



FINAL EVALUATION OF

Public Works Programme Component of the Rapid Impact Emergency Project (PWPC-RIEP)

FINAL REPORT

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List of Abbreviations

CBOs	Community Based Organisations
CDD	Community Demand Driven Approaches
CPA	Comprehensive Peace Agreement
CPAP	Country Programme Action Plan
CSOs	Civil Society Organisations
GMAs	Grant Management Agents
GoNU	Government of National Unity
GoSS	Government of Southern Sudan
INGOs	International Non Government Organisations
IOM	International Organisation for Migration
IRD	International Relief & Development
LSC	Local Steering Committee
MDTF	Multi Donor Trust Fund
MoFEP	Ministry of Finance and Economic Planning
MoHEPP	Ministry Housing, Environment and Physical Planning
MOPI	Ministry Of Physical Infrastructure
O&M	Operation and Maintenance
PWPC	Public Works Programme Component
RIEP	Rapid Impact Emergence Programme
SPLM	Sudan People's Liberation Movement
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UN-HABITAT	United Nations HABITAT
UNOPS	United Nations Office for Project Services
UNRCO	United Nations Resident Coordination Office
WVI	World Vision International

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Executive Summary

Following the implementation of the Rapid Impact Emergency Project (RIEP), the Government of South Sudan (GoSS) further identified the need for a Quick Impact Public works projects in State capitals outside of Juba, plus the counties of Yei and Terekeka. The Rapid Impact Emergency Project was premised on the philosophy of labour-intensive “Cash for Work” public works activities in nine major towns and 2 counties in Southern Sudan with the purpose of providing basic services to urban populations, generating temporary employment opportunities, and developing the capacity of local non-governmental and not-for-profit NGOs, civil society organizations, and community based organizations through partnership with international organizations. The public works activities are identified by the communities and local stakeholders in the selected cities and include rehabilitation of public drainage, sanitation, community water supply, waste disposal, schools, health facilities, market upgrading and labour-based road works.

The Public Works Programme Component is executed by UNDP in partnership with the Ministry Housing, Environment and Physical Planning (MoHEPP) and Ministry of Finance and Economic Planning (MoFEP), and implemented through contracting of five international organizations for all the 10 States of Southern Sudan namely IRD, Caritas, World Vision International, IOM and UNOPS. The Public Works Programme Component of the RIEP commenced in 2007 and was designed to improve social and economic infrastructure and boost local government capacity in its effort to collaborate with a range of development practitioners such as UN agencies and NGOs as well as other organizations operating in their respective towns.

The specific outputs upon which the logical framework for the programme is premised are:

- Output 1: Provide basic services to urban populations while generating temporary employment for the communities in the 10 States in Southern Sudan.
- Output 2: Increase in Community Awareness on the issue of Provision of Basic Services
- Output 3: Survey/mapping and Rapid Assessment of Non-State Actors involved in CDD/CDR type interventions in all the 10 States of Southern Sudan

The assessment of the initial impacts that the program has brought on the beneficiaries indicates a rate of benefits accruing to the populace of the 11 towns of programme implementation. These benefits vary from state to state depending on the nature of the sub projects that were implemented in the particular state. As indicated in figure 3, a sizeable number of direct beneficiaries from each state were reached by the various subprojects.

(i) **Access to vital infrastructure:** As earlier discussed in the introductory sections of this report, the civil war had left the larger part of Southern Sudan with very poor infrastructure. The RIEP public works programme filled this void through provision of vital infrastructure. The construction of roads, markets, hospitals, schools, sanitation facilities has resulted in increased access to services. The benefits of such infrastructure are evident in:

- Increased attendance and enrolment in schools since girls no longer go to fetch water from afar and also due to rehabilitation and construction of schools within the towns in the various states. In Kuajok state for example the constructed primary school has attracted about 2000 pupils. This is still a big number hence indicating the need for more schools.
- Control of floods which are very disastrous in Sudan during the rainy season and their resultant control of water borne diseases.
- Curbing of diseases prevalence due to improved sanitation and environmental public health through toilet building, town clean up campaigns.

- *Improved health services resulting from the constructed health centres/hospitals and clinics. This has also led to reduction of congestion at the old facilities.*

(ii) Capacity building: *The project by design aimed at enhancing the capacity of the local population especially for purposes of sustainability and operation and maintenance of the implemented projects. To this end, a number of skills were imparted to the local population especially masonry (from construction subprojects) and carpentry. The skills were both at individual and group level. For example, a local group like KAYA, participated in borehole repairs and they gained skills which enable them to frequently offer their services in repairing broken boreholes in the community. This is not only a source of income to the group but also a mechanism for ensuring sustainability. Other groups like Fashioda and Sobert were trained and got skilled in public works contract management, financial management skills, preparation of Bills of Quantities and participated.*

(iii) Income generation: *Given that Southern Sudan is emerging from the war, economic activities had been disrupted and the ability of the community to access gainful employment was thwarted. The implementation of the project with its emphasis on work for cash has been very instrumental in offering an opportunity to the local populace to get employed. As indicated in Figure 4, a total of 195,003 person days were created with the implementation of the sub projects.*

(iv) Increased sense of Community Ownership: *The setting up of Local Steering Committees to oversee the project has greatly enhanced a sense of community ownership and responsibility over the implemented projects. This has led to laying out a foundation for enhancing partnerships between NGOs, the community and government. This is key to project sustainability.*

(v) Reduction of workload: *As elsewhere in the developing world, fetching water for domestic consumption is also one of the responsibilities that women and children carry out routinely in the rural areas of Southern Sudan. In this context, the absence of close water supply source obliges these community groups to travel considerable distance to fetch water from unprotected sources. Therefore, improvement in this regard brings radical change to the lives of hundreds of urban and rural communities, particularly to women and children. In this regard, some of the communities and beneficiaries interacted with stated that travel time has been reduced because of the new constructed water source. On average, about 30 minutes has been reported to be saved by water fetchers.*

(vi) Taking into account the project magnitude and simplicity of technologies implemented, most commonly water supply point sources (i.e. hand pump, murram roads etc) are assumed to have had a minimum or negligible negative environmental impact.

Challenges

The project implementation faced a number of constraints that were technical, geographical and environmental in nature. These challenges in one way or another deterred the timely implementation of the project and at times increasing the cost of construction.

- The lack of capacity** *on part of local NGOs largely led to the delay in kick starting the project implementation. A lot of time was lost in the earlier months of 2007 since no qualified local NGO was available for engagement as a GMA and also very few were subcontracted to implement the construction projects. The low capacity was even manifest in the lack of skilled local contractors with the result that in some cases contractors were sourced from Kenya and Uganda especially for the bigger construction facilities which hiked the costs.*
- Misconception of GMA management fees and implementation resources:** *The GMAs*

administrative and management fees was conceived by the beneficiaries as part of the project funds since the politicians would announce US\$1,000,000 for each state where as it was only US\$750,000 for project funds and the US\$250,000 was management fee for the GMAs.

- (iii) **Late approvals** from the LSC also affected the work coupled with lack of liquidity in the Banks whenever the approvals were effected.
- (iv) **Heavy Rains:** Construction affected by long season of heavy rains in Sudan, this delays the work as well as destroying the progress.
- (v) **Transport facilities:** Lack and poor transport facilities within the Southern Africa region as the road network is very poor makes the transportation of materials too expensive.
- (vi) **High cost of construction materials:** Construction materials were largely are unavailable and also highly priced.
- (vii) **Insecurity:** There were some incidences of insecurity especially with tribal wars and militias for example in Malakal. This affected the implementation process.
- (viii) Concerns were also raised with regard to the not very appropriate drainage structure that facilitates safe flow of waste water without creating standing water pool during the rainy season. This was seen as a harbinger for mosquito breeding.
- (ix) Some of the hand pumps water points are without proper drainage facility, and therefore had created standing water pool.
- (x) Distance between nearest latrine around the homestead and the direction of slope was also checked as part of the environmental impact assessment. Accordingly, toilet facilities were found not to be meeting the minimum permissible distance, which is 30 meters.

Lessons Learnt

- a) There is need for good timing of all the project activities right from the design stage through its implementation is very crucial for any project to succeed. This is in light of the fact that the RIEP project delayed to start especially the procurement process of the GMAs.
- b) Joint Programming through promotion of decentralization is key for effective ownership of the project and also avoiding duplication of services as well as effective service delivery through popular participation.
- c) Continuous and enhanced local participation of beneficiaries in the project leads to sustainability and local ownership especially given the fact that with infrastructure projects they need to be maintained
- d) Adequate planning especially seasonal calendars and weather are very important aspects to always put into consideration in Sudan given the magnitude of floods that are a result of rains
- e) **In post conflict** situations and states where the security situation is still volatile the INGOs should always work with the UN Security system.
- f) **Clear written agreements** should be made with anyone accepting to store materials on behalf of any Public Works sub-project. A number of cases have occurred in which people willingly accept to store materials on their compound only to demand payment when attempting to remove them.
- g) Since the proposal writing skills of CBOs were found to be poor, **formal tender processes are not suitable** for the situation on the ground. In practice, it is more effective to gauge a CBO's capacities through a series of meetings and receive their expressions of interest for particular projects.
- h) **Engaging both the Supply and Demand side:** Drawing primarily from experiences of key State and GoSS institutions in Southern Sudan, the project's focus was to strengthen the work of these institutions. In addition it built a strong civil society's technical and economic empowerment capacity through cash for work and direct participation in the implementation of the Program. It is the view of the Consultant that the dual approach of supporting both the supply and demand side is commendable and should be encouraged in order to ensure a relationship of equal knowledge, awareness and accountability between the GoSS and its State institutions as well as the crawling civil society.

Overall Recommendations

A successor program is recommended to consolidate the achievements of RIEP and at the same time broaden the scope by going beyond the state towns to the peri-urban and rural areas. Before a new Programme is developed, UNDP must conduct a specific baseline assessment to clarify the outcome areas in the new programme. These should be built around the development problem in the context of crisis prevention and recovery, poverty alleviation, democratic governance and environmental sustainability, taking into consideration the strategic objectives and comparative strengths of UNDP for offering support.

To further leverage UNDP's strategic position on Crisis Prevention and Recovery, emphasis needs to be made on increasing the internal and external visibility and knowledge sharing from the RIEP programme outputs. Further still, future programme design should provide for effective exit strategy for sustainability purposes as well as the aspects of cross cutting issues be addressed.

*For sustainability of the project results and outputs, a Community Management Program (CMP) should be designed as a RIEP follow up measure. This should employ a Demand Driven Approach whereby the users determine the level of services and assume full responsibility for the operation and maintenance of the facilities. **(Since this was outside the scope and ToRs of the Consultant to develop further, he can only make a recommendation at this stage)** A Results based management training for the implementing partners and staff is required so that all project managers understand the fundamentals of results based management.*

The following are recommendations that have been drawn from the field assessment carried out while undertaking the evaluation.

- Communities should have been involved beyond consultation to the degree of decision making as far as selection of appropriate technology and site identification is concerned.*
- The states through MOPI should develop standard agreement format that MOPIs, NGOs and community with which proposed community management committees shall enter into commitment in order to fulfill their respective roles and responsibilities. Such document could also be used as formal evidence for establishment and existence of for instance water management committees. Moreover, continual training sessions should be conducted to enhance the capacity of management committee members so that they would be able to discharge their responsibilities effectively.*
- The State and communities should also participate in deciding the technology choices of the various facilities to be constructed.*
- The choice and strategy of using experienced GMAs working with local CBOs and NGOs is still recommended in future in terms of contract management and administration. This has proved to be building the local capacities of say contractors who worked under RIEP.*
- Periodic project planning under MOPIs should include rehabilitation of failed facilities with the aim establishing proper community based operation and maintenance system. To this end, there should be clear guideline about rehabilitation projects appraisal so that such projects would be*

implemented without creating communities' dependency on external support providers. The State Engineer could oversee the O&M aspects.

- *There is need to put in place a robust communication strategy in order to increase awareness on the use and management of the facilities. The produced materials under this output should be widely disseminated but supported with other means of creating awareness as per the strategy.*
- *To enhance shared learning and the use of RIEP project results, UNDP should consider conducting Joint Evaluation and Monitoring of the outcomes through the existing donor groups CSOs and Government partnerships.*
- *There should be an explicit strategy and initiative developed and implemented on knowledge and information sharing. This will go a long way in enhancing dialogue with other development partners and reduce the possibility of duplicative work among development partners.*

Overall Assessment:

After studying the various project documents and meeting with various project stakeholders, the Consultant has been persuaded that the project made significant progress and tangible achievements in attaining its development objective and outputs especially output 1 in respect to the provision of basic social service delivery. Where it did not, it was mainly due to challenges relating to the environmental and weather challenges that were way beyond the control of the programme and the late start up particularly with regard to the procurement process of bringing on board the GMAs as well as the disbursement procedures due to lack of liquidity in the banks, limited capacity and the security situation in some of the States, limited accessibility in terms of poor transportation system. These factors affected project implementation and contributed to hindering the program from fully securing its progress and achievements on time.

