementation structures not in place. **Targets (2016):** MTCDS strategy, Working group and Implementation Plan in place.	MTCDS not implemented due to lack of funding support. IGAD project covers only component for Civil Service Support Officers (CSSO) which is administered by the MoLPSHD (Annual report 2014 and 2015).	■ Unsatisfactory
Indicator 1.2.2: Number of institutional policies and frameworks developed to enhance operations of government departments.	**Baseline (2013):** Cabinet Memos prepared for submission of two policy documents[18] to the Council of Ministers (CoMs). **Targets (2014):** Government Records Management Policy and Civil Service Training Policy approved by the CoMs. **(2015):** Two institutional policies and 1 framework developed. **(2016):** Four institutional policies and three frameworks developed.	Government Records Management and Civil Service Training Policy not done. Three strategic frameworks were developed in 2014. **Four Bills were drafted[19]**; **Two Bills enacted**: National Legislature Conduct of Business Regulations Bill (2013); Parliamentary Service Commission Bill (2014).	■ Highly Satisfactory

* ■ – Unsatisfactory;   ■ – Moderately Satisfactory   ■ - Highly Satisfactory

UNDP's contribution to the outcome was most significant through its support to CSSOs. The Inter-Governmental Authority for Development (IGAD) Regional Initiative for Capacity Enhancement in South Sudan project involves regional cooperation through the deployment of qualified civil servants from neighbouring IGAD countries[20], who spend two years in-post in the Republic of South Sudan (RSS) institutions working alongside national counterparts (also known as 'twins'). The CSSOs mentor and coach the 'twins' in policy formulation as well as provide support in service delivery.

Phase I of the project underwent six internal and external assessments which confirmed improved individual performance of 'twins' and also showed that there was improved work flow

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[18] Government Records Management Policy and The Civil Service Training Policy

[19] Environmental Protection, Hire Purchase of Government Vehicles, Public Health and Value-Added Tax Bills (of 2013).

[20] Three member countries are participating: Ethiopia, Kenya and Uganda

and organizational performance as a result of coaching and mentoring[21]. By 2016, several line ministries had improved performance enabling them to develop key strategic documents, including the National Disability Policy and the National Social Protection Policy Framework; South Sudan National Action Plan for UN Security Council Resolution 1325; and Standard Operational Procedures (SOPs) for Gender Based Violence (GBV) Case Management. These documents were all approved by the Council of Ministers. Guidelines for the drafting and scrutinizing of Bills for the SSNLA were also developed.

A total of 199 CSSOs were deployed in 22 institutions across the country and mentored over 1,000 South Sudan civil servants during their tenure to March 2015[22]. At the time of drafting, a total of 122 CSSOs had already been deployed in Phase II of the project. Only 22 were deployed at the central government, with majority at state and county level. In the evaluators' opinion, the emphasis to support civil service capacity at local level is a good practice because that is where public services should be delivered to the majority of citizens in a decentralised system. Figure 11 below contains a summary of key UNDP outputs and achievements from its support with CSSOs in Phase 1 of the IGAD initiative[23].

Figure 11. Key UNDP achievements through the IGAD Initiative (2010 – 2015)

Category	Outputs and Achievements
Legislation	7 Bills and 2 Regulations on Conduct of Business drafted; 9 Bills, 4 Provisional Orders, and 1 Regulation on Conduct of Business reviewed; and 3 Bills and 1 Regulation on Conduct of Business scrutinized and enacted.
Policy instruments	1 policy harmonized, 5 drafted and reviewed, and 8 prepared; and 2 curricula developed
Strategic plans and frameworks	3 strategic plans developed, passed and being implemented; 3 strategic plans/frameworks developed and reviewed; and 9 strategic plans/frameworks developed.
Standard Operating Procedures (SOPs)	4 SOPs/Protocols; 4 terms of reference and/or job descriptions; 5 guidelines; and 10 manuals and booklets developed.
Establishment and rationalization	Five new units formed, eight Cooperative Societies registered, and a State Nurses and Midwives Association established.
Other	South Sudan Investment Authority website developed.

Source: IGAD Initiative Phase 1 project Final Report, p 18-24

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

[22] Phase 1 Project Final Report, p 5

[23] Note that CSSO deployment for Phase 2 was ongoing at the time of drafting, while also the evaluation only covers implementation to June 2016.

Based on key informant interviews, the project has been successful in improving civil service capacity and public service delivery. For example, twinned midwifery nurses in Yambio hospital said they had gained confidence and felt that they could now work independently, including even mentoring others if required. They noted however, that the remaining challenge was lack of adequate equipment and remuneration, which prevented them from applying their acquired skills effectively.

UNDP's contribution to the outcome through **Output 1.3 and Output 1.4** was initially delivered through a project then known as Support to Development Planning and Public Financial Management covering the two year period over 2012 - 13. In 2015, the project was re-profiled and given a new title: Support to Public Financial Management (Figure 12).

Figure 12. Output 1.3 Assessment

Output 1.3. Pro-poor and gender sensitive planning and budgeting			
Indicator	**Baseline and Target**	**Progress achieved**	**Evaluation Assessment***
Indicator 1.3.1: Number of state governments with functioning planning, budgeting and monitoring systems.	**Baseline (2013):** All 10 states developed their strategic plans (2012-2014/15); implementation varied across states **Targets (by 2016):** 6 States	Ten states developed strategic plans for 2012/13 financial years, but this achievement regressed due to conflict situation and lack of funding	
Indicator 1.3.2: National and sub-national budgets reflect and respond to the needs of women, children and other disadvantaged groups.	**Baseline (2013):** Gender considerations lacking in national and state level planning and budgeting. **Targets (by 2016):** Central government and 7 states allocate budget resources towards special needs of women, children and other disadvantaged groups.	No progress achieved	
Output 1.4. Decentralisation and intra-government coordination processes strengthened.			
Indicator	**Baseline and Target**	**Progress achieved**	**Evaluation Assessment***
Indicator 1.4.1: Percentage of annual national budget allocated to state governments.	**Baseline (2013):** 26% national budgetary resources were allocated to states and counties in the 2013/14 national budget. **Targets (2016):** 25%.	Allocations to state governments have not increased – but actually declined due to conflict situation.	
Indicator 1.4.2: Implementation clarity on decentralisation	**Baseline (2013):** TBD **Targets (2016):** TBD	No progress achieved.	

* ▮ – Unsatisfactory;   ▮ – Moderately Satisfactory   ▮ - Highly Satisfactory

Output 1.3

The Support to Development Planning and Public Financial Management involved placement of United Nations Volunteers (UNVs) as civil service support to provide public services, while assisting the government in building local capacity through training and direct support. Planning specialists were embedded in the state ministries of finance to support development of state strategic plans and budgets. As of November 2013, state development plans and budgets for the 2013/14 financial year had been submitted to the Councils of Ministers and the State Legislative Assemblies in all states; and approved in five states - Unity, Upper Nile, Western Bahr el Ghazal, Northern Bahr el Ghazal and Warrap. However, this project ended in 2013 due to lack of funding. Stakeholders that were consulted said that the initiative had since lost momentum and had been affected by continual changes in state leadership as well as the 2015 increase in the number of states.

In 2014, the project was re-profiled as Support to Public Financial Management, covering four states – Aweil, Gbudwe, Jubek and Yei – and its focus also shifted to non-oil revenues with four key outputs:

❶ Strengthening domestic revenue administration through the establishment of a sustainable tax system at state levels, and the development of standardized training manuals and programmes while harmonizing the domestic resource mobilization system.

❷ Strengthening institutional and human resource capacity of select committees, the Public Account Committee (PAC) of the State Legislative Assemblies (SLA) towards efficient oversight responsibilities for safeguarding the public purse.

❸ Development of information management capacity of the National Bureau of Statistics (NBS) including through a web-based information dissemination portal as a key input for conflict sensitive programming and evidence based development policy formulation.

❹ Enhancing capacity of national counterparts in Aid Information Management System (AIMS) and donor reporting through a mix of on-the-job training, coaching, and mentoring.

The Unified Tax system and Harmonised Tax Policy has since been developed and adopted by the states. UNDP also supported development of the Harmonised Revenue Authority Bill, which has been adopted in one of the target states and was still undergoing scrutiny and debate in the other states. In addition a standardised training manual was published, laying the foundation for harmonised training for national and state tax officers.

While the improvement in non-oil revenue constitutes a positive development for providing states with predictable resources on which to base planning, no evidence was obtained in

relation to strengthening of pro-poor gender-sensitive planning and budgeting. Some stakeholders also observed that there was now even less clarity surrounding the government's decentralisation approach, which makes programming in that area increasingly difficult. In 2015 the government announced that it had increased the number of states from 10 to 28, and since then the number has increased to 32 (some sources said 34). Given this lack of clarity, it is difficult to obtain credible data regarding the transfers to states, let alone disaggregated expenditure data.

Output 1.4
Resources to the states are allocated in two ways – conditional and block grants. Conditional grants cover state expenditures for salaries, while the block grant provides for development funds. The states further distribute these block grants as payam development funds to the counties under their jurisdiction. Information obtained from some government counterparts indicates that after 2013, these transfers have declined due to austerity and also the declining global oil price, as well as the ongoing conflict situation in the country.

With respect to intra-government coordination, UNDP supported the annual governance forum which brought together all state and non-state actors annually to review progress on programme implementation, including at the state level. The last forum was in November 2013. In 2014, the government independently organised and undertook the Governance Forum. At local level, UNDP also supported the Commissioners forum at state level in 2012 and 2013, and none were undertaken since then.

4.2.2.   Overall Contribution to Outcome 1 Indicators

Finding 4   Overall impact of UNDP interventions at outcome level was limited

As currently formulated, this outcome represents low level results which would at best be considered as indicators or outputs. According to UNDP programming guidelines, outcomes describe changes in development conditions *"…are not the sum of outputs delivered through UNDP programmes and projects; rather, they occur when outputs are used by primary stakeholders to bring about change[24]."* This is significant because the current outcome indicators may give a false and misleading impression that the projects have contributed to outcomes (especially given the outputs and achievements delivered through the CSSOs as outlined in Fig 12 above).

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[24] UNDP (2011); <u>Outcome Level Evaluation</u>, p 3

An assessment strictly based on current outcome indicators could therefore paint a picture whereby UNDP has contributed to a functioning and effective governance system in South Sudan (Figure 13). The reality however, is that governance systems are weak and have continued to deteriorate due to the ongoing and prolonged conflict situation affecting many parts of the country (see also Annex 3).