1.0 Introduction

1.1 Background and situation Analysis

With the signing of a Comprehensive Peace Agreement (CPA) between the Government of Sudan and the Sudan People's Liberation Movement (SPLM) in 2005, the optimism for a better life for the people of southern Sudan who had hitherto suffered the full blunt of the Civil war has been upbeat ever since. The civil war had a devastating toll in terms of loss of human life, displacement, and destruction of infrastructure and social fabric. With the current spell of peace, expectations for better lives are high and there is an historic opportunity to overcome the devastation of war and the neglect of human development in policies and programs, and address on this basis the potential for renewed tensions through out the Country. This opportunity comes with substantial domestically-generated oil revenues as well as the expectation of increased donor flows and international support.

At the request of the Government of Sudan and the SPLM, the World Bank and the United Nations carried out a Joint Needs Assessment. The JAM led to a Framework for Sustained Peace Development and Poverty Eradication and identified many challenges that required support by domestic efforts and resources of development partners. The overall financing needs amounted to US\$ 7.9 billion. Subsequently, two Multi Donor Trust Funds (MDTF) were established, one each to support the reconstruction, capacity building, and policy framework activities for the Government of National Unity (GoNU) and Government of Southern Sudan (GoSS). As part of this initiative, UNDP commenced activities on the Rapid Impact Emergency in Southern Sudan project in Southern. The project's main objective is to increase the quality of basic services in Southern Sudan and build the capacity of local organizations as well as communities.

1.2 Context of Public Works Programme

Following the implementation of the Rapid Impact Emergency Project (RIEP), the Government of South Sudan (GoSS) further identified the need for a Quick Impact Public works projects in State capitals outside of Juba, plus the counties of Yei and Terekeka. The Rapid Impact Emergency Project was premised on the philosophy of labour-intensive "Cash for Work" public works activities in nine major towns and 2 counties in Southern Sudan with the purpose of providing basic services to urban populations, generating temporary employment opportunities, and developing the capacity of local non-governmental and not-for-profit NGOs, civil society organizations, and community based organizations through partnership with international organizations. The public works activities are identified by the communities and local stakeholders in the selected cities and include rehabilitation of public drainage, sanitation, community water supply, waste disposal, schools, health facilities, market upgrading and labour-based road works.

The Public Works Programme Component is executed by UNDP in partnership with the Ministry Housing, Environment and Physical Planning (MoHEPP) and Ministry of Finance and Economic Planning (MoFEP), and implemented through contracting of five international organizations for all the 10 States of Southern Sudan namely IRD, Caritas, World Vision International, IOM and UNOPS. The Public Works Programme Component of the RIEP commenced in 2007 and was designed to improve social and economic infrastructure and boost local government capacity in its effort to collaborate with a range of development practitioners such as UN agencies and NGOs as well as other organizations operating in their respective towns.

1.3 Description of Program

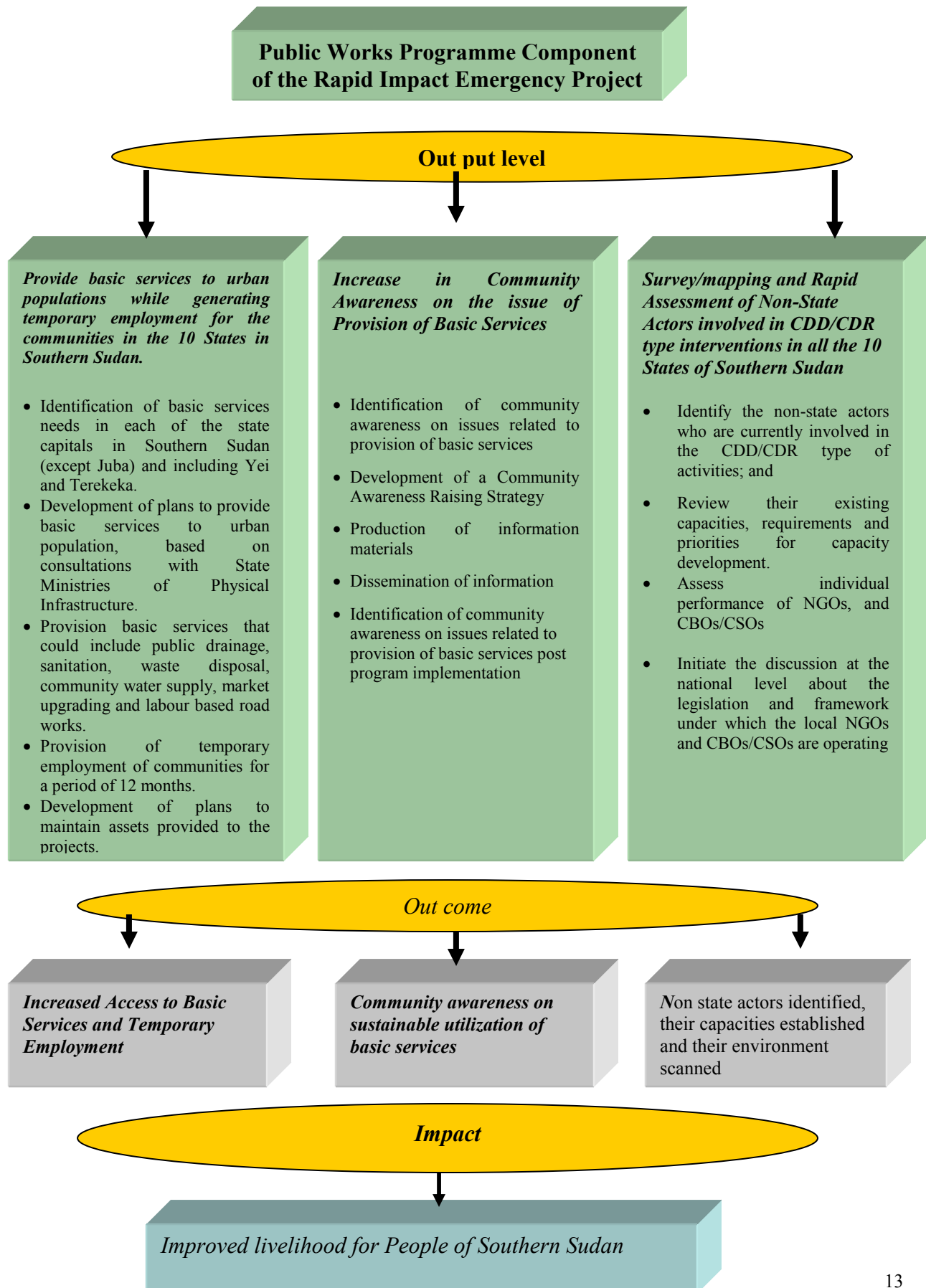
1.3.1 Logical Framework

The logical framework below is a description a set of assumptions that explain both the mini-steps that will lead to the long term goal for the Public works programme and the connections between program activities and outcomes that occur at each step of the way. The logical framework helps to improve our overall evaluation plan and strengthen our ability to make claims of credit for outcomes that were predicted in the original theory. The specific outputs upon which the logical framework for the programme is premised are:

- Output 1: Provide basic services to urban populations while generating temporary employment for the communities in the 10 States in Southern Sudan.
- Output 2: Increase in Community Awareness on the issue of Provision of Basic Services
- Output 3: Survey/mapping and Rapid Assessment of Non-State Actors involved in CDD/CDR type interventions in all the 10 States of Southern Sudan

The logical framework is provided in Figure 1.

Figure1: Logical Framework



1.4 Purpose of the Evaluation

The RIEP programme evaluation is intended to assess the extent to which the governance programme is contributing to the achievement of the UNDAF and CPAP outcomes and to assess the relevance of current outputs and activities. The evaluation is also to help clarify underlying factors affecting the programme delivery, highlight unintended consequences (positive and negative), highlight significant country circumstances that either facilitate or hinder the attainment of programme objectives and outputs and recommend actions to improve performance and generate lessons learnt in future programming.

1.5 Scope of the Evaluation

The basic criterion for allocation of RIEP facilities was presence of states in the Southern States all in totaling 10. The current security situation in southern Sudan is so volatile day by day. Therefore, it is imperative that the program evaluation considered only those States, which are safe and accessible. Moreover, the tense security situation has been a point of discussion during the first stakeholders meeting in the course of which consensus was reached on pertinent safety related issues. Consequently all insecure States are excluded from the sample of the States to be visited during program evaluation. This was also due to the limited time tagged to this evaluation

1.6 Approach and Methodology

1.6.1 Approach

a) Geographical scope

SPECIFICALLY THE END LINE EVALUATION ASSESSED WHETHER THE PROJECT WAS ON COURSE BASED ON ITS ORIGINAL PLAN. THE REVIEW WAS A 'FORMATIVE' ONE WHEREBY FULL PARTICIPATION OF THE PROJECT STAFF AND STAKEHOLDERS IS EMPHASIZED IN ORDER TO ENHANCE AND IMPROVE THE PROJECT PERFORMANCE AND OUTPUT. THE REVIEW IS PRIMARILY TARGETED FOR THE PROJECT STAFF (UNDP AND UNRCO), GRANTS MANAGEMENT AGENTS (GMAS), AND THE DONORS.

b) conceptual scope

THE EVALUATION COVERED THE PERIOD MARCH 2007 TO MARCH 2009. IT EXAMINED THE EXTENT TO WHICH THE OUTPUTS HAVE BEEN ACHIEVED. THE REVIEW ASSESSED THE PROGRESS TOWARDS THE OUTPUTS AND CONTRIBUTION TO THE OUTCOME, THE FACTORS THAT AFFECTED THE OUTPUTS AND ASSESSED THE PARTNERSHIP STRATEGY. IT ALSO ASSESSED THE PROGRESS MADE BY THE SELECTED GRANTS MANAGEMENT AGENTS (GMAS) IN THEIR RESPECTIVE STATES/TOWNS. THE EVALUATION ALSO SOLICITED FEEDBACK AND INPUTS FROM ALL STAKEHOLDERS ON THE DIRECT AND INDIRECT PROJECT IMPACT ON THE

BENEFICIARIES AND LOCATION. SPECIFICALLY, THE EVALUATION COVERED THE FOLLOWING ASPECTS.

- (i) **underlying factors:** the review analyzed the underlying factors beyond undp's control that influenced the output. Substantive design issues were distinguished from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed.
- (ii) **Output status:** The evaluation focused on determining whether or not the outputs have been achieved and, if not, whether there has been progress made towards its achievement. Challenges to the attainment of the outputs were also analysed. The report also identified innovative approaches and capacities developed through UNDP assistance.
- (iii) **Partnership strategy:** The evaluation ascertained whether the project's partnership strategy has been appropriate and effective. The main areas analyzed included: The partnerships formed, how the partnerships contributed to the achievement of the results; and the level of stakeholders' participation. This aimed at validating the appropriateness and relevance of the Project output to the Governance Programme's needs and the partnership strategy and hence enhancing development effectiveness and/or future decision making.
- (iv) **Lessons learnt:** The evaluation Identified lessons learnt and best practices and related innovative ideas and approaches and in relation to management and implementation of activities to achieve related results. This will support learning lessons about the Project's contribution to bridging programme outcome so as to design a better assistance strategy for the next country programme.

1.6.2 Sample composition and Data Sources

Out of the 10 states in southern Sudan, the consultant managed to visit only 4 states which make 40% of the sample and hence fulfilling the 1st statistical rule of a minimum of 30 observations in out of 100. A cross section of interviews and consultation was carried out in all the 4 selected states and the following table illustrates the categories of respondents.

Table: Data sources

Level of engagement	Category of Respondent
a) National level <ul style="list-style-type: none">• IRD• IoM• RIEP Program Staff• UNDP SS Head of Units• GoSS• UN Habitat	<ul style="list-style-type: none">• GMA management staff• Program managers and officers• Director Generals•
b) State level <ul style="list-style-type: none">• LSC members• GMA field teams• Contractors• UNRCO	<ul style="list-style-type: none">• Governors• Commisioners• Ministers of MOPI• Director General in MOPI• State Engineers• UNRCO field staff• GMA Field Technical Officers• CBO contractors• Head teachers
c) Community level <ul style="list-style-type: none">• CBOs	<ul style="list-style-type: none">• Project Beneficiaries e.g women and youth groups• Local Leadership

1.6.3 Methodology

The study adopted participatory evaluation methods aimed at analyzing the viability of the processes used in implementing planned activities. Stakeholder participation in measuring program performance is crucial in a review since it provides a learning opportunity. The approach consisted of data collection using both primary and secondary sources. The former comprised consultative meetings and key informant interviews while the latter comprised review of documents. Other methods included observations and focus group discussions as well as field visits – onsite/transect walks.

a) Desk/Literature Review

The desk review exercise focused on key country programme-related documents, review reports, progress monitoring reports and other relevant documents were also reviewed to determine the status of implementation of the programme and the constraints. A full list of documents reviewed appears in the Annex.

b) Stakeholder Consultative Meetings/Interviews - KII

The consultants held meetings with UNDP Country Office (CO) staff and implementing/executing agencies. Additional consultative stakeholder meetings were also held with development partners and non-state Actors.

c) Onsite visits and Observations

This method was specifically applied to collect information for Output 1 and 2 where the consultant visited the sites where the projects had been implemented. The

consultant was able to observe the quality of the implemented projects and also to view the community awareness materials like posters, games and booklets.

d) Focus Group discussions,

A number of Focus Group Discussions were held with key individual in the 11 cities where the PWPC for RIEP projects was implemented. The FGDs comprised of 6 members and issues regarding project implementation, utilization, benefits and challenges were discussed.

e) Data analysis

The consultants applied an iterative way of analyzing data continuously and throughout fieldwork mostly using qualitative and to some extent quantitative methods.

1.7 Limitations of the Evaluation

- a) **Time:** The time allocated for the whole study was very short. The time factor also restricted the number and range of stakeholder inputs. In some cases, interview schedules and logistical arrangements were not completed early enough, so valuable consultation time was taken up with administrative arrangements. Output evaluations would be strengthened by additional consultant time input and better coordination of stakeholder consultations.
- b) **Quality:** The quality of this evaluation was also constrained by the small number of State governments sampled. For instance, for all the 10 States programmes, the Consultant only visited 4 States governments and did not get a chance to talk to many beneficiaries apart from those at the infrastructure facilities constructed by RIEP. Greater on-site time and movement in a wider range of strategically identified target areas would enable more accurate assessment of such infrastructure programmes in future.

2.0 Assessment of Program Outputs

Being an end of program evaluation, the outputs were the point of emphasis in our analysis. The analysis focused on everything done and achieved – within the programme realm and where possible indications beyond it – that can be perceived to have influenced the RIEP outputs. The analysis focused on the three RIEP Public Works Programme Outputs namely:

- Output 1: Provide basic services to urban populations while generating temporary employment for the communities in the 10 States in Southern Sudan.
- Output 2: Increase in Community Awareness on the issue of Provision of Basic Services
- Output 3: Survey/mapping and Rapid Assessment of Non-State Actors involved in CDD/CDR type interventions in all the 10 States of Southern Sudan

2.1 Output 1: Providing basic services to urban populations while generating temporary employment for the communities in the 10 States in Southern Sudan

2.1.1 Design

Output one aimed at providing basic services to urban populations while generating temporary employment for the communities in the 10 States in Southern Sudan. This was upon the background that most of the urban infrastructure was under in a state of total collapse emanating from the civil strife. A number of public infrastructure projects (142 sub projects) were implemented under this output and they include among others: Road construction, Public toilets, Markets, School rehabilitation, Drainage works, Bus parks, garbage management, drilling bore holes, and construction health facilities. The implementation of output 1 was premised on the following major principles:

a) Work for Cash based on labour based intensive work: This was aimed at providing the indigenous residents in the 10 states with temporary employment. Through providing labour for the heavily labour intensive projects. This approach was hailed as one of the best approaches to benefit the people since it empowers directly the local population and communities in all aspects of life including injecting cash in their pockets and training them to enhance their livelihood development skills.

b) Sub granting local NGOs: The output was designed on the premise of being implemented by indigenous NGOs. This was under the assumption that the local NGOs, community based organizations and civil society organizations would have the experience and capacity to manage and implement the proposed sub projects in the 10 states. This was a good strategy for implementation since it gave priority for the local NGOs to own the project. However, this was encumbered by the low capacity of the local NGOs and CBOs to manage the grant. For instance, many of the NGOs lacked the

technical capacity, had no sound financial and reporting systems, and were largely small scale in nature. This was especially evident from the fact that after over three months of Expressions of Interest and Request for Proposal process, only 21 entities had submitted their proposals, out of which none had the credentials to act as a Grants Management Agent to suitably manage the \$1 million allocated for each State. This lack of capacity led to the contraction of UN agencies (UNOPS, IOM and UN-HABITAT), and other three international Agencies (World Vision, IRD and Caritas).

c) Community Based Prioritization: The implementation of the output was based on prioritized needs by the communities in the 10 states to rehabilitate the social and physical capital. The involvement of Local Steering Committees and political leaders was very instrumental in the conception, prioritization, and implementation and monitoring of viable community projects. Salient examples of this prioritisation include the change in design of the project particularly for Yei and Tereka where the community opted for a 50-50 split of the resources for the two cities other than one city. Similarly, the choice of the different activities to be undertaken by the GMAs was based on what the community deemed vital. However despite the benefits arising from the community based prioritization, there was a lot of foot-dragging on part of the Local Steering Committees with the effect that approval of some projects was delayed which greatly affected the timely implementation of the projects. Similarly, due influence by political actors was noted in some states to negatively impact on the timely implementation.

d) Use of INGOs as GMAs

The strategy of using INGOs as GMAs was commendable as it led to effective management and timely delivery of the project activities as well as ensuring good and professional financial and contract management systems. The role of the International NGOs who provided the Grant management services during the process of the implementation of the RIEP programme cannot be underestimated given their international experience, technical, management and financial capacities as well as long-term geographical presence in Southern Sudan and Africa in general. For instance UNOPS, IoM etc had the advantage to use their other structures in country and outside the country in implementing the programme.

e) Constitution of RIEP - LSC

This practice encouraged ownership and participation of the key stakeholders like the State governments, CBOs and others in effective approvals, design, identification, implementation, management as well as M&E of the RIEP project activities given the fact that the GMAs were not indigenous organization. The role played by the GoSS through the line ministry of Housing and infrastructure both at the GoSS level and State level demonstrated that without such cooperation the programme success would have been limited given the fact that they were involved in prioritization of the projects as well as management, monitoring and quality control of the contractors. Further still the GoSS and State cooperation was evidenced by the support and provision of state logistics such as the Road trucks, tools to be used by the various contractors in the

exercution of their contractual activities under the RIEP programme. The program also had specific field activities especially under output 2, and through these, the LSC, Project staff and community mobilisers like in the case of IoM were able to create greater awareness amongst local populations about importance of the RIEP projects. This, LSC role coupled with the involvement of the civil society organizations – NGOs and CBOs greatly contributed to improved interaction and ownership of the programme facilities constructed under RIEP Programme to some extent. However, it is the Consultants' view that real outreach and interaction should go beyond awareness through giving messages to creating empowerment of the citizenry through a massive long term national broad civic education programme as well as to the State institutions.

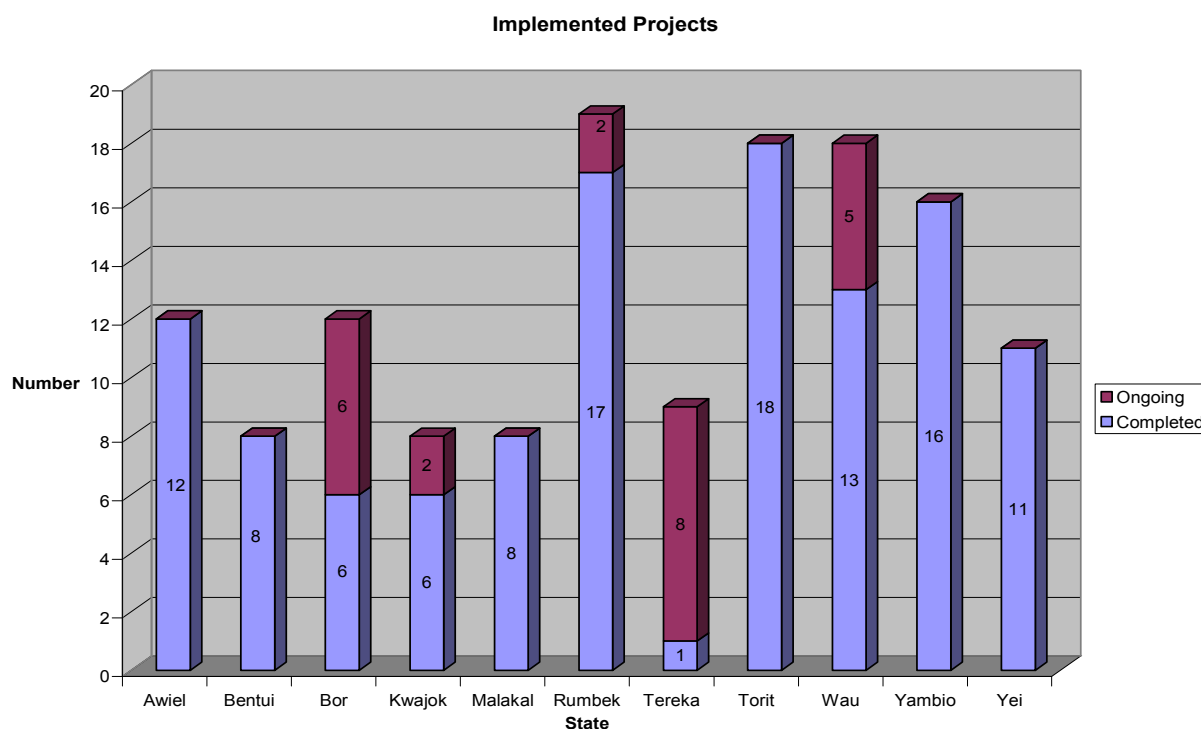
However, in future the membership of the LSC should consist mainly technical people rather than the politicians especially at the state and county level in order to improve on their performance and appreciation of technical aspects of the project at hand.

2.1.2 Implementation of Output 1

a) Magnitude of implementation

Project implementation was done by GMAs IRD, WVI, IOM, Caritas and UNOPS in conjunction with local CBOs/NGOs. A number of projects were implemented under this output that ranged from public roads, markets, public toilets, boreholes, sports facilities, schools, waste disposal and drainage systems. Figure 2 shows the number of projects implemented in each state and the progress.

Fig. 2: Implemented projects under RIEP



As indicated in Figure 2, by the end of February, a total of 116 sub projects (83%) had been completed and handed over to the community, 23 (17%) were ongoing. In the following captions 1-3, examples of the implemented projects are shown.

Caption 1



Market Constructed

Caption 2



Waste Management Facility

Caption 3

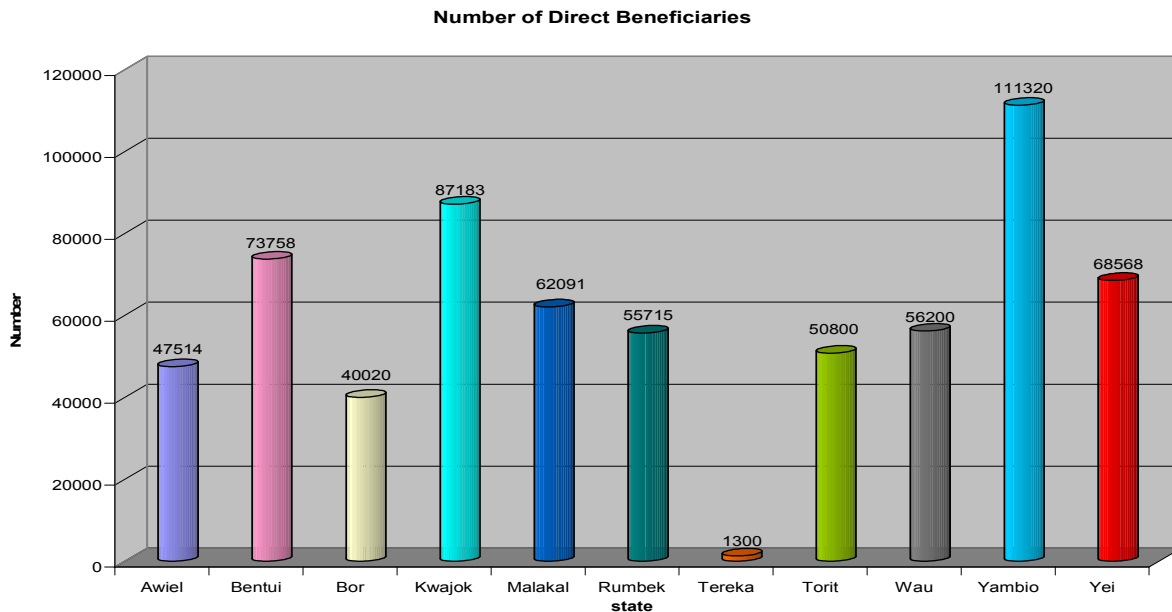


Water Point

b) Achievements

The assessment of the initial impacts that the program has brought on the beneficiaries indicates a rate of benefits accruing to the populace of the 11 towns of programme implementation. These benefits vary from state to state depending on the nature of the sub projects that were implemented in the particular state. As indicated in figure 3, a sizeable number of direct beneficiaries from each state were reached by the various subprojects.

Figure 3: Direct Beneficiaries of the projects in the 11 project areas



From figure 3 above, a total of 654,469 people directly benefited from the project. The specific benefits accruing from the RIEP project had a bearing on health, sanitation, income generation, access to basic services and capacity building as discussed below.