Figure 13. Contribution to Outcome 1 Indicators

Outcome 1. Core governance and civil service functions established and operational			
Indicator	Baseline and Target	Progress achieved	Evaluation Assessment*
Indicator 1.1: Number of Laws and policies put in place to enhance the work of national oversight and accountability institutions[25]	Baseline (2013): One Bill in place[26], draft South Sudan Anti-Corruption Commission and National Audit Chamber Bills in place Targets (2014): Revision of SSAC and NAC Bills commenced (2015): Two Bills tabled and revised (2016): Three Bills endorsed and accented.	NAC Bill was passed. SSACC Bill still pending. Several other bills were passed through IGAD project support	A series of studies were undertaken by Sudd Institute in 2015[27] on the state of governance, and all point towards a worsening situation.
Indicator 1.2: Number of Civil Service legislations and policies put in place.	Baseline (2013): Three civil service laws put in place[28]. Targets (2014): Three civil service Bills drafted (2015): Five civil service laws and policies in place (2016): Eight civil service laws and policies in place.	Bills and Regulations on Conduct of Business drafted, of which four have been reviewed, and three enacted.	Capacity of the civil service continued to be affected by high turnover due to conflict conditions, low (or lack of) remuneration and expanded number of states

The evidence from stakeholders from both in and outside of UNDP suggests that interventions had limited overall impact at outcome level. Many stakeholders observed that the incidence of vulnerability to multiple stresses, including security, political, economic and environmental shocks was on the increase while also the level of public service delivery was virtually non-existent

> "Between 2010 and 2014, South Sudan's human development index (HDI) decreased by 0.7% from 0.470 to 0.467, representing an average annual decrease of 0.18%.
> **South Sudan Human Development Report 2015, p 14**

particularly at the local level. Related documentary evidence also supports the prognosis that there is an increase in vulnerability. For example, the United Nations Office of Humanitarian

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[25] NAC, SSACC, and Human Rights Commission

[26] Public Finance Management and Accountability Bill (2012)

[27] Study on CSOs as actors in **peace and conflict resolution**; Study on **anti-corruption, accountability and transparency**; Study on bureaucracy and **decentralisation**; Study on state of **service delivery**; and Study on **constitutionalism**.

[28] Civil Service Pensions Scheme Act 2012, South Sudan Pensions Fund Act 2012, and South Sudan Performance Management System

Coordination (OCHA) states on its website that "*the decline in oil prices has crippled the government's social services sector and negatively affected more than 40 percent of the population. Since December 2013, an additional one million people have been pushed below the poverty line*".[29]

In the Governance sector, various sources also report a worsening situation on a majority of the governance indicators for South Sudan. Data on World Governance Indicators (WGI) compiled by the World Bank[30], for example, shows regression on five key indicators between 2011 and 2015 (Figure 14). The Ibrahim Index of African Governance (IIAG)[31] also shows similar trends for the same (or similar) indicators over that same period.

Figure 14. Governance Indicators for South Sudan (World Bank and IIAG data; 2011 – 2015)

WGI governance indicators*	2011	2012	2013	2014	2015**	IIAG governance indicators
Rule of Law	-1.3	-1.4	-1.5	-1.8	-1.8	
	37.2	37.2	31.2	28.5	-8.6	Rule of Law
Regulatory Quality	-1.7	-1.5	-1.5	-1.7	-1.7	
	15.6	15.6	9.5	6.7	-8.8	Accountability
Voice and Accountability	-1.0	-1.3	-1.4	-1.5	-1.5	
	17.5	17.5	24.7	17.1	-0.4	Participation
Government effectiveness	0.0	0.5	0.5	0.0	0.5	
	30.1	30.0	21.6	17.5	-12.6	Rights
Control of Corruption	-1.6	-1.4	-1.4	-1.6	-1.7	

* The indicators combine the views of a large number of expert survey respondents in industrial and developing countries. They are based on over 30 individual data sources produced by a variety of survey institutes, think tanks, non-governmental organizations, international organizations, and private sector firms. The scale ranges from -2.5 (very poor) to 2.5 (very good).

* For the Mo Ibrahim Index, the data under the 2015 column indicate changes over period 2011 – 2014

[29] www.unocha.org/south-sudan

[30] www.info.worldbank.org/governance/wgi/#home

[31] Mo Ibrahim Foundation (2015); Ibrahim Index of African Governance: Country Insights, South Sudan, p8

Figure 15*. Graphical Presentation of the World Bank and IIAG data*

Fig 9a. World Bank Governane Indicaators South Sudan; 2011 - 2015

- Rule of Law
- Accountability
- Corruption control
- Govt Effectiveness
- Regulatory quality

Fig 9b. IIAG indicators for South Sudan; 2011-2014

- Rule of Law
- Accountability
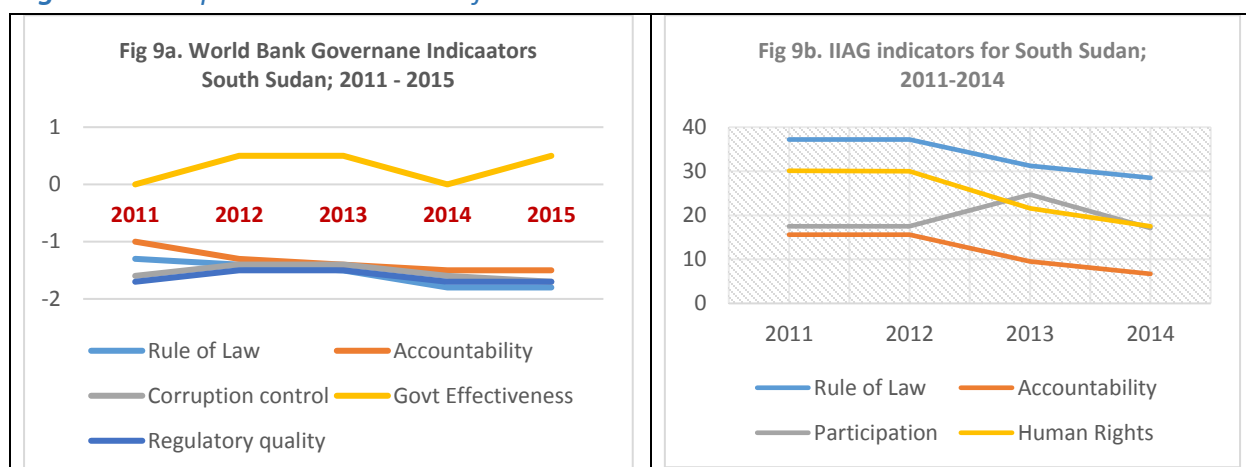- Participation
- Human Rights

Figure 15 illustrates a general trend where the indicators have been regressing steadily since 2011. The IIAG shows a slight improvement for the Participation indicator between 2012 and 2013, but that too began to decline post-2013. On the WGI indicators, Government Effectiveness is shown to be improving from 2014 onwards, but whether that improvement will be sustainable will only be determined when future data becomes available. Given the above trends, there can be no other conclusion but that despite the intentions of government (as outlined in the SSDP) and the support of partners (UNDP included), the overall impact on outcomes has been limited. While a detailed analysis of the causes is beyond the scope of this evaluation, an attempt was made to determine some of the causal factors, at least in so far as UNDP interventions were concerned.

Interrupted implementation

Programme implementation was interrupted on several times, sometimes for long periods of three or even six months. When the GoSS shut down oil production in early 2012 and lost an estimated 98% of its budget resources, this had an overall impact of depriving UNDP of its key and most critical implementing partner.

Just as the country was recovering from the austerity measures that lasted until the second quarter of 2013, conflict broke out in December, which led to the evacuation of all international staff for most of the first quarter of 2014. In collaboration with its UNCT partners, UNDP undertook a criticality assessment of its programmes, resulting in downscaling of the Governance programme by 38% from an initial planned budget of US$128.9 million to $49.2 million.[32] As a result, the majority of UNDP interventions were downsized in scope as well as national coverage (see section 4.1.2). Many parts of the country remained inaccessible due to the conflict, which

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[32] Evaluation of South Sudan UNDAF 2012 – 2016, p10

officially ended when a peace agreement was signed in August 2015 before a new wave of conflict started in July 2016.

Given the foregoing context, donors and development partners also prioritised funding towards emergency response. OCHA reports indicate that in December 2013, there were 180,000 internally displaced persons (IDPs), but by December 2016, the number had increased to 1,853,924. Clearly therefore, the sustained fragile situation in South Sudan has negatively impacted on development progress, including also the expected CPAP outcomes.

4.2.3.   Outcome 5: Access to justice and the rule of law improves

UNDP strategy for contributing to Outcome 5 was to provide targeted support to justice sector and rule of law institutions[33], through provision of technical institutional and community level support to the justice sector to facilitate provision of equitable access to justice, and promote the rule of law and order through accountable and transparent statutory and traditional institutions. UNDP developed the project – Access to Justice and Rule of Law as a special purpose vehicle designed to deliver the following key outputs:

- Increased access to justice through coordinated institutional presence at state and county levels;
- Reduction in case backlog;
- Mechanisms to address prolonged and arbitrary detention established in Rule of Law Institutions;
- Policy framework for the harmonization of the administration of traditional with the formal justice sector; and
- Capacity development and institutional strengthening

Finding 5   Capacity of rule of law institutions was improved although not to the expected scale

As outlined earlier, UNDP provided technical and institutional capacity building support to rule of law institutions, including community level support to enhance equitable access to justice through accountable and transparent statutory and traditional institutions.

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[33] Judiciary, Ministry of Justice, National Police Service and National Prison Service.

Figure 16. Output 5.1 Assessment

Output 5.1. Improved capacity of rule of law institutions to provide criminal justice services at state and national levels			
Indicator	**Baseline and Target**	**Progress achieved**	**Evaluation Assessment***
Indicator 5.1.1: Availability of prosecutorial and legal aid services at state and county levels.	**Baseline (2013):** Minimal availability of legal aid services. **Targets (2016):** 10 states and 25 counties offering prosecutorial and legal aid services.	Two legal aid officers in each of the original 10 states, but not at county level. However, as civil servants are not getting paid regularly, their performance is doubtful.	
Indicator 5.1.2: Existence of mechanisms within the police service for community policing and for preventing and responding to SGBV.	**Baseline (2013):** 5 Special Protection Units (SPUs) established; community policing mechanism initiated **Targets (2016):** 20 SPUs and Community Policing mechanism functional in 10 counties of 10 states.	- PCRCs established: 44 (in 8 states); - Active Community Policing Units: 18; - Police and community leaders trained on community policing: 644; - SPUs established and made functional: 21 (13 renovated, 8 provided with equipment) in six states; - SPU personnel and social workers trained in SGBV: 538.	
Indicator 5.1.3: % of vetted and screened Prisons personnel deployed at state and county levels	**Baseline (2013):** 18,411 NPSSS personnel deployed at national state and country levels **Targets (2016):** 100% of vetted and screened Prisons personnel deployed at national, state and county levels.	41.8% of NPSSS personnel vetted and screened nation-wide	

* ■ – Unsatisfactory;   ■ – Moderately Satisfactory   ■ - Highly Satisfactory

Through A2JROL project, UNDP delivered its planned output to improve capacity of rule of law institutions. The project supported the Judiciary to develop a case management system, which was now operational in the High Court of South Sudan. Government counterparts that were interviewed acknowledged that the case management system had improved the operational efficiency of the High Court, which was now able to maintain a more accurate case record and thereby determine which cases had been pending for long periods of time. UNDP also supported the rule of law forums that brought together state and non-state actors involved in the rule of

law sector to share information, coordinate work and plan programmes jointly. 39 rule of law forums were held across five states in 2014; 34 in 2015; and 20 in 2016. Total participants were 947 (32% female); 995 (31% female) and 495 (26% female) respectively. Discussions included access to justice for vulnerable groups, including women and juvenile delinquents, alternatives to detention, prolonged and arbitrary detention, strengthening the administration of criminal justice during conflict, and dissemination of the peace agreement[34].