(vii) Access to vital infrastructure: As earlier discussed in the introductory sections of this report, the civil war had left the larger part of Southern Sudan with very poor infrastructure. The RIEP public works programme filled this void through provision of vital infrastructure. The construction of roads, markets, hospitals, schools, sanitation facilities has resulted in increased access to services. The benefits of such infrastructure are evident in:

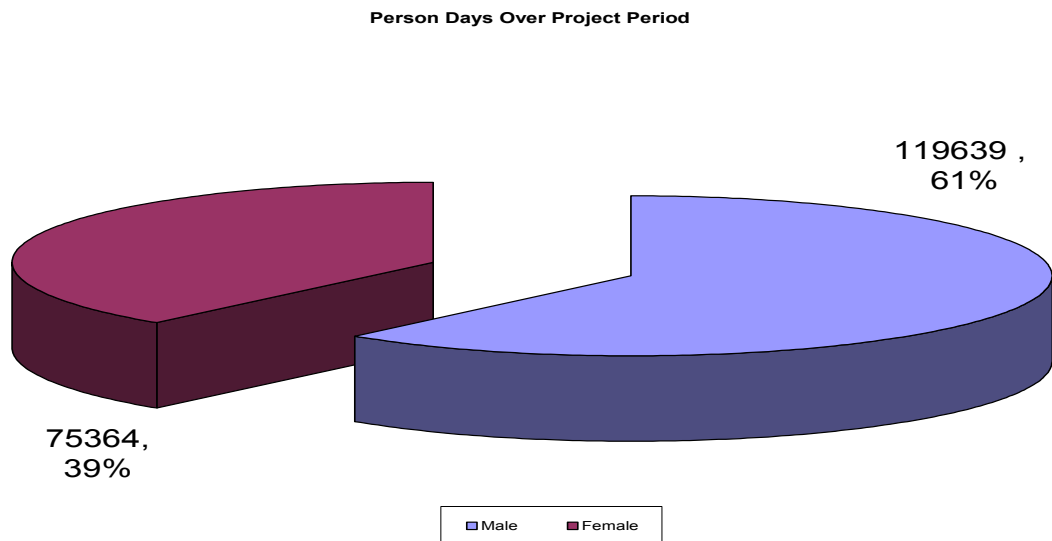
- Increased attendance and enrolment in schools since girls no longer go to fetch water from afar and also due to rehabilitation and construction of schools within the towns in the various states. In Kuajok state for example the constructed primary school has attracted about 2000 pupils. This is still a big number hence indicating the need for more schools.
- Control of floods which are very disastrous in Sudan during the rainy season and their resultant control of water borne diseases.
- Curbing of diseases prevalence due to improved sanitation and environmental public health through toilet building, town clean up campaigns.
- Improved health services resulting from the constructed health centres/hospitals and clinics. This has also led to reduction of congestion at the old facilities.

(viii) Capacity building: The project by design aimed at enhancing the capacity of the local population especially for purposes of sustainability and operation and maintenance of the implemented projects. To this end, a number of skills were

imparted to the local population especially masonry (from construction subprojects) and carpentry. The skills were both at individual and group level. For example, a local group like KAYA, participated in borehole repairs and they gained skills which enable them to frequently offer their services in repairing broken boreholes in the community. This is not only a source of income to the group but also a mechanism for ensuring sustainability. Other groups like Fashioda and Sobert were trained and got skilled in public works contract management, financial management skills, preparation of Bills of Quantities and participated.

(ix)Income generation: Given that Southern Sudan is emerging from the war, economic activities had been disrupted and the ability of the community to access gainful employment was thwarted. The implementation of the project with its emphasis on work for cash has been very instrumental in offering an opportunity to the local populace to get employed. As indicated in Figure 4, a total of 195,003 person days were created with the implementation of the sub projects.

Figure 4: Person Days created over project period



From figure 4, it can be adduced that the implementation of RIEP public works programme a sizeable number of people benefited got employed. This was particularly significant given the opportunity to the most vulnerable groups of people such as women, youth, refugees who provided labour during the construction by the CBO and NGO contractors. Incomes also accrued to the states through levies and taxes on usage and utilization of the facilities such as the markets.

- (x) **Increased sense of Community Ownership:** The setting up of Local Steering Committees to oversee the project has greatly enhanced a sense of community ownership and responsibility over the implemented projects. This has led to laying out a foundation for enhancing partnerships between NGOs, the community and government. This is key to project sustainability.
- (xi) **Reduction of workload:** As elsewhere in the developing world, fetching water for domestic consumption is also one of the responsibilities that women and children carry out routinely in the rural areas of Southern Sudan. In this context, the absence of close water supply source obliges these community groups to travel considerable distance to fetch water from unprotected sources. Therefore, improvement in this regard brings radical change to the lives of hundreds of urban and rural communities, particularly to women and children. In this regard, some of the communities and beneficiaries interacted with stated that travel time has been reduced because of the new constructed water source. On average, about 30 minutes has been reported to be saved by water fetchers.
- (xii) Taking into account the project magnitude and simplicity of technologies implemented, most commonly water supply point sources (i.e. hand pump,

murram roads etc) are assumed to have had a minimum or negligible negative environmental impact.

2.1.3 Challenges

The project implementation faced a number of constraints that were technical, geographical and environmental in nature. These challenges in one way or another deterred the timely implementation of the project and at times increasing the cost of construction.

- (xi) **The lack of capacity** on part of local NGOs largely led to the delay in kick starting the project implementation. A lot of time was lost in the earlier months of 2007 since no qualified local NGO was available for engagement as a GMA and also very few were subcontracted to implement the construction projects. The low capacity was even manifest in the lack of skilled local contractors with the result that in some cases contractors were sourced from Kenya and Uganda especially for the bigger construction facilities which hiked the costs.
- (xii) **Misconception of GMA management fees and implementation resources:** The GMAs administrative and management fees was conceived by the beneficiaries as part of the project funds since the politicians would announce US\$1,000,000 for each state where as it was only US\$750,000 for project funds and the US\$250,000 was management fee for the GMAs.
- (xiii) **Late approvals** from the LSC also affected the work coupled with lack of liquidity in the Banks whenever the approvals were effected.
- (xiv) **Heavy Rains:** Construction affected by long season of heavy rains in Sudan, this delays the work as well as destroying the progress.
- (xv) **Transport facilities:** Lack and poor transport facilities within the Southern Africa region as the road network is very poor makes the transportation of materials too expensive.
- (xvi) **High cost of construction materials:** Construction materials were largely are unavailable and also highly priced.
- (xvii) **Insecurity:** There were some incidences of insecurity especially with tribal wars and militias for example in Malakal. This affected the implementation process.
- (xviii) Concerns were also raised with regard to the not very appropriate drainage structure that facilitates safe flow of waste water without creating standing water pool during the rainy season. This was seen as a harbinger for mosquito breeding.
- (xix) Some of the hand pumps water points are without proper drainage facility, and therefore had created standing water pool.
- (xx) Distance between nearest latrine around the homestead and the direction of slope was also checked as part of the environmental impact assessment. Accordingly, toilet facilities were found not to be meeting the minimum permissible distance, which is 30 meters.

2.1.4 Lesson Learnt

- There is need for good timing of all the project activities right from the design stage

through its implementation is very crucial for any project to succeed. This is in light of the fact that the RIEP project delayed to start especially the procurement process of the GMAs.

- Joint Programming through promotion of decentralization is key for effective ownership of the project and also avoiding duplication of services as well as effective service delivery through popular participation.
- Continuous and enhanced local participation of beneficiaries in the project leads to sustainability and local ownership especially given the fact that with infrastructure projects they need to be maintained
- Adequate planning especially seasonal calendars and weather are very important aspects to always put into consideration in Sudan given the magnitude of floods that are a result of rains
- **In post conflict** situations and states where the security situation is still volatile the INGOs should always work with the UN Security system.
- **Clear written agreements** should be made with anyone accepting to store materials on behalf of any Public Works sub-project. A number of cases have occurred in which people willingly accept to store materials on their compound only to demand payment when attempting to remove them.
- Since the proposal writing skills of CBOs were found to be poor, **formal tender processes are not suitable** for the situation on the ground. In practice, it is more effective to gauge a CBO's capacities through a series of meetings and receive their expressions of interest for particular projects.
- **Engaging both the Supply and Demand side:** Drawing primarily from experiences of key State and GoSS institutions in Southern Sudan, the project's focus was to strengthen the work of these institutions. In addition it built a strong civil society's technical and economic empowerment capacity through cash for work and direct participation in the implementation of the Program. It is the view of the Consultant that the dual approach of supporting both the supply and demand side is commendable and should be encouraged in order to ensure a relationship of equal knowledge, awareness and accountability between the GoSS and its State institutions as well as the crawling civil society.

2.1.5 Recommendations

- Planning and good timing of projects should be given adequate attention
- Continuous capacity building and training initiatives are essential and still required at both national, state, local level especially to the NGOs and CBOs in various skills and O&M of the constructed facilities
- In future Management fee should be separated from the project funds to avoid confusion and misinterpretation by politicians and beneficiaries
- The LSC should in future be inducted/trained and prepared in advance as well as including Technical people on the LSC unlike this time where most LSC were dominated by politicians from the side of the govt
- There is also need to clearly **define roles** and responsibilities of the various

implementing organs eg PB, LSC etc

- Need for specific future baseline studies to inform the programming process and results of the program at the end.
- In order to curb the vice of Sitting allowances by LSC members and others for attending meetings etc there is need to promote the spirit of Volunteerism in the programming processes eg by involving the UNVs
- More resources and funds should be injected per state to increase on the infrastructure interventions since the RIEP was a good and successful program in a sea of Problems.

2.2 Output 2: Increase in Community Awareness on the issue of Provision of Basic Services

2.2.1 Design

The output was implemented by UN HABITAT and the overall objective of the output was to assess and increase community awareness on the issue of provision of basic services. Out put 2 intended to enhance public understanding and appreciation of the role of public works in the growth and development of towns and settlements in South Sudan. To this effect, the output was premised on 4 main objectives namely:

- (i) Identification of community awareness on issues related to provision of basic services
- (ii) Development of a Community awareness raising strategy
- (iii) Production of information materials
- (iv) Dissemination of information
- (v) Identification of community awareness on issues related to provision of basic services post program implementation

2.2.2 Magnitude of implementation

a) Community Consultations: A series of community consultations were held in the communities where the PWPC for RIEP was being implemented. The consultative meetings involved a number of stakeholders in the communities that included: local leaders, and the general community members. The major point of reference for the discussion was on the attitudes of the communities regarding the public utilities put in place. The consultations also sought the views of the communities with regard to alternative improvements.

b) Community Awareness Strategy: Basing on the outcomes of the community consultation, a community awareness strategy was developed. The strategy was largely drawn from an Assessment report on the public opinion, attitudes and awareness on provision, implementation and maintenance of public services and infrastructure. The community awareness strategy comprised the following:

- (i) **Awareness themes:** The major focus of community awareness strategy is to create conscience about maintenance, repairing, cleaning and recycling. The catch phrase for the awareness campaign is “Your Choice” and the major themes tackled include: **Water and Health:** This comprises sub themes on Clean Water; Drainage; Boreholes and hand pumps; Latrines; and contaminate water provoked diseases. **Urban Planning** comprises aspects of Roads clearance; Waste disposal; Slums; Rain Water harvesting; and other urban topics.
- (ii) **Means of Dissemination:** The means of dissemination used to get messages through to the Community include: Posters, Participation in Radio Programs,

a booklet and a Game have been the selected means. These means were chosen since they enable easy distribution and they have are understood by all kinds of people, ages and gender.

- **Expert Participation in Radio Programs** as an audible mean. Participation in programs transmitted by the Radio is heard by all kinds of people. They are a main massive way of spreading a message through urban and rural areas.
- **Posters** are being used as a visual mean of dissemination. A total of 6000 have been produced and hanged in public spaces walls, so to be seen by all those who frequent that places. Posters are a communal mean of communication and exhibited in Schools, Health Centers, Government Organizations and other public places in the 10 states. The captions below show examples of the different posters.



Hygiene



Maintenance of public utilities



Sanitation

- **The booklet** entitled “**Your choice**” is a mass visual and readable mean that can be easily transported and distributed to all kinds of public and interested organizations. A total of 2000 booklets have been developed
- **The Game** as a participatory activity that enables interaction between people who play and those who look at it. The Game is a Group Mean targeted to Community Leaders, School teachers and Children and it is conceived to be played by a group of persons without limit of age, gender or any other barrier. A total of 2000 games has been printed and distributed. It is hoped that both the game and the Booklet will allow all selected messages to be transmitted at once. A sample of the game is provided for in the caption below.



It is worth noting that all these outputs (posters, games, booklets) were produced using the same images as a way to enhance its importance by different ways of reproduction and dissemination. A total of 28 images have been created and tested in School and adults workshops. The value of this output was reflected during the workshop held by the UN Habitat Consultant at Garang School where the students formed clubs and cleaning the school the next day using the strategy by output 2.

(iii) Dissemination Strategy: The consultant found out that the following 3 strand strategies are being used for the dissemination of IEC materials produced under output 2;

- A distribution point at 1 GoSS school in all the 10 States,
- A distribution point 1 UNRCO office at each state capital where NGOs would access the IEC materials
- Distribution by UNICEF.

It is also hoped that the Output 3 of PWPC for the RIEP project: “Survey/mapping and Rapid Assessment of Non-State Actors involved in CDD/CDR type interventions in all the 10 States of Southern Sudan”, will also give a direct contact with more than 300 Community Based Organization on the database which was being finalized by the time this evaluation was carried.

The consultant was not able to assess the impact, challenges and lessons learnt of Output 2 since the implementation of the output was still ongoing by the time of the evaluation.

2.3 Output 3 of RIEP project: “Survey/mapping and Rapid Assessment of Non-State Actors involved in CDD/CDR type interventions in all the 10 States of Southern Sudan”,

2.3.1 Design

This output is implemented by UN HABITAT. The overall objective of the project is to undertake rapid assessment of the non-state actors involved in community driven development / recovery (CDD-CDR) type interventions in southern Sudan. The specific objectives of the project are the following:

- i) identify the non-state actors who are currently involved in the CDD/CDR type of activities; and
- ii) Review their existing capacities, requirements and priorities for capacity development.
- iii) Assess individual performance of NGOs, and CBOs/CSOs
- iv) Initiate the discussion at the national level about the legislation and framework under which the local NGOs and CBOs/CSOs are operating.

2.3.2 Implementation of Output 3

By the time of the evaluation, the implementation of Output 3 was underway. However, the output was found to be of great importance once its completed as it will provide a base and foundation upon which the capacities of CSOs are assessed, a database created as well as a platform for networking amongst the CSOs through their umbrella Sudan NGO forum. It is hoped that at least 300 CBOs will be accessed and profiled. This will also assist the GoSS and State governments as well as development partners to have an intervention point and strategic avenues in partnership and participation of CSOs in effective service delivery through the decentralization model.

2.3.3 Progress of implementation of Output 3

A number of landmarks have been reached in the implementation of output 3. The following are the specific points of reference.

- a) **Contracting a consultant:** A Consultant was contracted and is in the process of finalizing database and assessment report. The consultant has developed a number of study tools, collected relevant data collected and the data is being analysed. In addition, a workshop of CSOs was organized to share experiences, challenges as well as to assist the consultant in mapping out capacities in a participatory manner.
- b) **Assessment of Local Organisations’ Capacities (ongoing):** The assessment of local organisations’ capacities was approached from three angles – *perceptions by international NGOs*, particularly those working closely with local organizations; *perceptions by the local organizations*; and *perceptions by authorities*. This reporting period focused on “understanding the issues and contributing factors” to local organizations’ capacity challenges, with a particular focus on the *perceptions of*

international organizations. A total of 40 international organizations, including several donors, and 38 local organizations, (the majority participating in three focus group discussions) were interviewed on this topic in Juba and Yei. A set of issues have emerged which now require corroboration and further understanding through the raw data from field at the State level.

- c) **Development of a Database Framework:** A database framework in an excel format with colour coding to signify key “categories” of information was developed. In order to obtain “proxy” indicators to help indicate capacity levels of organizations that fill in the matrix, consultations were made with key international NGOs (INGOs) engaged in local organizations’ institutional strengthening to benefit from their professional expertise. Consultations also took place with UNDP’s Threat and Risk Mapping Assessment project (TRMA) team to ensure integration of “who what where”(3WWWs) database on local organizations into their comprehensive database of general planning information. It is anticipated that the TRMA database will be housed in one of the Ministries and will be far reaching and accessible to all agencies, government, local and international agencies. Similarly the consultant will ensure compatibility of the database with the “Capacity Building Forum’s” (CBF) database which is a forum of agencies, mostly INGOs engaged in local institutional strengthening.

Just like Output 2, the consultant was not able to assess the impact, challenges and lessons learnt of Output 3 since the implementation of the output was still ongoing by the time of the evaluation.

2.4 Factors likely to affect RIEP Outputs

Several factors are affecting the outputs specifically in the areas of programme design, positioning and subsequent programme implementation. These factors include the following;

- a) **Inadequate Baseline, Targets and Indicators:** The team learned that the original programme had not been designed based on a formal baseline assessment but on the JAM identified responsive interventions¹. In the absence of a clear baseline, developing achievable targets and monitoring and evaluating the programme are difficult. Indicators are essential for establishing the cause and effect chain for a results based management system. This practice was due the fact that the project by its nature was an emergency and rapid interventions were hence needed to address the socio-economic and physical infrastructural needs of the 10 States in Southern Sudan.

¹ Discussion with UNDP staff

b) Reporting Results on cross cutting issues: As the baseline for the programme is not clear in the draft UNDAF, CPD and CPAP, it follows that managers find it difficult to report, especially on the cross-cutting issues. For example the issue of cross cutting issues such as HIV/AIDS, Environment, gender and human rights were not sufficiently in built in the RIEP and in some cases silent.

c) Program coordination: Although the RIEP program had a coordinated mechanism in its organs, there was limited coordination for example at the UNDP programming level with other UNDP supported programs within the states such as those relating to Governance and rule of law. The GMAs though in different states should also have been encouraged to coordinate at state and GOSS level. Where as there is already an ongoing process to enhance and support decentralization for improved service delivery and full participation of all stakeholders at GoSS and state level, the RIEP program was noted to have been ran and implemented parallel to others which would have formed synergies and linkages for sustainability purposes.

d) Up and Downstream Tension: In order for the RIEP programme to have been strategic and in line with UNDP's objectives and operational drivers, the programme ought to have balanced upstream – (policy and reform objectives) and downstream interventions (pilots), reflecting a strategic position (high-impact projects with focus on resources mobilization through leading strategic partnerships). This is needed to address institutional capacity gaps that will ultimately lead to enhanced public service delivery. Low capacities at the State government, for example, negatively impacted on the delivery of other RIEP and UNDP programme objectives; more specifically, it impacted negatively on the enabling environment for enhanced public services delivery for poverty eradication and crisis prevention and recovery. The programme did not have a consistent strategy concerning its up and downstream work.

- e) **Increasing demand for special initiatives:** RIEP being an emergency project and given the positive contribution it has made calls for more special initiatives to build on its successes.

2.5 Overall Conclusions

2.5.1 Overall Assessment:

After studying the various project documents and meeting with various project stakeholders, the Consultant has been persuaded that the project made significant progress and tangible achievements in attaining its development objective and outputs especially output 1 in respect to the provision of basic social service delivery. Where it did not, it was mainly due to challenges relating to the environmental and weather challenges that were way beyond the control of the programme and the late start up particularly with regard to the procurement process of bringing on board the GMAs as well as the disbursement procedures due to lack of liquidity in the banks, limited capacity and the security situation in some of the States, limited accessibility in terms of poor transportation system. These factors affected project implementation and contributed to hindering the program from fully securing its progress and achievements on time.

2.5.2 Overall Program Challenge

There is need to secure the progress made by the project and consolidate the results attained so far in order to ensure that the impact lives beyond the project's life span. In particular, ensuring that the constructed infrastructure facilities are well managed and maintained and above all ensuring that the LSCs organs do not die a natural death as well as the capacities built and developed amongst the CBOs and other community groups.

3.0 Assessment of Programme design and strategy

3.1 Basis for evaluation of Programme Design and Strategy

From the initial design perspective of the programme strategy as per the original and approved Programme Document, it was stated that the PWPC for RIEP will initiate a labour-intensive work programme in the State capitals in collaboration with UN agencies and NGOs with competencies and reasonable track records. The programme would also consist of both sectoral and/or geographically targeted public employment programmes as vehicles for the early recovery operation based on the Community Demand Driven Approach and Work for Cash in supporting viable community projects to rehabilitate social and physical capital, provide basic services and generate temporary employment as well as develop the capacity of locally based NGOs/CBOs. The flow of funds awarded to NGOs/CBOs with proven track record was envisaged to be managed through UNDP in collaboration with the UN Area Coordination offices.

3.2 Programme implementation Approaches

Although the Project document does not clearly provide for the project approaches, through discussions with the management team, the Consultant found that the program is using three main approaches:

- (ii) **Complementing** the existing efforts of key State and Local level institutions responsible for delivery of basic social services such as the Ministry of Housing and Infrastructure, NGOs/CBOs,
- (iii) **Localising the project initiatives** using the Community Demand Driven Approach whereby the Local steering committee – LSC together with other key stakeholder within the state would identify and prioritise the projects that should be implemented under the RIEP. This approach also worked well, by causing communities to seriously participate in the development process through provision of labour as a form of employment and the resultant short term economic benefits through Cash for Work approach. The challenge though is in sustaining these efforts, since the Communities and the general populations are still impoverished and also not well sensitized in management and protection of the provided facilities under the RIEP program.
- (iv) **Encouraging collaboration, cooperation and complementarity between institutions** responsible for the provision of basic social services through construction of infrastructure facilities. From the consultant's point of view and independent assessment this approach worked very well, particularly at the State level, through the Local steering Committees. However, there was limited evidence of similar interaction at National and GoSS level save for the full participation of the Department of Housing and Urban Planning within the

Ministry of Housing at the sub national² Future projects should emphasise the team approach at both national and local level.

3.3 The Exit versus Sustainability Strategy

The project document did not specifically provide for the program exit strategy as it envisaged a phasing out of the project through handing over of the infrastructure facilities to the state governments without systematically defining the ways and how this should be effected for sustainability purposes. The hand over to the states although it is in order, there is glaring lack of the mechanisms that would guide the states in the operation and management of the facilities given their limited financial and management capacities like their counterparts the NGOs/CBOs which is largely attributed to their recovery from the civil wars which stagnated development and devastated the development of systems. It is therefore the Consultant's view that if there are any program residue funds should be utilized in mobilizing and organizing short term capacity building to state officials in planning and putting in place transparent and simple operational and management systems. The positive fact that some community CBOs and members have been trained and capacitated during the implementation of the RIEP program does not fully guarantee the proper management and sustainability of the facilities. The Consultant is of the view that the GoSS should initiate and develop a successor programme to do this, and seek external support to augment the limited resources they have.

3.4 Assessment of the Pros and Cons of Using GMAs

Pros of Using GMAs	Cons of Using GMAs
<ul style="list-style-type: none"> • Technical capacity and Grant/financial management expertise high • Closer to the CSOs Contractors in geographic areas and able to appreciate challenges • Successfully managed the projects drawing from their international and local experience and best practices • The GMA onsite support acted a gap-stop measure whereby Contractors were able to get feedback on the application of skills gained out of the other training sessions. 	<ul style="list-style-type: none"> • Looming Conflict of interest as GMAs especially those that belonged to the UN family • Initial poor comprehension of the project by the States and LSCs affected the GMAs • The geographic and environmental conditions had a big toll on the GMAs that have limited logistical backstopping support compared to GMAs like UNOPS and IOM. • Some of the GMAs are either at the same level or even better in organizational capacity than the others which may be reflected in the management and quality of the work performed under RIEP.

² In a meeting with one of the officials within the Ministry of Housing at the sub national level stated that they usually work with the implementing partners though some State officials do not fully dedicate their time and efforts.

4.0 Programme Relevance, Effectiveness, Efficiency and Sustainability

4.1 Relevance

Presently, Sudan's urban dwellers are poorly provided with services, particularly in the South, where formal provision of services has been badly affected by the war. Urban infrastructure services in much of Sudan, and especially the South, are characterized as having a low level of provision – regarding water supply and sanitation, power supply and roads – inadequate institutional and regulatory frameworks for urban planning and service delivery, and a significant back-log of maintenance and refurbishment needs. The RIEP was therefore timely in its contribution towards reversing this situation. RIEP was relevant in relation to the fulfilling the following outputs and outcomes as well as intervention areas in relation to the MDGs, UNDAF, CPD, CPAP, CPA, Interim Constitution of Southern Sudan as well as the Framework for Sustained Peace, Development and Poverty Eradication, Decentralization and JAM

4.2 Effectiveness:

The issue here was whether the program had achieved its desired results in terms of objectives and outputs and the Consultant can confirm that this was achieved by the programme with a high level of success³. However, the sustainability of the results is, in Consultant's view, a challenge. And this is largely because of limited awareness and sensitization to the communities as well as the guarantee that the handed over facilities to the states will be managed and maintained in good order. Some of the RIEP results cannot stand on their own for instance the graded roads, markets, Slaughter houses, Hand pumps and others without proper O&M mechanism in place and of course commitment on the part of the state governments.

The view of this report therefore is that programme effectiveness is not just about the attainment of objectives and results. It is about anticipating the impact of such results and grooming them in a desired direction. The program needs to build the capacity of structures and individuals to continue with the work. A successor programme that ensures consolidation and proper up scaling of more facilities stretching from the towns to the rural areas needs to be developed.

4.3 Efficiency

4.3.1 Basis for evaluating Efficiency

This section looks at the efficiency with which the activities have been undertaken in order to yield the project results. It discusses the extent to which the outputs and/or desired effects of the project have been achieved with the lowest possible resources/inputs. The factors which are considered include: means, costs and cost effectiveness, organization, management and monitoring, intervention methods, and monitoring and evaluation, etc. In this evaluation, efficiency is related to the optimal

³ Refer to the Overall Programme Summary Matrix in the annexes plus the Financial Performance matrix

transformation of inputs into outputs. This evaluation did not attempt a cost-benefit analysis to establish whether or not the project had 'value-for-money'. What the Consultant did was a subjective analysis aimed at determining whether resources had been applied as intended, and whether the desired results had been attained. From his analysis, the Consultant is persuaded that the program not only had 'value for money', but was also able to stretch the limited resources in order to meet the planned outputs⁴. This should be recorded as a best practice worth replication. A successor programme should continue to strive for the balance between efficiency and effectiveness.

4.3.2 The Financial and Resources Envelope

The financial resources available to the RIEP programme total US Dollars 12 million; allocations by budget line as set out in Table 1.