Through support of the IGAD initiative, CSSOs were also attached to the Ministry of Justice and JoSS and helped develop capacity for legal drafting, as well as establishment of the legal aid system. In 2014, UNDP also provided support for training of paralegals through Support for Peace Initiative Development Organization (SPIDO), in Bor. A total of 20 (five women) paralegals from eight payams were trained on counselling, arbitration, and to follow up on pending cases. In Wau, 40 paralegals (9 female) were trained on legal aid services. The paralegals went on to establish an organization, and have since been recognised by the police, prisons, judiciary and Directorate of Public Prosecution in Wau, which enables them to access detainees and convicts, and provide them with legal advice. In 2015 and 2016, UNDP supported 6 and 7 CSSOs respectively to provide legal aid and legal advisory services.

UNDP collaborated with the SSNPS, United Nations Population Fund (UNFPA) and International Organisation on Migration (IOM) to provide training on community policing in Juba, Torit, Wau and Yambio (see box). The training resulted in establishment of Police Community Relation Committees (PCRCs) and exposed members of the police force and the community to community policing concepts

> **Training on community policing**
> 2014: 207 {83 Police; 124 Community}; Women – 30%.
> 2015: 138 {80 Police; 58 Community}; Women – 37%.

for addressing community security problems, and also created awareness with regards the community responsibility for security[35].

Through this training and other institutional support, UNDP strengthened the South Sudan National Police Service (SSNPS) awareness and capacity in handling sexual and gender-based violence cases. In 2016, there were 15 functional SSNPS Special Protection Units (SPUs) in 8 different locations including Juba (5), Yambio (2) Torit (2), Wau (2), Aweil (1) Rumbek (1), Mingkaman (1) and Kuajok (1). The SPUs handled 255 cases, including SGBV cases in 2016 alone (Figure 17).

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[34] A2JROL Project Annual Report, 2016; p 15
[35] 2015 Annual Report, p 11

Figure 17: Cases handled by SPUs in 2016																	
SGBV Cases						Juvenile Delinquents						Missing Children					
Juba	Yambo	Torit	Wau	Aweil	**Total**	Juba	Yambo	Torit	Wau	Aweil	**Total**	Juba	Yambo	Torit	Wau	Aweil	**Total**
40	-	20	64	37	**161**	24	-	24	12	30	**90**	-	-	-	-	4	**4**

Source: A2JROL Project Annual Report, 2016

In 2015 the SPUs handled a total of 255 cases, out of which 106 were referred to court, 104 were resolved through mediation with the help of the trained social workers and 47 were referred for investigation by the Office of the Public Attorney. Seventy-seven missing children (29 girls) were reunited with their families[36]. As a result of these successes, SPU desks were set up in Aweil, Torit and Wau hospitals to provide advice and facilitate access to medical services by SGBV survivors.

UNDP also supported a pilot Emergency Call Centre (ECC) in Juba in 2014. The pilot was successful, providing a 24-hour toll-free emergency call service to the Police by dialling 777 through all mobile network services. The pilot involved collaboration with private sector entities, including the MTN mobile telephone company which provided the technical platform. In 2014 alone, the ECC responded to 6,083 calls, including 171 calls related to SGBV. This initiative was however not sustained in part due to lack of operations and maintenance capacity. Based on key informant interviews, the ECC had stopped functioning as of July 2016, although plans were at advanced stage to revive the ECC in Juba, as well as establish a second Centre in Wau using government's resources.

With the Prisons Service, UNDP established a vocational training centre in Juba in early 2016. The centre provides training to inmates in various vocational skills[37] to prepare them for integration back into their communities upon release. In September 2016, 226 (30 women) graduated in various skills. Out of these, 29 have since served their sentences and been released. Ten of those released were in Juba, of which seven were already in gainful employment while the other three were in self-employment using the acquired skills.

Finding 6   UNDP contributed to increased access to legal aid services for vulnerable groups; but survivors have not started to access transitional justice

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[36] A2JROL Project Annual Report, 2015; p10

[37] Carpentry; Welding/metal work; Hairdressing; tailoring; Electric technicians; Agriculture; Auto mechanics; Brick laying/masonry. Plans were also at advanced stage to introduce Food processing, Bakery, and IT.

Figure 18. Output 5.2 Assessment

Output 5.2. Increased awareness and demand for justice.			
Indicator	**Baseline and Target**	**Progress achieved**	**Evaluation Assessment***
Indicator 5.2.1: Number of men and women with access to legal aid services.	**Baseline (2013):** 14 men; 0 women. **Targets (2016):** 60 men; 30 women.	In 2016, **769 (289 women)** had legal aid services in 2016	
Indicator 5.2.2: Number of survivors provided with transitional justice services to address their grievances.	**Baseline (2013):** 0 **Targets (2016):** 25 men; 25 women	No survivors received transitional justice service.	

* ■ – Unsatisfactory;   ■ – Moderately Satisfactory   ■ - Highly Satisfactory

In 2013, UNDP supported the MoJ to revise the Legal Aid Bill, which was signed into law by the President in October 2013. Following on that the MoJ also developed the Legal Aid Strategy with support from UNDP, and subsequently, the Council of Ministers approved the strategy and allocated 5 million South Sudanese pounds for its implementation. The draft Bill had a provision that required lawyers to do a minimum of three pro-bono services (legal aid) annually as a license renewal condition. The final Bill that was passed had however omitted this provision.

After the December 2013 conflict, the government reneged on its commitment and suspended funding for the legal aid strategy. Donors withdrew funding, arguing that the lack of government cost-sharing indicated lack of political will; and UNDP decided to shift the focus of its interventions to the state level using its limited core resources. Two Legal Aid Officers were placed in the state government offices. Although there was no specific information whether they were still in place as of the time of drafting, evidence suggests that most of them may have moved on, and those that were still in place were probably not providing any meaningful legal aid services due to the limited resources available to states.

Since 2014, UNDP has partnered with civil society organisations by providing them with small grants to provide legal aid services in eight states. These CSOs have provided both advisory and representation services to vulnerable groups and helped UNDP to achieve and surpass its output targets. Evidence obtained however suggests that UNDP missed an opportunity to strengthen its collaboration with, for example the UNMISS-HRD (Human Rights Division) on the planning and implementation of its engagement with civil society.

UNDP supported the establishment of JCCs in the target states. Funding started in 2014 when UNDP provided grants to three non-governmental organisations (NGOs) to establish and operationalise them Bor, Jonglei and Rumbek. The NGOs have been engaged in community

awareness and training. By 2016, this initiative had been expanded to cover 6 states[38], with seven CSOs[39] receiving grants to establish additional JCCs, raise awareness among communities about national legislation, human rights and SGBV, as well as providing legal aid and counselling services with particular focus on women and children. In addition, the CSOs developed radio programmes and call-in shows on human rights, focusing particularly on the right to a fair trial, equality before the law and freedom from torture. The radio programmes have national coverage, and an estimated 82,000 listeners were estimated to have benefitted from the programmes.

Although the indicator (5.2.2) to provide transitional justice to survivors was not achieved, UNDP has been working to lay its foundation. In 2014, an options paper on transitional justice was developed followed by support to the MoJ to hold an awareness workshop among government institutions and civil society as well as training of forty judges (three women) and 30 prosecutors (four women) in international criminal justice.

In October 2015, UNDP supported a *Perception Survey on Truth, Justice, Reconciliation and Healing*. The survey increased awareness and generated interest for transitional justice issues across the South Sudan society. A follow up workshop was supported by UNDP to discuss the survey findings, attracting 279 participants, including government officials, judiciary, civil society, academics and donors. The workshop culminated with recommendations that (a) reconciliation process must be implemented domestically and utilise traditional reconciliation mechanisms, (b) victims should be compensated in the form of development projects, (c) individuals whose houses were destroyed should be compensated, (d) perpetrators of human rights violations and abuses should be prosecuted, and (e) support should be provided to CSOs to undertake outreach on reconciliation, and to establish psychosocial support centres[40].

A Transitional Justice Working Group (TJWG) was established in 2016, along with a five-year strategic plan. A toolkit was developed for use by CSOs in training, advocacy and engaging various stakeholders including national and state governments, the population, regional and international partners with regard to the use of transitional justice mechanisms. UNDP provided grants to some NGOs, including Dialogue and Research Initiative to undertake community awareness. The NGO held two dialogue forums in Juba and Rumbek with traditional leaders,

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[38] Juba, Aweil, Wau, Yambio, Torit, Akobo

[39] Civil Society Human Rights Organisation (CSHRO) in Yambio, Help Restore Youth South Sudan (HeRY) in Aweil, Initiative for Peace Communication Association (IPCA) in Yei and Juba, Organisation for Transformation and Empowerment (OTE) in Wau, Support Peace Initiative Development Organisation (SPIDO) in Torit, Upper Nile Youth Mobilisation and Peace Development Association in Akobo. Foundation for Human Rights Initiative (FHRI) is providing legal aid services in Juba.

[40] A2J and RoL Annual Report, 2015; p 9

leaders of political parties, state government officials and representatives of women and youth organisations. UNDP also provided support for government to establish a Technical Committee to conduct national consultations on the legal framework for the Commission on Truth Reconciliation and Healing (CTRH).