RIEP Grant Funds Receipt Dates 5			
Column1 Funds release data	Column2	Column3	Column4
Atlas ID: 0056490	UNDP Award ID:	47407	US\$
Grant #: TF-058178	MDTF Contribution		
	Release date		
1st installment	26-Mar-07		5,000,000
2nd n final installment	29-Jan-08		3,760,000
	Sub-Total		8,760,000
Grant #: None	GOSS Contribution		
	Release date		
Lumpsum	28-Jan-08		3,240,000
	Sub-Total		3,240,000
Grand Total			12,000,000

⁴ Refer to Overall Programm summary matrix Vs Financial Performance matrix

⁵ Table adopted from the Financial progress reports provided by the Management of PWPC- RIEP

Table 2 showing the PWPC of the RIEP overall budget Performance as at 28th February 2009 and Data/figures adopted from Financial Progress Reports at UNDP.

Towns	Total Commitment by in US\$	Actual funds disbursed to the Programme	Actual Funds Used	Budget Performance Percentage
RIEP Budget Performance for Projects under Output 1 under the GMAs				
Aweil	1,000,000	700,000	700,000	70%
Bentiu	1,000,000	700,000	700,000	70%
Torit	1,029,818	799,970	799,970	77.6%
Yambio	958,456	766,764	766,764	79.9%
Malakail	999,508	699,656	699,656	70%
Kuajok	998,033	698,624	698,624	70%
Bor	1,000,000	1,000,000	1,000,000	100%
Rumbek	1,000,000	1,000,000	1,000,000	100%
Wau	1,000,000	1,000,000	1,000,000	100%
Yei	499,708	499,708	499,708	100%
Terekeka	500,000	500,000	500,000	100%
Total	9,985,523	8,364,722	8,364,722	83.7%
RIEP Budget Performance for Projects under Outputs 2 and 3 – UN Habitat				
All States	83,600	83,600	83,600	100%
All States	117,150	117,150	117,150	100%
Totals	200,750	200,750	200,750	100%

Of the funds allocated to the 11 States as mentioned above US\$ 9,985,523 only US\$8,364,722 (83.7%) was used by the States in provision of basic infrastructure under the RIEP especially under Output 1 where as under outputs 2 and 3 which were managed and implemented by UN Habitat the total funds allocated/used are US\$200,750. However, it should be noted that the two outputs are still on going by the time this evaluation was carried.

The Programme Management and the GMAs managed the funds effectively and efficiently by employing a transparent financial and procurement system. There was however, low budget performance in some states due to the late start of project activities a case in point being Terekeka.

4.3.3 Challenges

- Due to the fact that the Programme depended on how timely and efficiently the Contractors were implementing the projects, there was a low absorption capacity by the CBO/NGO contractors due to their lack of financial and management capacities.
- The long period also that the programme took to take off giving less implementation period could also explain why some of the program activities and outputs are still on going although in their last phases.
- It is important to note that there were also challenges beyond the control of the Programme Management and Contractors such as lack of efficient financial transfer systems between banks in the various states. This was further aggravated by lack of liquidity/cash in the banks even when the payment

certificates were already approved by the management against the performance of the required activities.

- It should be noted that the programme, experienced procedural and recruitment/procurement as well as disbursement delays. The whole first year of the RIEP, for example, was effectively inefficient with resources being disbursed a bit late which impacted very seriously on implementation period.

4.4 Sustainability

The question here had to do with the results' 'staying power'. The Consultants subscribe to the view that building sustainability is about *continuing the benefits* of a programme as opposed to *maintaining the investment*. As such, the Consultant was interested in potential for continued benefits arising from the project. In his assessment, whilst the project has been able to raise some level of awareness, interest and inspire individuals to participate in development, this interest and morale is not sustainable at present. The table below highlights the sustainability measures identified from the financial, programmes and organizational point of view.

Summary of Sustainability Measures

Sustainability Measures	Extent of activities undertaken in ensuring sustainability
Programme sustainability	<ul style="list-style-type: none"> ▪ Participation and involvement of local stakeholders like CBO contractors ▪ Hand over of all the facilities to the State governments ▪ Full involvement and participation of State government engineers ▪ Carry out needs assessments in some states like Malakal ▪ Utilization of existing community resource structures and systems such use of Women and youth organisations etc ▪ Use of State machinery and equipments to maintain the facilities ▪ Awareness creation through the produced IEC materials under Output 2 ▪ Training DVDs used by some GMAs like IRD ▪ Establishment of databases for CSOs and assessment of their respective capacities to in future fully and effectively own and participate in the development process
Financial sustainability	<ul style="list-style-type: none"> ▪ Some state governments planning and in process of renting out facilities and others will be charged some user fees for in Bentiu already water is being paid for per jerry can fetched ▪ Diversification in resource mobilization for other supportive programs through other state governments plans and budgets ▪ Provision of employment and incomes to direct and indirect beneficiaries ▪ Construction of building facilities used as markets, slaughter houses, health care services etc ▪ Financial contribution from GoSS through decentralized service delivery ▪ Financial contribution from other parallel funded UNDP programs which may have a trickle down and multiplier effect since some of them are geared towards capacity building of states in governance and rule of law
Organizational Sustainability	<ul style="list-style-type: none"> ▪ Use of Local steering Committees – LSC ▪ Capacities enhanced for local CBO contractors in contract management and administration as well as financial management systems e.g Sobert and Fashioda contractors ▪ Continued local presence of some INGOs which acted as GMAs within the states such as IRD in Kuajok, World Vision in Yambio etc. These and many others are still running and managing different projects within the RIEP covered states ▪ Continued presence and support as well coordination of UN agencies and other Development partners in Southern Sudan

4.5 Follow up measures

- For sustainability of the project results and outputs, a follow up communication and awareness campaign should be mounted to mobilize and sensitize the communities on the use and maintenance of the facilities in order to make use of the produced materials under output 2 and 3 of RIEP project.
- The development partners should provide a quick technical assistance to the States to ensure that the planning for the utilization of the facilities is put in place while the plans and efforts to design a CMP are on going.
- Further still, a Community Management Program (CMP) should be designed as a RIEP follow up measure. This should employ a Community Demand Driven Approach whereby the users determine the level of services and assume full responsibility for the operation and maintenance of the facilities.

Within this context, CMP allows:

- Technologies to be chosen according to the users' willingness and ability to pay for the implementation and recurrent costs
- GoSS and State government scarce financial resources are directed towards the construction of the new systems rather than the O&M of the existing ones and most important,
 - a) The likelihood that the rehabilitated and newly constructed facilities and systems will be sustainably maintained

Thus the CMP which aims at the involvement of the beneficiaries in financing (cash or in kind); planning, construction and O&M hence deviating many of the core functions, normally performed by the State governments to the communities, CSOs and the Private sector. *(Since this was outside the scope and ToRs of the Consultant to develop further, he can only make a recommendation at this stage)*

5.0 Monitoring and Evaluation

This section discusses the relevance of monitoring and evaluation of the programme and questions whether the system in place has been effective.

5.1 Assessment of RIEP Monitoring and Evaluation Systems

The ultimate purpose of monitoring and evaluation is to track the progress of project administration and effectiveness in reaching project goals. Monitoring and Evaluation (M&E) comprise critical aspects of Project implementation. It is the M&E that provide performance measurement of a Project or Programme.

5.2 Monitoring process

Monitoring is the process of regularly collecting data to check on the progress of a project or intervention. The aim is to track implementation of projects and ensure that they are being implemented according to plans, and that where changes are required, they are made, and agreed. RIEP's monitoring system was designed to provide regular information on activities and outputs. The monitoring was done at different levels and various reports are produced. The reports include: OC-MDTF and other GMAs monthly progress, MDTF – GoSS quarterly reports, Project Board meeting minutes, Press Releases, Advertisements for service providers, work plans, Annual reports, Mid Term Review/End of Program Evaluation, Financial audits etc by RIEP Programme Management Staff, GMA at field level,

5.3 M&E and Impact Assessment

The GMAs had work plans, which carried with them indicators for their planned activities. Because the RIEP was an emergency program and bearing in mind that it delayed to start, there was a short period of implementation of activities hence this also resulted in not undertaking a Mid Term review of the RIEP. The mid-term evaluation would have provided a great opportunity to review progress made and update the indicators for assessing long term impact or better still improve planning and programming for subsequent phases or projects. Table 3.1 shows the assessment of the Monitoring system

Table 4.1: Monitoring System

Level of Monitoring	Information Required	Means of Verification Used	Strengths	Constraints
Project Board	<ul style="list-style-type: none"> • Policy formulation and monitoring • Performance of project in accordance with set Objectives and targets • Adherence to financial procedures 	<ul style="list-style-type: none"> • Program meetings/ minutes • Project reports from PM • Reports on Monitoring visits • Project photographs • On site field visits by Representatives of the PB 	<p>This system was effective as the issues raised in programme board meetings were addressed at project level</p>	<ul style="list-style-type: none"> • Busy schedule of members • No constraints
UNDP Program Management/Support Level	<ul style="list-style-type: none"> • Technical Progress on implementation of activities • Financial expenses on planned activities by partners • Progress on GMAs contractual obligations • Cross checking if the program guidelines are adhered to • Logistical and financial controls • Technical backstopping support to staff • Information sharing • Program coordination and management issues 	<ul style="list-style-type: none"> • Field visits to all the 10 states • Monthly visits/reports are carried out to each partner • Meetings • Support visits to GMAs • Monitoring visits/reports to GMAs and States • Minutes of project meetings 	<ul style="list-style-type: none"> • Project level meetings were held and ensured that outstanding issues at programme level are addressed at project level • The field support visits were an effective tool as it ensures that all outstanding issues for action are routinely followed-up. This ensured that all the necessary information is incorporated in implementation of activities and any challenges addressed on time • Program meetings Outstanding issues are captured. • The regular update on outstanding issues/unclosed action is checked by onsite monitoring by field teams at project level 	<ul style="list-style-type: none"> • Program Manager and other staff overwhelmed coz of work
GMA Secretariat Level	<ul style="list-style-type: none"> • Fiduciary and Grant management aspects of their respective States • Support to CBOs/NGO Contractor partner organizations on developing work plans and other contractual management issues. • Issues of capacity for the Contractors and LSCs 	<ul style="list-style-type: none"> • Support visits/reports to partner organizations • Work plans developed • Progress reports • Concept proposals • Draft proposals • Final proposal 	<ul style="list-style-type: none"> • GMAs have facilitated capacity building through constant support to CBO Contractors • Ensured quality control • Technical guidance and assistance • Financial management and control 	<ul style="list-style-type: none"> • Lack of efficient banking systems to effect payments • Lack of liquidity in banks

Level of Monitoring	Information Required	Means of Verification	Strengths	Constraints
Local Steering Committee/UNRCO Level	<ul style="list-style-type: none"> • Selection and prioritization of projects at state level. • Coordination between the state line ministries and other related agencies; • Approve the proposed list of prioritized public works in each state capital. • Ensure that all proposed projects meet minimum requirements in terms of consistency with local government priorities, quality of the services delivered by the project, etc. • Avoid overlapping of activities and adoption of contradicting methodologies and approaches. • Mobilize and ensure that the local government bodies lead and support the project; • Oversee implementation by the LIU; • Endorse results of the technical review of proposals; • Facilitate subproject implementation when blockages in implementation occur; • Participate in the M&E of subprojects; • Depending on the nature of the deliverable, take necessary arrangements with relevant state ministry/authority to obtain necessary permits and authorizations; allocate staff to the relevant facility established under the project, e.g., school or health center; assume responsibility for the assets delivered under the project; and provide the recurrent budget for Operations & Maintenance (O&M). • Arrange mechanisms for handing over/ disposal of assets • Resolve any other legal issues and mitigate risks • Mobilization of communities and contractors • Coordination and partnership linkages between State governments, GMAs, Development Partners and CBO/NGO Contractors • Ensure that technical and contract obligations of the CBO/NGOs Contractors are clearly handled in in accordance with UNDP guidelines during implementation • Ensuring Quality Control of works by the Contractors • Technical support, training and sensitization of Contractors with information on Contract management and execution e.g BoQs during implementation of 	<ul style="list-style-type: none"> • Technical progress reports • Meetings with GMAs and Contractors • Design and approvals • Technical control and approvals • Site selection and project implementation monitoring • Work plans 	<ul style="list-style-type: none"> • LSC provide policy and technical support on issues relating to implementation of the project activities 	<ul style="list-style-type: none"> • Some LSC have many other commitments to oversee which leaves them with little time to monitor the activities.

	activities				

Level of Monitoring	Information Required	Means of Verification Used	Strengths	Constraints
GMA Field Project Coordinator Level	<ul style="list-style-type: none"> • Designs of projects • Contract management issues • Materials availability • Capacity building of contractors • Project management • Technical project compliance issues • M&E • Additional gaps on service delivery that need plugging 	<ul style="list-style-type: none"> • Monitoring forms and reports – monthly to PM • Monthly and quarterly monitoring progress reports 	<ul style="list-style-type: none"> • Daily, onsite and Monthly visits reinforce the planned implementation of activities • Monitoring visits assist in and act as Early Warning Systems • monitoring visits provide additional checks 	<ul style="list-style-type: none"> • Weather and rainy seasons affecting construction • Limited capacity of contractors
CBO/NGO Contractor Level	<ul style="list-style-type: none"> • Construction of facilities in accordance with approved designs • Capacity building and training on job • Cash for work • Contract management and administration 	<ul style="list-style-type: none"> • BoQ reports • Progress reports • Onsite supervision and management • Labour intensive strategic methods 	<ul style="list-style-type: none"> • Keeps track of progress of project activities • Provides constant interface with labourers/ beneficiaries 	<ul style="list-style-type: none"> • Lack of available local materials • Limited financial capacities • Limited contract management and administration skills • Weather conditions esp during the rainy season • Lack of adequate equipment
Beneficiaries/labourers	<ul style="list-style-type: none"> • Number of working hours • Benefits 	<ul style="list-style-type: none"> • Signed sheets – attendance • Number of worked hours/days 	<ul style="list-style-type: none"> • Signed timesheets 	<ul style="list-style-type: none"> • RIEP Systems caused over expectation by beneficiaries as a UN funded project. • Limited number of hours and days hence limited incomes

5.4 Assessment of the Efficacy of Monitoring system

5.4.1 Involvement of Beneficiaries and Stakeholders

The Monitoring process involved a cross section of stakeholders and beneficiaries. These include: State government officials, LSC members, UNRCO, Field technical staff, Contractors and Beneficiaries. This approach to monitoring was effective as it provided a comprehensive frameworks through which project activities were adequately supervised at all levels. The involvement of various stakeholders created checks at all levels since information at each level feeds into the next level of monitoring.