4.2.4. Overall contribution to outcome 5 indicators

Finding 7 Although the continuous conflict situation limited their impact, UNDPs interventions contributed to establish a scalable system for equitable access to justice

Figure 19. Contribution to Outcome 5 Indicators

Outcome 5. Access to justice and rule of law improves			
Indicator	Baseline and Target	Progress achieved	Evaluation Assessment*
Indicator 5.1: Existence of a legal and regulatory framework for the provision of legal aid services to girls, boys, women and men (including for IDPs and other vulnerable groups).	**Baseline (2013):** No legal framework for the provision of legal aid services. **Targets (2014):** Legal and regulatory framework for the provision of legal aid revised. **(2015):** Legal and regulatory framework for the provision of legal aid in place; **(2016):** Legal Aid Directorates and legal services CBOs operational at state level.	The Legal Aid Bill was passed in 2013 and Legal Aid Strategy was developed. Legal aid services were being provided in Akobo, Aweil, Juba, Torit, Wau and Yambio through collaboration with civil society. Directorates were established and staffed with two Legal Aid Officers each in 10 states but no services provided.	
Indicator 5.2: Key human rights instruments are ratified, operationalized and regularly monitored.	**Baseline (2013):** Key human rights instruments, i.e. CEDAW, CRC and the Kampala Convention) not ratified**. Targets (2014):** Ratification of key human rights instruments agreed on. **(2015):** Key human tights instruments: CEDAW, CRC and the Kampala Convention ratified **(2016):** Ratified instruments are operationalized, monitored and reported on.	Most of the key human rights conventions have been ratified. However, the South Sudan legal system also requires that they are domesticated through an Act of Parliament. The Child Act has been passed, but no other international treaty has been so domesticated. The first UPR report was done in 2016.	
Indicator 5.3: Percentage decrease in major crimes reported	**Baseline (2013):** 50857 major crimes reported (Murder (1,708), Grievous hurt (15,077), Theft	The indicators (as indeed the CP) was developed in a post-conflict context, while its implementation	

| | (24,938), Cheating (8,087) and Rape (1,047) **Targets (2014):** 2%; **(2015):** 5% reduction in major crimes reported; **(2016):** 10% major crimes reported. | has mostly been undertaken in a conflict environment. Most stakeholders opined that the incidence of crime was likely to have increased due to ongoing conflict (though reporting may have decreased). | |

* ■ – Unsatisfactory;   □ – Moderately Satisfactory   ■ - Highly Satisfactory

Within the rule of law sector, UNDP contribution can be categorised into three broad areas: transitional justice and legal aid; community policing; and human rights. UNDP contribution in these areas consisted mainly of developing capacities at the legislative and institutional levels, and also direct delivery of services to target beneficiaries, including women and children.

UNDP contributed to develop a legal aid strategy in 2013, with an initial strategy to roll out its implementation through the Ministry of Justice and JoSS. Capacity building training was provided to the judiciary and MoJ through workshops and consultants support. A case management system was developed to maintain a catalogue of cases going through the courts. A number of High Court judges and prosecutors were trained in international criminal justice, including on gender-based violence. Two legal aid officers were placed and supported in each of the target states to lead and coordinate legal aid services at the state level.

However, the continuous recurrence of conflict, deprived the government of the required resources and capacity to upscale legal aid services, and UNDP changed its strategy to the states and civil society. A focus group discussion with three of the NGO's operating in Juba indicated that community awareness had been undertaken and some legal aid services were being provided to direct beneficiaries, including legal advisory services and court representation. Some of the NGO's were also providing mediation services, to mitigate the effects of delayed justice arising from the huge backlog in the judiciary system. The NGOs were required to establish Justice Confidence Centres (JCCs) in their counties where human rights cases and SGBV cases were referred for free legal

In Yambio, one NGO (Civil Society Human Rights Organisation) said they received a $10,000 grant from UNDP in April 2016. The grant was to establish a Justice Confidence Centre (JCC) and provide legal aid services and human rights awareness. To date, the results of their interventions include:

- ☞ Community awareness on SGBV and human rights. A 2015 survey found 99 women were murdered by their husbands in GBV cases between Jan – Dec 2015. Since the awareness campaign, no GBV-related murders have occurred since April 2016.
- ☞ State Ministry of Education has developed a human rights curriculum for secondary schools, which was now being debated in the state legislative assembly.

aid service. In Yambio, the NGO had also established a Community Reconciliation and Justice Committee, which refers cases to the JCC.

UNDP also collaborated with SSNPS to build a mutual trust between the police and their communities through the community policing initiative. Awareness workshops were undertaken in collaboration with UNMISS Police, attracting participation of traditional and community leaders. As noted earlier, a pilot Emergency Call Centre was established in Juba which was initially successful, and was being expanded to Wau. These models are scalable and capable of nation-wide replication in a stable environment free from political conflict.

In 2016, UNDP also supported reporting of the Universal Periodic Review, the first for South Sudan since its independence. Support included facilitation for nation-wide consultations by government for the State report, as well as similar support for the shadow report led by the NCHR and civil society.

4.3. Efficiency

This section contains the evaluators' analysis and opinions with respect to UNDP's implementation efficiency of its projects. The analysis focuses on (a) project management, (b) budget delivery, and (c) partnerships.

4.3.1. Project Management

Finding 8 The country office management arrangements ensure that project processes (planning, implementation and monitoring) are done in the context of the CP

The country office has two substantive programme units under which all projects are managed: Democratic Governance and Stabilisation Unit; and the Human Development and Inclusive Growth Unit. This enables the country office to monitor project performance and report on results in the context of the overall CP outputs and outcome indicators. The Heads of respective programme units were interviewed and demonstrated that they were hands-on with the programme activities and issues. An analysis of the project annual reports also shows that reporting is linked to CP indicators. There was however a tendency to be descriptive, placing greater emphasis on the activities that have been undertaken rather than stating exactly how the outcome/output indicators have changed (quantitatively or qualitatively) as a result of the implementation of project activities.

Day to day management is done by respective project managers based in Juba. The A2J project also has field presence in Aweil, Wau and Yambio. The evaluators observed that the project

teams with no field presence did not fully leverage field offices in cases where they had activities in the same state. Some of the donors that were consulted expressed concern that the proportion of headquarters staff to field staff was high, and did not reflect good value for money (in fact they said this was a general concern for all UN agencies).

Project Steering Committees or Project Boards were established in accordance with framework agreements between UNDP and the project donors, where applicable. However, some of the donors consulted were concerned that some decisions with implications on project performance and results were taken unilaterally by UNDP without sufficient consultation. While generally projects were completed as per planned timeframes, some of the projects or components of the projects had requested no-cost extensions in order to complete planned activities. The complexity of the operating environment often made this inevitable, especially activity disruption arising from violent conflict from time to time. Most of the donors acknowledge this, but some of them were concerned that some requests for extension were not fully justifiable and could be linked either to UNDP delayed disbursements to grantees or inaccurate initial cost estimates during project design which gave UNDP excess funds over that required to achieve planned objectives (outputs).

The conflict situation that started in 2013 disrupted implementation in a big way. Apart from donors withdrawing funding support, UNDP was also deprived of critical national counterparts as some of them relocated to other states left the country. UNDP interventions therefore face a high implementing risk, which requires appropriate due diligence and management. In Yambio, it was noteworthy that the Legal Administration office was not aware of the legal aid work that is supported by UNDP through the local NGOs. This was quite surprising because it is that Office which handles case management for the courts as well as state prosecution. This means that UNDP should do a lot more due diligence and risk management to ensure that it deals with credible NGOs, and also to anticipate and mitigate the various implementing risk that is inevitable in a conflict environment.

4.3.2. Budget Delivery

Finding 9   Most of the projects have demonstrated capacity to deliver on available resources, but project funding has been consistently declining

In the exception of the A2JROL project whose overall delivery rate was 65.8 percent of available resources, the other three projects all had delivery rates above 90 percent. Figure 20 also appears to demonstrate that the A2JROL project was the only one not able to meet its planned budget targets. However, on closer analysis of project annual reports, the evaluators observed that the reports were written post-facto and the budget figures were adjusted to reflect the commitments made by the various donors. In the opinion of the

Figure 20. Project expenditure against planned budgets and available resources

evaluators, this is not a good practice as it tends to understate the resource challenges that the country office is facing. The planned budget should be stated specifically on the basis of the planned activities; if any adjustments are made as a result of the unavailability of resources, this should also be clearly indicated in the report in order to give an objective report of country office position.
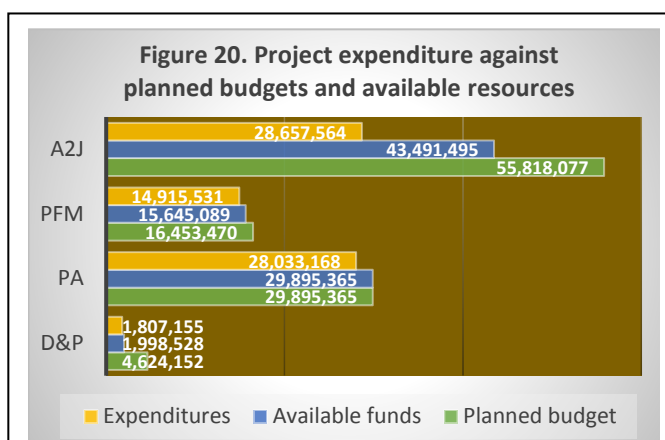
Figure 21 below illustrates the trend with respect to resource availability from 2012 to 2016. The diagram shows that all the projects were affected by declining resources throughout the period. The figures for 2012 (blue bar) reflects the initially planned budget, which continuously declined over the years. For the Public Administration project, the annual budget for 2012 was $9.5 million, which declined to just over $2.7 million in 2014 before gradually increasing to about $5.3 million in 2016. Similar trends are also apparent in the other projects with planned budgets declining from over $3 million to half a million (Democracy and Participation); from over $10 million to $7 million (Public Financial Management); and from over $22 million down to $6 million for A2JROL project.

Figure 21. Project funding and expenditure trends, 2012 - 2016
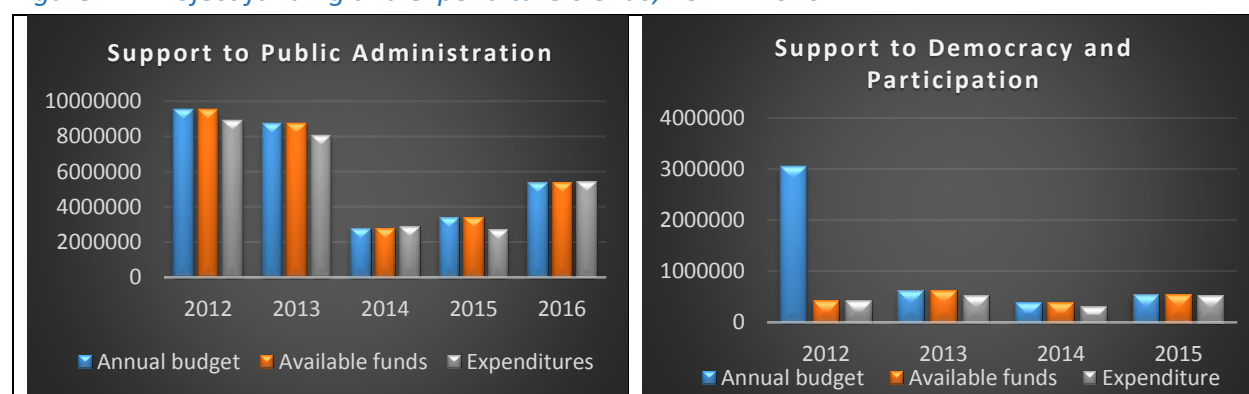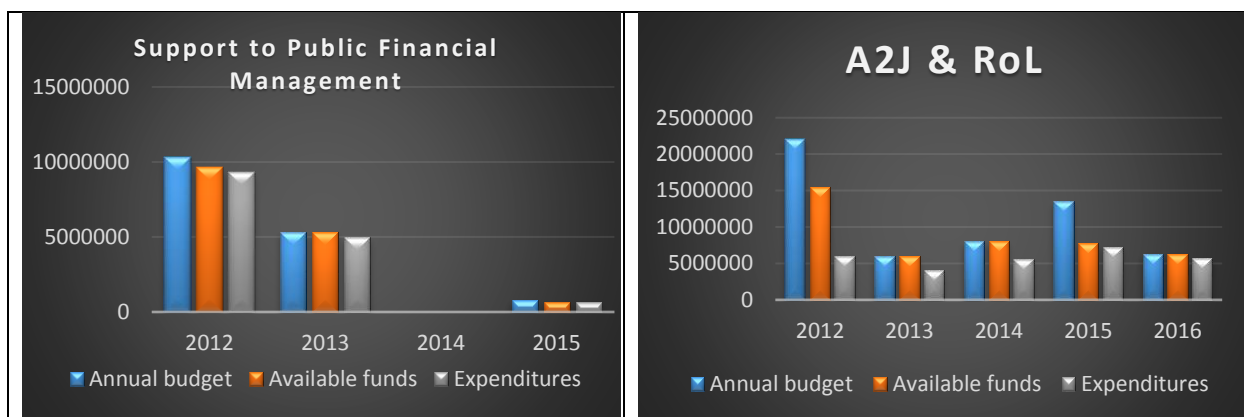
4.3.3. Partnerships

Finding 10 Partnerships were developed with relevant institutions and donors, but opportunities for collaborating with other potentially important players were missed

UNDP's projects have mostly used sector-wide approaches, which enabled it to establish collaboration with key sector institutions. In the Democracy and Participation project, UNDP developed partnerships with key governance and accountability institutions, including SSLA, OoP, SSACC and NAC among others. Likewise for the Rule of Law sector, UNDP collaborated with key justice delivery and rule of law institutions, including the Police, Judiciary, MoJ and Prisons.

It was also noted however, that some key institutions were left out, or at best engaged towards the end of the programme. For example, the SSHRC said that they did not have any collaboration with UNDP until 2016 when support was provided for the UPR reporting. The Law Reform Commission also said that they had only started to collaborate with UNDP in 2016 on harmonisation of traditional and statutory law; while the NBS said they had not been directly supported, and were not even part of the governance forums that were supported by UNDP until 2013.

UNDP also collaborated through joint initiatives with other UN agencies, including UNFPA, UN Women and UNMISS/HRD. However, there were also missed opportunities for partnership and collaboration in some interventions where they had common interest. Some illustrative examples include the UNMISS/HRD, which also carries a dual mandate for the United Nations high commission for Human rights (UNHCHR), but was not aware of UNDP's work on legal aid. The HRD noted that they were co-partners with UNDP as Global Focal Point on Rule of Law, but they were not consulted in the planning and design of transitional justice interventions until the

mandatory reporting stage. UN Women also noted that they had placed a Gender Specialist in the Judiciary, but had no joint intervention with UNDP.

With regards to partnership with donors, all those consulted said they were satisfied with UNDP's management of resources in the context of respective framework agreements. In terms of achievement of results, all the donors said they were satisfied with the results that had been achieved given the context in South Sudan. One of the donors actually noted that the results of the PFM project were so positive that the African Development Bank (AfDB) had committed to provide additional support in a recent donor meeting. Some of them noted however that reporting could be improved by more specific analysis of the projects' contribution against the baseline.

4.4. Sustainability

Sustainability refers to the extent to which the benefits that are enjoyed by beneficiaries can be expected to continue after the support that was provided through the interventions and project activities has stopped.

Finding 11 The strategy to focus support at the state level through collaboration with civil society has increased the potential sustainability of project results

It is not possible to generalise about the sustainability of all the interventions undertaken by UNDP. Clearly, some of them have not been sustainable as discussed in section 4.2.1 above. In particular, a number of interventions under the governance outcome had already ceased soon after the withdrawal of project support; e.g. the governance forums that had provided a coordination mechanism for relevant national institutions.

However, UNDP had made efforts to incorporate sustainability mechanisms in its project design. The secondment and attachment of Technical Advisors in national institutions was one such mechanism which should ensure sustainability. The IGAD initiative in particular constitutes a very strong sustainability mechanism. The other projects also provide several pertinent examples, e.g. training of trainers for vocational training of the NPSSS. Another good practice example is the outreach programmes

> In Yambio, one NGO had established Human Rights Clubs in all secondary schools. Through the radio talk shows, citizens were demanding face to face debates with traditional chiefs to discuss human rights issues and in particular women's human rights.

undertaken by CSOs through radio programmes to raise awareness about human rights and transitional justice. However, these sustainability mechanisms usually work effectively if the

government also demonstrates commitment by ensuring adequate budget support. One indicator for that kind of commitment could be through cost-sharing between the project and the respective national institution. In majority of cases, this has been lacking, other than government contributing to provide office space. The evaluators noted for example that even despite UNDP's support for developing training manuals, none of the supported institutions were using them to conduct training due to lack of resources. A few examples are illustrative - training manuals were developed for the NAC, State Revenue Authorities, etc. In the case of the State Revenue Authorities, the evaluators were informed in Yambio that the state was continually being divided into more states, making it difficult to target individuals for training as they could be moved to another state in the course of the training.

UNDP's strategy to refocus support to the states through collaboration with civil society also constitutes a platform for sustainability based on national ownership. However, for this to be effective, it has to be accompanied by a specific sustainability plan and exit strategy with clear monitoring indicators. The evaluators observed that this generally seemed to be lacking in all of the interventions. Many government officials as well as NGO representatives that were interviewed almost always said that they would require continued UNDP funding support in order to continue with the interventions. Many national counterparts continued to request additional support for organisational capacity such as office furniture, vehicles, computers, internet connectivity, etc. This is not unusual given the fragile economic and security situation in the country, but nonetheless begs the question whether these interventions can be sustainable.

4.5. Gender and social inclusion

In this section, the evaluators were seeking evidence of the extent to which UNDP interventions specifically aimed to, and were able to improve the abilities and opportunities for participation of socially excluded and disadvantaged individuals and groups.

Finding 12 Integration of gender and social inclusion varies across interventions

A review of the project annual reports indicates that UNDP has a dedicated section for reporting on gender development results, and indeed some of the reports provide evidence of developmental changes. For example, in Torit, there was an increase in the number of women appointed to customary/traditional courts in Torit from two to 15, and one woman was appointed to adjudicate on the customary court in Central Equatoria.

The Support to Public Administration project has a specific target of 30% CSSOs. Based on the 2015 annual report, 18 of the 90 CSSOs were women (20%), while 26% of the twins were female. The A2JROL project also specifically integrated gender and social inclusion in design, implementation, monitoring and reporting. An illustrative example is the training provided to traditional leaders on women's rights, gender justice and the bill of rights. In 2016, 133 traditional leaders from Kapoeta, Torit, Yambio and Wau, out of which 33 were women. As a result of this training, traditional leaders from Torit recommended to the Council of Traditional Authority Leaders (COTAL) that 25% of customary leaders should be women; and COTAL committed to nominate two female representatives per county to serve in the customary courts. As at the time of drafting 16 women had been appointed as traditional leaders.

The community policing intervention also specifically targeted SGBV training and support to survivors. As a result, there has been notable increase in the number of reported SGBV cases from 2012 to 2015 (the evaluators were unable to establish whether the increase in the number of reported cases is a function of awareness or a reflection of increase in the incidence of crime).

Figure 22. Reported SGBV cases, 2012 - 2015

Morality, Gender And Marriage Related Crimes	Sections of Law (Penal Code)	Reported Crimes 2012	Reported Crimes 2013	Reported Crimes 2014	Reported Crimes 2015	TOTAL
Rape	247	1,019	978	888	898	**3,783**
Unnatural Offences	248	2,860	147	34	90	**3,131**
Public Indecency	249-251	279	10	5	21	**315**
Prostitution	253	49	14	13	23	**99**
Sexual Assault/ Harassment	255, 256	29	221	413	492	**1,155**
Marriage Ceremony Related Crimes	265	158	524	614	488	**1,784**
Adultery	266	44	2,788	3,442	3,350	**9,624**
Trafficking	282	141	353	129	65	**688**
Defamation	289		184	394	674	**1,252**
Domestic Violence	Hurt sections		340	566	346	**1,252**
TOTAL		**4,579**	**5,559**	**6,498**	**6,447**	**23,083**

Source: A2JROL project annual report

The A2JROL project also worked with the NPSSS on rehabilitation of the offender by providing training to inmates. However, as noted earlier, implementation of the PFM and Democracy and Participation projects were affected by lack of funding and consequently, there wasn't much to report on gender and social inclusion. The PFM project in particular represents a missed opportunity for pro-poor, gender-responsive planning and budgeting, which would be critical element for the economic empowerment of disadvantaged groups.

V. CONCLUSONS AND RECOMMENDATIONS

5.1. Conclusions

The expected outcomes were not achieved due to a number of factors (see Annex 3). Although UNDP cannot be held accountable for the achievement of outcomes, it did not deliver planned outputs which should have contributed to the outcomes. The fundamental question for the evaluation was therefore to establish the factors that impacted on UNDP's performance and results at the output level.

Foremost among these factors was the changing operating environment. UNDP developed its programme based on assumptions of a post-conflict scenario, which failed to hold true from the beginning. Two months after the start of implementation, South Sudan shut down oil production in response to political disputes with its northern neighbour. According to several sources, including the World Bank, the country lost 98 percent of its revenue as a result of the shutdown, causing the government to introduce austerity measures that deprived UNDP of its critical counterpart at central and state level.

UNDP undertook a programme criticality assessment in response to the conflict in December 2013. Although UNDP developed the integrated crisis prevention and recovery programme in response to the conflict, implementation of its other projects was disrupted. In addition, the process to get the programmes back on track, including signing of the UNDAF took between 12 to 18 months.