5.4.2 Selection and Prioritization of projects at state level

The coverage of the elements for monitoring depended on the selected, prioritized number and type of projects according to the needs of each state by the LSC and stakeholders as well as the level of Project management to be monitored in the management structure of the project. The monitoring structure was as follows:

a) GMA Head Offices

Monitoring was carried out frequently covering all their respective states. The aim was to assess the validity and reliability of information reflected in field staff monitoring reports. This system was appropriate as it provided more reliable data on activities, progress and results.

b) GMA Field Technical Officers(TOs)

The GMAs field Technical Officers (TOs) carry out routine monitoring of project activities and also the performance of contractors as well as ensuring that all logistics required by the contractors were in place. This is because the aim of monitoring was to provide support to each partner contractor according to the needs particularly in the areas of contract management, quality control, capacity building and project implementation. This was very significant as the role of TO was mainly to provide support and quality management of the projects regarding the strategies for realizing project outputs and results. The monitoring by TOs was therefore targeted and scheduled according to needs of particular project activities and contractors.

TOs provided support to each partner Contractor according to the needs particularly in the areas of contract management, quality control, capacity building and project implementation

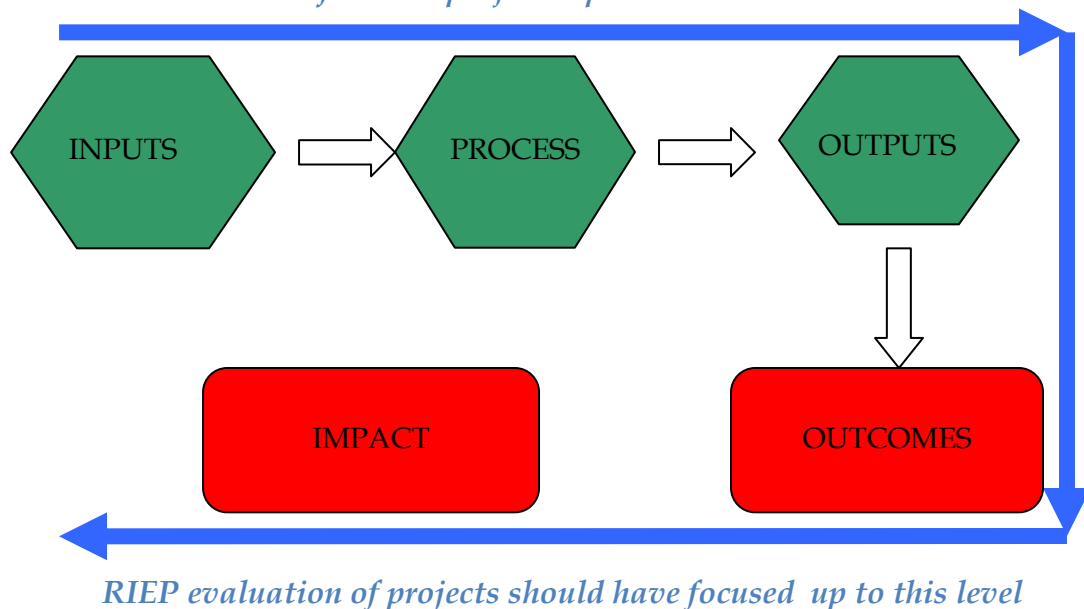
c) Program Manager

The Program Manager carried out routine monitoring to assess the performance of the entire RIEP program design, coordination, management, and implementation and M&E aspects. The aim is to ensure effective service delivery and realization of RIEP program objectives. This was achieved gauging from the short duration of the RIEP program against the great tangible achievements as well as the indicative number of beneficiaries per project activity (See matrix of project achievements) According to interviews with some implementing staff, the Program Manager was

applauded and commended for his rapid management skills as well as his frequent and timeliness in sharing of information.

5.5 Assessment of the Efficacy of Evaluation system

Fig System Analysis Model indicating the coverage of RIEP Evaluation
RIEP evaluations focus on projects up to this level



Model built by: Nuwakora Bernard Cliff. March, 2009.

RIEP being an emergency program was by its nature and scope implemented over a limited time frame hence its evaluated achievements were more at the output level than at the impact level. Nevertheless, the consultant endeavored to capture some of the immediate impacts of the RIEP program. Had it been implemented over a period of say three years and above, it would have been more meaningful for the evaluation to broadly and comprehensively focus on aspects such as: change of behavior as a result of provided services; reduction in prevalence of malaria; typhoid; waterborne diseases and prevalence of diarrhea diseases as a result of construction of health facilities, hand pumps, drainages, town cleaning, slaughter houses, schools etc respectively. It is through the assessment of these aspects that one can emphatically ascertain the overall impact of services delivered by RIEP on the quality of life. This is also due to the fact that RIEP did not undertake a specific baseline study apart from the situation ascertained during and at the time of the Joint Assessment Mission study (JAM study).

It is understandable that RIEP being an emergency program, some interventions have been implemented for a relatively short period of time. This explains why RIEP focused more on outputs. It is the Consultants recommendation that a successor long term program be designed. The main aim is to ensure that inputs are not only linked to outputs but also reflect outcomes and impacts. It is however to be noted that while the

analysis of outputs can be ascertained based on a short period of project implementation, the assessment of the outcomes and impact require a relatively longer period of implementation. This is because outcomes and impact reflect change in quality of life, a phenomenon that can only be established after a long period of sustained project interventions.

5.5.1 Overall assessment of RIEP M&E Status

Ground truth of the evaluation refers to the linkage between evaluation as an activity and evidence as observed on the ground. This phenomenon is fundamental as it alludes to assessment of value for money (VFM), hence the justification for resource outlays invested in the project implementation. In order to ascertain the *ground truth* of the evaluation, the different means of verification (MOVs) used by various monitors of partner activities were analysed. These include: project staff and MDTF monthly and quarterly progress reports; Field Technical reports; project photographs, and project managers reports. It suffices to note that there is an impressive level of coherence of all these reports which seem to imply the validity and reliability of the information contained in the reports. However, it would have been more authentic to move beyond reports and ascertain initial indicative changes in behavior and quality of life as a result of reported output information as contained in the M&E reports. As reiterated in the earlier sections of this report, RIEP being an emergency project and having implemented in a very short period of time in less than two years. It was therefore not possible to assess the *ground truth* using outcome and impact variables. This can only be achieved sometime in future where one can ascertain the ground truth of evaluation through measurement of change in quality of life of targeted beneficiaries from RIEP.

5.6 Operation and Maintenance

Operation and maintenance especially of public utilities is key in ensuring not only the continued benefit of the community from the utilities but also for the sustainability of the established facilities. The following observations made by the consultant have a key bearing on the overall O&M of the PWPC for RIEP projects.

- a) **Management Committees:** For any effective Operation and management of the facilities such as those constructed by RIEP the State ought to vest user communities with some level of responsibility as far as operation and maintenance of the facilities. In line with this principle, establishing management committees, training of caretakers and area mechanics, and provision of spare-parts and tools should have been included in the project portfolio. By contrast, the Consultant did not find such mechanisms in place save for Kuajok where KAYA NGO has had its hand pump mechanics in place although these trained area-mechanics could be benefited from if there can be a systematic way of engaging them by State government.

- b) **Public works, but who is the responsible person?** The Consultant was also informed that state governments are in the process of utilizing the facilities through hiring them out as well as getting some contributions from users. It is also worth mentioning that due to absence of systematic intervention on rehabilitation of these facilities will likely affect the sustainability aspects a case in point is in Yambio where the recently handed over two toilets in the market were already being misused. The worst scenario observed in the field was interventions made by some state officials especially changes in the designs without considering the input by the stakeholders. With this to this top-down approach, it will not be surprising if the schemes start breaking down soon after they are commissioned.
- c) **Grassroots O&M System:** In view of the emergency nature of RIEP supported projects and nature of implementation given the capacity limitation that existed at State levels, the functionality rate among the new projects implemented is a very encouraging result. However, the need to plan ahead of the emergence period is imperative through a mechanism that enables MOPI to streamline workable operation and maintenance system at grass root level.
- d) **Beneficiary Involvement:** Although beneficiaries have confirmed that they had been consulted during project identification, their involvement in the overall project cycle has been found to be very limited.
- e) **Hardware software nexus:** It was also found out that the software components (hygiene education and construction) were found either lacking the necessary attention or GMAs and Contractors did not have the minimum required capacity to carryout this very crucial component.

5.7 Recommendations

The following are recommendations that have been drawn from the field assessment carried out while undertaking the evaluation.

- **Project Identification:** Communities should have been involved beyond consultation to the degree of decision making as far as selection of appropriate technology and site identification is concerned. The states through MOPI should develop standard agreement format that MOPIs, NGOs and community with which proposed community management committees shall enter into commitment in order to fulfill their respective roles and responsibilities. Such document could also be used as formal evidence for establishment and existence of for instance water management committees. Moreover, continual training sessions should be conducted to enhance the capacity of management committee members so that they would be able to discharge their responsibilities effectively.

- **Technology choice :** The State and communities should also participate in deciding the technology choices of the various facilities to be constructed.
- **Project procurement, contracting and contract administration processes:** The choice and strategy of using experienced GMAs working with local CBOs and NGOs is still recommended in future in terms of contract management and administration. This has proved to be building the local capacities of say contractors who worked under RIEP.
- **Operation and Maintenance:** Periodic project planning under MOPIs should include rehabilitation of failed facilities with the aim establishing proper community based operation and maintenance system. To this end, there should be clear guideline about rehabilitation projects appraisal so that such projects would be implemented without creating communities' dependency on external support providers. The State Engineer could oversee the O&M aspects.

6.0 Partnerships and Coordination

This section considers the relevance and effectiveness of partnerships for achieving the RIEP Programme Outputs. UNDP appears to have considerable influence in Crisis Prevention and Recovery work in South Sudan. Projects like the PWPC which involved construction of various infrastructure facilities as well as economically empowering the local communities in addition to their skills enhancement were able to elevate crisis prevention and recovery issues on the policy agenda and provided the foundation for numerous follow-on activities. While organisational credibility and positioning cannot be solely attributed to RIEP under CPR initiatives, there is no question that the pioneering and follow-on efforts of these projects have created a more enabling environment and a foundation upon which future infrastructure projects in South Sudan and have opened new doors for engagement by UNDP and other development organisations.

The Consultant identified three main areas for internal action: 1) results based management issues – capacity for RBM, especially reporting, is still weak; 2) scope issues – too large and not operating strategically. The need is to work upstream as well as have key downstream interventions for cross fertilization of capacity building initiatives in the process for both State and Non State actors in such infrastructure projects. This is more so given the fact that apart from lack of coherent and weak coordination mechanism in place, the upstream and supply organs' capacity also need to be strengthened; 3) RIEP design issues – not aligned to UNDP corporate standards in terms of indicators, target and reporting mechanism and benchmarks. The mechanism exists as per CPAP and UNDAF, and UNDP is participating, yet the CPR unit must begin to practice and embody UNDP operational drivers.

In terms of coordination, the consultant noted a weakness in the implementation of the RIEP which was completely detached from other ongoing programs under UNDP especially the Rule of Law and Governance programs that support the States for effective service delivery through popular participation in a bid to strengthen decentralization. Thus there is need in future to create inter linkages with other programs.

7.0 Overall Lessons Learnt

- Lesson for design and programme implementation
 - The CPR portfolio needs to be balanced between upstream and downstream interventions. Although projects in the field are very important, they need to be supported by strong policy coordination and dialogue as well as knowledge sharing work at the national level.
 - Results based management of projects still needs to be built for both GMAs and UNDP staff.
 - Use of International and experienced GMAs as well as the model of LSC was a good management strategy
- Lesson for outputs

Use of innovative techniques like the card games – You Choose game
- Lessons for coordination
 - Joint planning, programming and coordination of UNDP and other partners development interventions is crucial to effective resource utilisation as well as great multiplier impact on the beneficiaries

8.0 Overall Recommendations

8.1 Programme Design

A successor program is recommended to consolidate the achievements of RIEP and at the same time broaden the scope by going beyond the state towns to the peri-urban and rural areas. Before a new Programme is developed, UNDP must conduct a specific baseline assessment to clarify the outcome areas in the new programme. These should be built around the development problem in the context of crisis prevention and recovery, poverty alleviation, democratic governance and environmental sustainability, taking into consideration the strategic objectives and comparative strengths of UNDP for offering support.