As a consequence of the outbreak of conflict, donors refocused their priorities towards the emerging humanitarian crises, with some of them withdrawing funding from projects or not honour prior pledges and commitments. UNDP also changed its strategy and increased partnership with civil society in an effort to expand its geographic coverage in an environment of limited access to some states because of the conflict. An emerging lesson however, is that NGOs tend to be competitive among themselves, thereby impacting on the synergy between interventions. Some of the NGOs did not have capacity to continue the interventions without UNDP funding support, which also points to an emerging lesson for sustainability planning and clear exit strategies for interventions.

The strategy to focus work at state level was logical, given that not all states were engulfed in conflict to the same level. Remarkable results were reported with regards access to justice and SGBV in some of the states that were not too much in conflict, such as Aweil for example. This

provides UNDP an opportunity for piloting and learning innovative approaches, which can then be upscaled and replicated to other states when conducive environment returns.

However, there has been some uncertainty about the number of states, which were increased in 2015 from 10 to 28. This has had a negative impact on programme implementation, especially with regards to training and capacity building of staff, and state legislative assemblies. Some of the newly established states did not have infrastructure and office equipment, thereby making it difficult for UNDP to implement meaningfully with them as counterparts.

In view of the foregoing, the evaluation therefore made the following conclusions:

Relevance. The outcomes and interventions were initially very relevant and appropriate to address the challenges and development needs in South Sudan. This placed UNDP in a position of trust, by both the GoSS and donors as reflected in the planned budget. However, the country situation and context changed prior to any substantive implementation and donors shifted their priorities towards emergency response. UNDP was unable to adapt quickly enough to maintain its programme relevance, and subsequently narrowed the scope and scale of its interventions, which although still relevant, did not reflect the originally planned holistic logic and theory of change.

Effectiveness. Overall there was no change in development conditions. In fact, South Sudan has regressed in many of its social and governance indicators as reflected in the National Human Development Report (2015), which notes that "*Between 2010 and 2014, South Sudan's human development index (HDI) decreased by 0.7% from 0.470 to 0.467, representing an average annual decrease of 0.18%*". Although this cannot be blamed on UNDP, it nonetheless reflects on UNDP's effectiveness to contribute to development results at the outcome level.

Efficiency. While UNDP has adequate delivery capacity as reflected by the delivery rate of available resources, there was weak reporting of CP outputs outcomes. Project reporting tended to be highly activity-based. This activity-centric approach limits management's capacity to see things from a broader picture perspective and inhibits synergies between interventions and projects. Opportunities for developing partnerships and collaboration with other actors pursuing the same objectives through different interventions were sometimes missed, further weakening the impact of interventions at outcome level.

Sustainability. The key ingredients for sustainability - national ownership and leadership - are lacking. Since the majority of UNDP's interventions have limited scale, they require adequate

capacity for national replication. However, the interventions did not have specific sustainability plans and exit strategies, and there was no targeted sustainability monitoring and reporting.

Gender and social inclusion. Most of UNDP's interventions integrated gender in their design and implementation, especially with regards to inclusion and participation of women in project activities such as training. Reporting of results was also adequately sex disaggregated.

5.2. Recommendations

The evaluators recommend that UNDP should consider the following six issues in order to improve its performance and results achievement.

Recommendation 1   UNDP should strengthen its internal systems and processes for managing critical risks and assumptions. UNDP may consider establishing a working group on risk and assumptions, with clear terms of reference to provide periodic updates on programme risks and develop alternative strategies for possible scenarios. The overall objective and purpose should be to shorten the decision-making cycle, if and when substantive changes occur in the implementing environment.

Recommendation 2   UNDP should continue to focus its interventions at the state level and enhance engagement with civil society to develop demand-side capacities for governance and access to justice. In particular, UNDP should target states that are not engulfed in conflict and use this as an opportunity to show case the peace dividend, as well as piloting and learning new and innovative ways of engagement with both state and non-state actors.

Recommendation 3   UNDP should strengthen its partnership and engagement with all key actors, including national actors and other UN agencies. This should include proactive identification of opportunities for joint initiatives and joint programming, as well as enhancement of sector wide approaches by engaging all state and non-state actors that are active in the broader scope of project objectives.

Recommendation 4   UNDP should enhance coordination with its partners, including particularly donors, to ensure that project governance is not only transparent, but is seen to be transparent. This is even more important given the challenges in funding support and potential donor fatigue in a context where there could be doubts about government's commitment to implement the peace agreement.

Recommendation 5   UNDP Programme Staff should enhance synergies between their projects and interventions in order to increase impact at outcome level. In particular, project managers should consider specific ways to ensure collaboration among implementing partners (IPs), including through joint review meetings. The aim should be to ensure that the results delivered by one IP can feed into subsequent processes and results of other IPs though pass-on activities and referrals. This should be made clear in the agreement signed with the IPs.

Recommendation 6   UNDP Programme Staff and Project Managers should develop specific exit strategies and sustainability plans for all projects. UNDP may consider as a requirement, that project documents and annual work plans should include specific sustainability indicators as a basis for sustainability monitoring and reporting.

ANNEX 1.   DOCUMENTS REVIEWED

1.   IGAD phase 1 Final Report: December 2010-2015
2.   IGAD Initiative External Review
3.   Public Financial Management: RCPI Independent Review; Final Report, November 2012
4.   2015 Annual Report Public Financial Management
5.   2016 Annual Report Public Financial Management
6.   2012 Annual Report Public Administration
7.   2013 Annual Report Public Administration
8.   2014 Annual Report Public Administration
9.   2015 Annual Report Public Administration
10. 2012 Annual Work Plan Access to Justice and Rule of Law
11. 2012 Annual Report Access to Justice and Rule of Law
12. 2013 Annual Report Access to Justice and Rule of Law
13. 2013 Annual Work Plan Access to Justice and Rule of Law
14. 2014 Annual Report Access to Justice and Rule of Law
15. 2014 Annual Work Plan Access to Justice and Rule of Law
16. 2015 Annual Report Access to Justice and Rule of Law
17. 2015 Annual Work Plan Access to Justice and Rule of Law
18. 2016 Annual Work Plan Access to Justice and Rule of Law
19. Access to Justice and Rule of Law Project Mid-Term Evaluation Report
20. 2016 -2017 Annual Progress Report
21. 2012 Annual Work Plan Democracy and Participation
22. 2012 Annual Report   Democracy and Participation
23. 2013 Annual Work Plan Democracy and Participation
24. 2013 Annual Report   Democracy and Participation
25. 2014 Annual Work Plan Democracy and Participation
26. 2014 Annual Report   Democracy and Participation
27. 2015 Annual Work Plan Democracy and Participation
28. 2015 Annual Report   Democracy and Participation
29. UNDP (2011); Outcome-level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators
30. UNDP; Handbook on Planning, Monitoring and Evaluating for Development Results
31. Public Finance Management and Accountability Bill (2012)
32. South Sudan development Plan, 2011 – 2013
33. South Sudan National Human Development Report, 2015
34. South Sudan UNDAF 2012 – 2013
35. UNDP South Sudan CPAP 2012 – 2013

36. UNDP South Sudan CPAP 2012 – 2016
37. South Sudan Development Plan 2011 – 13
38. Norwegian Institute of International Affairs Policy Brief: Civilian capacity in the aftermath of conflict – a case study of OPEN
39. IGAD, Regional Initiative for Capacity Enhancement in South Sudan: Phase II (2013 – 2015)
40. Review of Rapid Capacity Placement Initiative (RCPI), August 2012

ANNEX 2.   LIST OF INDIVIDUALS INTERVIEWED

#	Name	Title
UNDP Senior Management and Programme Staff		
1	JeanLuc Stalon	Deputy Country Director (Programme)
2	Dr Rowland Cole	Senior Rule of Law Advisor
3	Julie van Dassen	Project Manager
4	Shuruma Andrew	Team Leader DGSU
5	Daniel Kir	Team Leader(PFM)
6	Olympio Attipoe	Technical Specialist/Project Manager - PFM
7	Biplove Choudhary	Senior Programme Adviser
8	Dominic Anyanga	Programme Analyst
9	Joseph Aburahoma Saleh	Project Supply Officer
10	Basil Buga Nyama	Project Management Specialist(IGAD)
Partner UN Agencies		
11	Lansana Wonneh	Deputy Director, UN Women
12	Michael Ngabirano	Senior Human Rights Officer, UNMISS HRD
13	Munyambo Bruce	Police Commissioner, UNPOL
14	Thomas Swalla	Chief of Aministration, UNPOL
15	Sambujang Fatty	Team Leader Community Policing, UNPOL
Central Government Counterparts		
16	Maj. Gen. Jackson Elia	Director Transformation Planning and Research; MoI
17	Maj. Gen.Henry Kuany Aguar	Director General(Prisons)
18	Sabuni Samuel	Instructor (Prisons)
19	Brigadier Mangar	Operations Officer in Charge of the ECC (Police)
20	Michael Majok	D/G Dec. Inter-Government Relations, OPC
21	Barnaba Mabor Mayom	D/ Director for Inter-Governmental Relations, OPC
22	Venusto Keri	Director for State Affairs, OPC
23	Hon. Jeremiah Swaka Moses	Under Secretary, MOJ
24	Hon.Alalla Younis Loro	Clerk of Paliament
25	Del Rumdit Deng	Acting Executive Secretary, LGB
26	Margret A	Executive Director, NBS
Independent Commissions		
27	Hon. Johnny Saverio	Acting Chairperson, SSACC
28	Hon. Elisama Wani Daniel	Commissioner, SSACC
29	Hon.Akuei Mayuen Deng Dut	Director General Investigation and Legal Services
30	Kuyok Abol Kuyok	Executive Director, SSACC
31	Francis Hamis	D/G State Coordination, SSACC
32	Tombe Logale Lukak Legge	Deputy Auditor General, NAC
33	Hon. DR. Justin Valfrido Droko	Deputy Auditor General, NAC
34	Dut Kuol De Dut	Director for Training, NAC
35	Prof.Abednego Akok	Chairperson, NEC

#	Name	Title
36	Jersa Kide Barsaba	Deputy Chairperson, NEC
37	Lawrence Sulubia	Commissioner, NEC
38	Changkuoth Beal Diaw	Ag. Executive Director, LRC
39	Victor Lado	Executive Director, SSNHRC
40	Samuel Yang	Admin& Finance, SSNHRC
Development Partners/Donors		
41	Jaap Van Der Zeeuw	Deputy Head of the Mission, Netherlands
42	Teun Mandema	First Secretary, Netherlands
43	Koji Ito	First Secretary, Embassy of Japan
44	Christianne Kivy	Programme Officer, Royal Norwegian Embassy
45	Bosco Ojja	Programme Officer, Royal Norwegian Embassy
Civil Society Organisations		
46	Uwkah Abraham	Program Manager, Human Rights Initiative
47	Joseph Edward Issa	Executive Director, Initiative for Peace Communication
48	Gordon Lam	Director, Dialogue and Research Initiative
49	Abel Dominic Hetiru	Executive Director, Civil Society Human Rights Organization (CSHRO) - Yambio
50	Eliaba Moses	Project Officer, CSHRO
51	Gugamugbia Peter	Logistic Officer, CSHRO
Private Sector Organisations		
52	Khumbulani Dhlomo	Head of Corporate Services, MTN
State Leglslative Assembly		
53	Hon.Singira Robert	Member of Parliament, Yambio
54	Hon. Mbembe Rukokak	Member of Parliament, Yambio
55	Hon Christine F. Moko	Member of Parliament, Yambio
56	Hon Mark Nginzo Murangi	Member of Parliament, Yambio
57	Hon Adu James Votoki	Member of Parliament, Yambio
58	Hon Monoko Leone	Member of Parliament, Yambio
59	Hon Benty M.kpiosa	Member of Parliament, Yambio
State Government		
60	James Richard Ramadan	Director General Finance/ A/g Director Revenue, Yambio
61	Bakumba Eria	A/g Deputy Director Planning, Yambio
62	Anthony Jacob Yabira	Director Training Revenue, Yambio
63	Nelson Kanja	P.T.M.O(CSSO), Yambio
64	Aku John Matabis	Assistant Director, State Revenue Authority, Yambio
65	Norah Elia Kubaga	Deputy Director Budget, Yambio
66	Hon. Paul Joseph	Head of Legal Admin/Rule of Law, Yambio
67	Moses Kimani	Social Worker, Ministry of Education
68	Laura Poni	Social Worker (CSSO Twin)

#	Name	Title
69	Lakech Teshome	Midwifery CSSO – Yambio Hospital
70	Colomba Jerome	Midwife, CSSO Twin
71	Rhoda Henry	Nurse Assistant, CSSO Twin
72	Veronica Dungujugo	Midwife Assistant, CSSO Twin
73	Amina Nancy	Midwife, CSSO Twin
75	Mongoye Victoria	Midwife Assistant, CSSO Twin
76	Achirochan Liillian	Midwife, CSSO Twin

Outcome 1. Core governance and civil service functions are established and operational			
Indicators	**Baseline**	**Targets**	**Status of Indicators**
Indicator 1.1: Number of Laws and policies put in place to enhance the work of national oversight and accountability institutions[41]	**Baseline (2013)**: One Bill in place[42], draft South Sudan Anti-Corruption Commission and National Audit Chamber Bills in place	**Annual Target (2014)**: Revision of SSAC and NAC Bills commenced **Annual Target (2015)**: Two Bills tabled and revised **Annual Target (2016)**: Three Bills endorsed and accented.	Partially Achieved SSAC still for scrutiny at the Ministry of Justice
Indicator 1.2: Number of Civil Service legislations and policies put in place.	**Baseline (2013):** Three civil service laws put in place[43].	**Annual Target (2014):** Three civil service Bills drafted **Annual Target (2015):** Five civil service laws and policies in place **Annual Target (2016):** Eight civil service laws and policies in place.	Partially Achieved Two Bills scrutinised and enacted; National Legislature Conduct of Business Regulations Bill and Parliamentary Service Commission Bill No development on the civil service laws and policies in progress
Output 1.1: Institutions of oversight, accountability and democracy strengthened			
Indicator 1.2.1: Medium Term Capacity Development Strategy (MTCDS)	**Baseline (2013):** MTCDS coordination and implementation structures not in place.	**Annual Target (2014):** Consensus reached on the implementation of the MTCDS strategy. **Annual Target (2015):** MTCDS coordination and	Not Achieved

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[41]NAC, SSACC, and Human Rights Commission
[42]Public Finance Management and Accountability Bill (2012)
[43]Civil Service Pensions Scheme Act 2012, South Sudan Pensions Fund Act 2012, and South Sudan Performance Management System

implementation plan in place.		implementation working group established. **Annual Target (2016):** MTCDS implementation plan in place.	
Output 1.2: GRSS civil service management and operational capacity strengthened			
Indicator 1.2.1: Medium Term Capacity Development Strategy (MTCDS) implementation plan in place. Indicator 1.2.1: Medium Term Capacity Development Strategy (MTCDS) implementation plan in place.	**Baseline (2013):** MTCDS coordination and implementation structures not in place.	**Annual Target (2014):** Consensus reached on the implementation of the MTCDS strategy. **Annual Target (2015):** MTCDS coordination and implementation working group established. **Annual Target (2016):** MTCDS implementation plan in place.	Not Achieved Staff not recruited Funding gap for the activities to achieve its target Not Achieved
Indicator 1.2.2: Number of institutional policies and frameworks developed to enhance operations of government departments.	**Baseline (2013):** Cabinet Memos prepared for submission of two policy documents[44] to the Council of Ministers (CoMs).	**Annual Target (2014):** Government Records Management Policy and The Civil Service Training Policy approved by the CoMs. **Annual Target (2015):** Two institutional policies and 1 framework developed. **Annual Target (2016):** Four institutional policies and three frameworks developed.	Target not achieved due to lack of staff Not Achieved No policies and frame work developed due to delay in deployment of the CSSOs
Output 1.3: Pro-poor and gender sensitive planning and budgeting			
Indicator 1.3.1: Number of state governments with functioning planning,	**Baseline (2013):** All ten states have strategic plans (2012-2014/15).Implementa	**Annual Target (2014):** Two **Annual Target (2015):** Four states.	Partially Achieved Lack of funds

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[44]Government Records Management Policy and The Civil Service Training Policy

budgeting and monitoring systems.	tion varied across states	**Annual Target (2016):** Six states.	
Indicator 1.3.2: National and sub-national budgets reflect and respond to the needs of women, children and other disadvantaged groups.	**Baseline (2013):** Gender-sensitive planning lacking in national and state processes.	**Annual Target (2014):** Central government has gender-responsive budget (GRB) **Annual Target (2015):** Central government and five states have GRB **Annual Target (2016):** Central government and seven states have GRB	No development due to austerity measures
Output 1.4: Decentralisation and intra-government coordination processes strengthened.			
Indicator 1.4.1: Percentage of annual national budget allocated to state governments.	**Baseline (2013):** 26% of national budget allocated to states and counties	**Annual Target: (2014):** 2014/2015 budget: 21.9%; **Annual Target: (2015):** 2015/2016 budget: 23%; **Annual Target: (2016):** 2016/2017 budget: 25%.	Not achieved
Indicator 1.4.2: Implementation clarity on decentralisation	**Baseline (2013):** TBD	**Annual Target (2014):** TBD **Annual Target (2015):** TBD **Annual Target (2016):** TBD	Not Achieved (Baseline and targets not specified)
Outcome 5: Access to justice and the rule of law improves.			
Indicator 5.1: Existence of a legal and regulatory framework for the provision of legal aid services to girls, boys, women and men (including for IDPs and other	**Baseline (2013):** No legal framework for the provision of legal aid services.	**Annual Target (2014):** Legal and regulatory framework for the provision of legal aid revised. **Annual Target (2015):**Legal and regulatory framework for the provision of legal aid in place;	Partially Achieved Legal Aid Services were established; Advocates Act in force but not fully operational due to budget constraints Achieved: Advocates Act; Legal Aid Strategy

vulnerable groups).		**Annual (2016):** Legal Aid Directorates and legal services CBOs operational at state level.	and Code of Criminal Procedure Act; Printing of Advocates Act
Indicator 5.2: Key human rights instruments are ratified, operationalized and regularly monitored.	**Baseline (2013):** Key human rights instruments, i.e. CEDAW, CRC and the Kampala Convention) not ratified.	**Annual Target (2014):** Ratification of key human rights instruments agreed on. **Annual Target (2015):** Key human tights instruments: CEDAW, CRC and the Kampala Convention ratified **Annual Target (2016):** Ratified instruments are operationalized, monitored and reported	Partially Achieved Ratified but faces challenges of reporting on compliance due to weak national capacity, budget constraints, and conflict Not yet acceded to the remaining seven core international human rights instruments.
Indicator 5.3: Percentage decrease in major crimes reported	**Baseline (2013):** 50857 major crimes reported (Murder (1,708), Grievous hurt (15,077), Theft (24,938), Cheating (8,087) and Rape (1,047)	**Annual Target (2014):** 2%; **Annual Target (2015):** 5% reduction in major crimes reported; **Annual Target (2016):** 10% major crimes reported.	Partially Achieved: No specific number of crimes reported to police for the entire country
Output 5.1: Improved capacity of rule of law institutions to provide criminal justice services at state and national levels			
Indicator 5.1.1: Availability of prosecutorial and legal aid services at state and county levels.	**Baseline (2013):** Minimal availability of legal aid services.	**Annual Target (2014):** Two states and five counties offering prosecutorial and legal aid services. **Annual Target (2015):** Seven states and 15 counties offering prosecutorial and legal aid services **Annual Target (2016):** 10 states and 25 counties	Partially Achieved Legal aid was only provided in Juba due to lack of funds Achieved: in 8 states Partially Achieved

		offering prosecutorial and legal aid services.	
Indicator 5.1.2: Existence of mechanisms within the police service for community policing and for preventing and responding to SGBV.	**Baseline (2013):** 5 Special Protection Units (SPUs) established; community policing mechanism initiated.	**Annual Target (2014):** 8 SPUs and Community Policing mechanism functional in five counties of five states.	Achieved
		Annual Target (2015): 15 SPUs and Community Policing mechanism functional in 7 counties of 7 states	Partially Achieved: 12 SPUs deployed and operational in 5 states
		Annual Target (2016): 20 SPUs and Community Policing mechanism functional in 10 counties of 10 states	Achieved
Indicator 5.1.3: % of vetted and screened Prisons personnel deployed at state and county levels	**Baseline (2013):** 18,411 NPSSS personnel deployed at national state and country levels	**Annual Target (2014):** Vetting and screening process for prisons personnel initiated	Partially Achieved
		Annual Target (2015): 55% of vetted and screened Prisons personnel deployed at national, state and county levels.	**Not Achieved:** 5% of prison personnel completed the verification process at the national level as per approved policy and SOP
		Annual Target (2016): 100% of vetted and screened Prisons personnel deployed at national, state and county levels.	
Output 5.2: Increased awareness and demand for justice.			
Indicator 5.2.1: Number of men and women with access to legal aid services.	**Baseline (2013):** 14 men; 0 women.	**Annual Target (2014):** 30 men; 10 women;	Partially Achieved: 6 persons (2 women) provided with legal aid services.
		Annual Target (2015): 45 men; 20 women;	Achieved: 161 people (67 women) received

		Annual Target (2016): 60 men; 30 women.	legal aid services in CE, EE and Northern Bahr el Ghazal states.
Indicator 5.2.2: Number of men and women survivors provided with transitional justice services to address their grievances.	**Baseline (2013):** 0	**Annual Target (2014):**0 **Annual Target (2015):** 10 men: 15 women **Annual Target(2016):** 25 men; 25 women	Not achieved. No transitional Justice services were provided as formal grievance mechanisms are not yet established

ANNEX 4   EVALUATION TERMS OF REFERENCE

1.   Consultancy Information
Consultancy title: Outcome Evaluations for UNDP South Sudan Country Programme Outcomes 1: Core governance and civil service functions are established and operational, and Outcome 5: Access to Justice and the rule of law improves **Duration:** 30 days **Duty Station:** Juba, South Sudan

2.   Context
The United Nations Development Programme (UNDP) is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP provides policy advice and helps build institutional and human capacity that generates equitable growth. In South Sudan, UNDP is committed to promoting good governance at all levels of society and building coalitions for actions on issues critical to sustainable human development and conflict prevention. Post-independence, the UNDP programme was guided by the United Nations Development Assistance Framework (UNDAF) and UNDP Country Programme Document (CPD), 2012-2013. In February 2013, the GRSS extended the SSDP to 30 June 2016, maintaining the original development objectives across four priority areas: (1) Governance; (2) Economic Development; (3) Social and Human Development; and (4) Conflict Prevention and Security. The Government and the United Nations Country Team (UNCT), at the request of GRSS, agreed to extend the initial United Nations Development Assistance Framework (UNDAF) (2012-2013) to 30 June 2016. The UNDAF maintained the five outcomes; 1) Core governance and civil service functions are established and operational; 2) Chronic food insecurity is reduced and household incomes increased; 3) Key service delivery systems are in place; 4) Violence is reduced and community security improves; and 5) Access to justice and the rule of law improves. UN Development Group Executive Board extended the UNDP Country Programme Document to 30 June 2016. UNDP South Sudan revised and extended the CPAP to June 2016 Working at all three levels of Government: national, state and county; UNDP South Sudan employs a knowledge-based approach that provides support to policy formulation and implementation, capacity development, and service delivery towards achieving five outcomes: 1)   Core governance and civil service functions are established and operational 2)   Chronic food insecurity is reduced and household incomes increase 3)   Key service delivery systems are in place 4)   Violence is reduced and community security improved 5)   Access to Justice and the Rule of Law improves. In accordance with the CO's Monitoring and Evaluation Plan, UNDP South Sudan plans to execute an outcome evaluation for Outcome 1) Core governance and civil service functions are established and operational and for Outcome 5) Access to Justice and the Rule of Law improves. Both outcomes and the

underlying programmes are aligned to the national priorities and programming cycle of the Government of the Republic of South Sudan (GRSS) and United Nations through the South Sudan Development Plan (SSDP 2011-2016) and the UN Development Assistance Framework (UNDAF (2012-2016)).

The signing of the Peace Agreement "Resolution of the Conflict in the Republic of South Sudan" in August 2015 is a significant milestone in the country's transition back to peace and development. The UN Country Team decided to replace the UNDAF 2014-2016 with an Interim Cooperation Framework 2016-2017 to be able to respond to changed circumstances and support the implementation of the Peace Agreement. Against this backdrop, UNDP is in the process of formulating a Country Programme Document (CPD) 2016-2017.

UNDP South Sudan is, therefore, looking for individual consultants to undertake the evaluation of the two outcomes.

3. Purpose of the Evaluation

The outcome evaluations are forward looking and will capture effectively lessons learnt and provide information on the nature, extent and where possible, the potential impact and sustainability of the implemented programmes. The evaluations will assess the programmes' design, scope, implementation status and the capacity to achieve the expected outcomes. They will collate and analyse lessons learnt, challenges faced and best practices obtained during implementation period which will inform the Country Programme Document (July 2016 - December 2017).

The evaluation will assess the performance of the programmes against planned results. They will also assess the preliminary indications of potential impact and sustainability of results including the contribution to capacity development and achievement of sustainable development goals. 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, UNDP and other UN agencies.

4. Scope of the evaluation

4.1 Scope

The outcome evaluations will cover the period 2012-16. The outcome evaluation will assess the effectiveness of the implementation strategy. It will also look at issues of coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication and sustainability of the programme. The evaluation will include review of the project design, and assumptions made during programmes development process. It will assess whether the programmes results are on track; capacities built, and cross cutting issues of gender and human rights have been addressed. It will also assess whether the programmes implementation strategy has been optimum and recommend areas for improvement and learning. The outcome evaluation will also assess the synergy between the programmes as well as other programs implemented under the CPAP and suggest ways of creating more synergy. The linkage of results to overall UNDAF/CPAP results framework will be analysed including the relevance of the indicators set.

Specific evaluation objectives are:

6) To determine the relevance of the projects under the two outcomes and whether the initial assumption remained relevant the whole duration of the project;
7) To assess the effectiveness in terms of progress towards agreed results and identify the factors that influenced achievement of results;
8) To assess the efficiency of project planning and implementation (including managerial arrangements, partnerships and co-ordination mechanisms);
9) To identify best practices and lessons learned for UNDP and partners and provide actionable recommendations for future projects; and
10) Identify the unintended outcomes as well as sustainability of the results.

4.2 Evaluation questions
The following key questions will guide the outcome evaluation:

i. **Relevance**
- To what extent are the programme in line with UNDP's mandate, national priorities and the requirements of targeted women and men?
- How did the programmes promote UNDP principles of gender equality, human rights and human development?
- To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in a particular development context and its comparative advantage?
- To what extent was UNDP's selected method of delivery appropriate to the development context?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?

ii. **Effectiveness**
- To what extent have outcomes been achieved or has progress been made towards their achievement?
- How have corresponding outputs delivered by UNDP affected the outcomes, and in what ways have they not been effective?
- What has been the contribution of partners and other organizations to the outcome, and how effective have UNDP partnerships been in contributing to achieving the outcome?
- What were the positive or negative, intended or unintended, changes brought about by UNDP's work?
- To what extent did the outcomes achieved benefit women and men equally?

iii. **Efficiency**
- To what extent have the programme or project outputs resulted from economic use of resources?
- To what extent were quality outputs delivered on time?
- Could a different approach have produced better results?
- To what extent were partnership modalities conducive to the delivery of outputs?
- How is the programme management structure operating?
- To what extent did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly?

- How did UNDP promote gender equality, human rights and human development in the delivery of outputs?

iv. **Sustainability**
- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?
- To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- To what extent have partners committed to providing continuing support?
- How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?

v. **Gender considerations**
- How were gender issues implemented as a cross-cutting theme in programming, and if programmes gave sufficient attention to promote gender equality and gender-sensitivity?
- To what extend did the programmes pay attention to effects on marginalized, vulnerable and hard-to-reach groups?
- To what extent were the programmes informed by human rights treaties and instruments?
- To what extent did the programmes identified the relevant human rights claims and obligations?
- How were gaps identified in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfil their obligations, including an analysis of gender and marginalized and vulnerable groups, and how the design and implementation of the programmes addressed these gaps?
- To what extent did the programmes evaluate, monitor and review results within the rights framework.

vi. **Social inclusion**
- How did the programmes take into account the plight and needs of the vulnerable and disadvantaged to promote social equity, for example, women, youth, disabled persons?

5. Methodology for the evaluation

The outcome 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 (206). This outcome evaluation involves qualitative and quantitative methods to evaluate programme implementation and their performance and to make recommendations for the next programme cycle.

5.1. Data Collection

The outcome evaluation will be carried out through a wide participation of all relevant stakeholders including the UN, the GRSS institutions, CSOs as well as development partners, and right holders. 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.

In order 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 be comprised of:

i. Review and analysis of relevant documents including the GRSS programmatic documents & reports, the UNDP South Sudan programmatic 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 UNDP inputs to the GRSS. The outcome evaluation of the selected outcomes will benefit from and use optimally the data collected through other evaluation exercises such as the UNDAF End of Programme Evaluation and independent project evaluations.

5.2. Basic Documents for Desk Review

The outcome evaluation will take cognisance of UNDP reports, other UNDP evaluations, and other agency evaluations/reports to determine the effectiveness of the programmes to support achievement of national priorities. Other documents to be reviewed are in Annex 1.

The outcome evaluation should also take into account the lessons learned from the UNDAF and other relevant evaluations in terms of:
i. Response to the national development objectives (programme relevance);
ii. Creating a common, coherent and results-oriented strategy for successor programmes
iii. Facilitating joint programmes to the extent possible (reducing overall transactions costs)

Activity	Deliverable	Time allocated
Evaluation design, methodology and detailed work plan	**Inception report**	**5 days**
Inception Meeting 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 evaluation report**	**5 days**
Total number of working days		**30 days**

6.   Deliverables

Under the guidance and supervision of the Programme and Partnership Support Unit, and the outcome evaluation reference group, the consultant shall provide the following deliverables:

i. **Inception report:** The evaluator will prepare an inception report which details the evaluators 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. (**Structure Annexe 2)**

ii. **Draft outcome evaluation repor**t - The consultant will prepare the draft evaluation report for 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 Local Programme Appraisal Committee (LPAC) through the UNDP Country Director for validation. Comments from the LPAC and stakeholders will be provided within 10 days after receiving the Draft Report. The report will be reviewed to ensure that the evaluation meets the required quality criteria. The report will be produced in English.

iii. **Final outcome evaluation Report.** The final report (30-50 pages) will include comments from the LPAC and other stakeholders will be submitted 10 days after receiving all comments. This will be submitted to LPAC through the UNDP Country Director for validation. It will include recommendations, policy options and conclusions. (**Structure in Annexe 3)**

7. Competencies

Functional competencies

- Extensive expertise, knowledge, and experience in the field of governance , inclusive participation, access to justice, human rights promotion, conflict prevention and peace building and support to democratic governance initiatives with focus on citizen participation and empowerment, media development and elections;
- 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 in a clear and concise way.

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.

8. Qualifications of the successful consultant

Education: At least master's degree in Law, Public Policy and Management, Public Administration, Development Studies, International Development, or any other relevant university degree.

Experience

An individual consultant with the following expertise
- At least 10 years of experience in working with international organizations and donors;
- Extensive experience of programme formulation, monitoring and evaluation;
- Experience in evaluating similar programmes.

Language
- Strong communication skills - Excellent knowledge of written and spoken English.

9.	Institutional arrangements

- 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.
- The consultant will report to the UNDP Programme and Partnership Support Unit Team Leader and the evaluation reference group that will review progress and will certify delivery of outputs.

10.	Evaluation team

The evaluation team will comprise two independent members (one national and another international) who were, at no point directly associated with the design and implementation of any of the activities associated with the outcomes. The international consultant will be the team leader.