To further leverage UNDP's strategic position on Crisis Prevention and Recovery, emphasis needs to be made on increasing the internal and external visibility and knowledge sharing from the RIEP programme outputs.

Further still, future programme design should provide for effective exit strategy for sustainability purposes as well as the aspects of cross cutting issues be addressed.

8.2 Programme Management

For sustainability of the project results and outputs, a Community Management Program (CMP) should be designed as a RIEP follow up measure. This should employ a Demand Driven Approach whereby the users determine the level of services and assume full responsibility for the operation and maintenance of the facilities. *(Since this was outside the scope and ToRs of the Consultant to develop further, he can only make a recommendation at this stage)*

Results based management training for the implementing partners and staff is required so that all project managers understand the fundamentals of results based management.

8.3 Programme Outputs

OUTPUT 1:

Recommendations The following are recommendations that have been drawn from the field assessment carried out while undertaking the evaluation.

Project Identification

Communities should have been involved beyond consultation to the degree of decision making as far as selection of appropriate technology and site identification is concerned.

The states through MOPI should develop standard agreement format that MOPIs, NGOs and community with which proposed community management committees shall enter into commitment in order to fulfill their respective roles and responsibilities. Such document could also be used as formal evidence for establishment and existence of for instance water management committees. Moreover, continual training sessions should be conducted to enhance the capacity of management committee members so that they would be able to discharge their responsibilities effectively.

Technology choice

The State and communities should also participate in deciding the technology choices of the various facilities to be constructed.

Project contracting and contract administration

The choice and strategy of using experienced GMAs working with local CBOs and NGOs is still recommended in future in terms of contract management and administration. This has proved to be building the local capacities of say contractors who worked under RIEP.

Operation and Maintenance

Periodic project planning under MOPIs should include rehabilitation of failed facilities with the aim establishing proper community based operation and maintenance system. To this end, there should be clear guideline about rehabilitation projects appraisal so that such projects would be implemented without creating communities' dependency on external support providers. The State Engineer could oversee the O&M aspects.

OUTPUT 2:

There is need to put in place a robust communication strategy in order to increase awareness on the use and management of the facilities. The produced materials under this output should be widely disseminated but supported with other means of creating awareness as per the strategy.

OUTPUT 3:

C. Monitoring of Outputs

To enhance shared learning and the use of RIEP project results, UNDP should consider conducting Joint Evaluation and Monitoring of the outcomes through the existing donor groups CSOs and Government partnerships.

D. Programme Coordination (Internal and External)

There should be an explicit strategy and initiative developed and implemented on knowledge and information sharing. This will go a long way in enhancing dialogue with other development partners and reduce the possibility of duplicative work among development partners.

Annex 1 Terms of Reference

Objectives of the Evaluation

- Validate project logic and design assumptions.
- To ensure an assessment of the extent to which project outputs and targets have been realized substantively and with regard to value for money.
- To assess the efficiency and effectiveness of a project in achieving its intended results.
- To assess the relevance and sustainability of outputs as contributions to medium-term and longer-term outcomes. To examine how progress achieved in the capacity development of state governments can be consolidated and specific lessons learned in the process in different states are employed and the lessons from experience distilled for learning and sharing knowledge.
- To inform the emerging policy agenda of GoSS state and county governments on the decentralized agenda by providing guidance and recommendations on the realignment of CP outcome, project outputs, targets and indicators within this framework.
- To provide baseline information for implementation of the project during the rest of the current, and throughout subsequent, phases of the project

Specifically the End Line evaluation will assess whether the project is on course based on its original plan. The review shall be a 'formative' one whereby full participation of the project staff and stakeholders is emphasised in order to enhance and improve the project performance and output.

The review is primarily targeted for the project staff (UNDP and UNRCO), Grants Management Agents (GMAs), and the Donors. At the end of the review, the external consultant shall produce the final report and present it to UNDP.

Scope of Evaluation

The evaluation will cover the period August 2007 to January 2009. It will examine the extent to which the outputs have been achieved. The review will assess progress towards the outputs and contribution to the outcome, the factors affecting the outputs and assess the partnership strategy. It will assess the progress made by the selected Grants Management Agents (GMAs) in their respective States/towns. There will be direct visits for the evaluation will be conducted in 3 or 4 of the 10 Southern Sudan States (capital towns). The evaluation will solicit feedback and inputs from all stakeholders on the direct and indirect project impact on the beneficiaries and location.

Output status: The output of the evaluation will be a comprehensive report that will review will determine whether or not the output has been achieved and, if not, whether there has been progress made towards its achievement, and also identify the challenges to attainment of the output. The report will also identify innovative approaches and capacities developed through UNDP assistance.

Under this project there are 3 outputs as follows:

1. *Output-1: Provide basic services to urban populations while generating temporary employment for the communities in the 10 States in Southern Sudan. This output is managed by 5 Grant Management Agents (3 INGOs, IOM and UNOPS).*
2. *Output-2: Increase in Community Awareness on the issue of Provision of Basic Services.*
3. *Output-3: Survey/mapping and Rapid Assessment of Non-State Actors involved in CDD/CDR type interventions in all the 10 States of Southern Sudan.*
(Output 2 and 3 are managed by UN-HABITAT)

Underlying factors: The review will analyze the underlying factors beyond UNDP's control that influenced the output. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed.

Partnership strategy: Ascertain whether the project's partnership strategy has been appropriate and effective. What were the partnerships formed? How did the partnership contribute to the achievement of the results? What was the level of stakeholders' participation? This will also aim at validating the appropriateness and relevance of the Project output to the Governance Programme's needs and the partnership strategy and hence enhancing development effectiveness and/or future decision making.

Lessons learnt: Identify lessons learnt and best practices and related innovative ideas and approaches and in relation to management and implementation of activities to achieve related results. This will support learning lessons about the Project's contribution to bridging programme outcome so as to design a better assistance strategy for the next country programme.

Evaluation Methodology

The review shall be participatory in nature, led by a full-time independent international consultant who shall be responsible for the final evaluation report. Based on the objectives mentioned above, the consultant will propose a methodology and plan for this assignment in the form of an inception report which will be approved by CPRU/M& E teams before the evaluation commences. A design matrix approach relating objectives and/or outputs to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure adequate attention is given to all study objectives. The final report will be presented to the team for review before being disseminated.

The participatory methodology rationale takes into account the context within which the project is implemented is changing rapidly with the capacity building needs of the primary stakeholders equally changing fast. It is critical that the stakeholders and beneficiaries are engaged in the evaluation process to ensure that issues and recommendations emerging from the exercise are fully internalized and appreciated by the stakeholders. This will guarantee

ownership by stakeholders of whatever processes or mechanisms are subsequently put in place to implement the recommendations the will emerge from the review

However, it's recommended that the methodology should take into account the following, namely;

- a) Strategic Results Framework (SRF) for a description of the intended output/outcome, the baseline for the outcome and the indicators and benchmarks used. Obtain information from the Crisis Prevention and Recovery programme gathered through monitoring and reporting on the output. This will help inform evaluation of whether change has taken place.
- b) Examination of contextual information and baselines contained in project documents, the Common Country Assessment, Bridging Programme, CPA, Joint Mission Assessment and other sources as these documents speak to the output.
- c) Validation of information about the status of the output that is culled from contextual sources such as the SRF or monitoring reports. To do this, consultant may use interviews or questionnaires during the evaluation that seek key respondents' perceptions on a number of issues, including their perception of whether an outcome has changed.
- d) Probing the pre-selected output indicators, and determine whether the indicators have actually been continuously tracked.
- e) Undertake a constructive critique of the output formulation itself (and the associated indicators). This is integral to the scope of review. The consultant can and should make recommendations on how the output statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence.
- f) Desk review of existing documents and materials such as grant agreements, UNDP processes and support documents, evaluations, assessments, and a variety of temporal and focused reports, project board minutes, financial reports.
- g) Interviews with key informants including gathering the information on what the partners have achieved with regard to the output and what strategies they have used including focus group discussions.
- h) Field visits to selected sites; and briefing and debriefing sessions with UNDP and the Government, as well as with donors and partners

Key Activities to be Undertaken

Activities;

The Evaluation will take into account the following:

- ❑ Design of the evaluation methodology and tools, including questionnaires for individual interviews and guidelines for focused group discussions (**consultant**)
- ❑ Visit at least three states to interview relevant stakeholders and assess project activities implemented
- ❑ Review of documents by the **consultant**. The documents include but not limited to:
 - UNDP Handbook on Monitoring and Evaluating for Results
 - Ethical Code of Conduct for UNDP Evaluations;
 - Guideline for Reviewing the Evaluation Report;
 - UNDP Results-Based Management: Technical Note

- CCF-2, Bridging Programme documents
- Project Document and relevant reports
- CCF-2 Outcome Evaluation report
 - Project document(including the work plan and budgets),
 - Project progress reports (monthly, quarterly, bi-annual and annual reports)
 - Technical reports, Relevant documents of other projects
- Measuring & recording experiences, practices, funding, accountability and quality of service provisions based on a representative sample from selected States/towns/counties
- Assessing the organizational profiles of Grants Management Agents (GMAs): Adequacy of their staffing, non-cash inputs & sources, financial system & administrative structure, M&E systems, delivery profiles including operational modalities, & responsiveness to community need, type of capacity building support being provided to local NGOs/CSOs/CBOs and communities;
- To evaluate GMAs technical, administrative and management competencies as well as implementation systems and procedures.
- Review the effectiveness and relevance of the selection criteria for areas, public works projects and cash for work participants;
- Identify the challenges that GMAs and local NGOs/CSOs/CBOs are facing in the implementation of this project;
- Availability of adequately qualified local NGOs/CBOs/CSOs in the States to undertake the public works project implementation activities;
- Ownership of the public works sub-projects: to what extent were the communities and stakeholders consulted and involved in the selection and implementation process
- Institutional capacity: Assess the degree of commitment of stakeholders, community in cost sharing, the measures taken to strengthen their capacity and suggest improvements for the future;
- Analyse the capacity building component of the project;
- Assess the economical and financial sustainability of the interventions;
- Assess the possible intended or unintended impact on environment;
- Document lessons learned by the project so far.

Expected Outputs

- A draft for review by project management
- A final report, which will lay out results of qualitative and quantitative assessment of the progress made to date. It will also include recommendation for additions and changes of activities/support beyond the scope of the Prodoc.
- Presentation of the report and key findings through a debriefing to UNDP and RIEP Project Board.

Key Deliverables

The consultant will produce a report structured with annexes, with an executive summary of not more than describing key findings and recommendations. The evaluation will entail, inter alia:

- 1) A report containing (Hard copy, a soft copy in MS Word and Acrobat reader, Times New Roman, Size 12, Single Spacing):
 - a) Executive summary
 - b) Introduction, description of the evaluation methodology
 - c) An analysis of key interactions (the outcome, substantive influences, UNDP's contribution and how UNDP works with other relevant actors) and associations between variables measuring the output.
 - d) Key lessons learnt, highlighting key factors that might hamper the impact of RIEP Project suggesting possible recommendations,
 - e) Conceptual Framework to guide RIEP Project in terms of future programming and policy
 - f) Assumptions made during the evaluation and study limitations, and
 - g) Conclusions and recommendations
 - h) Annexes: ToRs, field visits, people interviewed, documents reviewed, etc
- 2) Provide a draft report before leaving Sudan, and submit a final report within two weeks
- 3) Debrief UNDP stakeholders.

Supervision and Management/Reporting of the Assignment

The consultants shall work under the supervision of the Manager, RIEP Project and with technical guidance from the UNDP CRPU /M& E teams. GOSS Implementing Line Ministry of Ministry of Housing, Lands and Public Utilities shall provide further guidance in the review of project activities under their respective components. Perspectives of our Donor partners shall inform the evaluation.

The consultant will be reporting directly to the CPRU team leader/M&E team

Time Frame (21 Working Days)

The evaluation consultancy is tentatively scheduled to take place from January 2009 onwards

Tentative timetable	
Evaluation Team/ Consultant	
Review of UNDP/RIEP documents,	3 days
Consultations with CPRU Team, UNDP Senior management team, key RIEP stakeholders	2 days
Field visits	7 days
Report writing and de-briefing/presentation to stakeholders	7 days
UNDP review report and final discussions with consultant to clarify feedback	2 days
Draft report (before departing from Juba, Southern Sudan)	
Total Consultancy Days in Southern Sudan	21 days
Incorporation of comments and submission of final report	Within two weeks after departure

	from Juba.
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UNDP's obligations

UNDP will:

- a) Provide the consultant with all the necessary support (not under the consultant's control) to ensure that the consultant undertake the study with reasonable efficiency.
- b) Appoint a focal point in the Project to support the consultant(s) during the evaluation process.
- c) Collect background documentation and inform partners and selected project counterparts.
- d) Meet all travel related costs to project sites as part of the programme evaluation cost.
- e) Support identification of key stakeholders to be interviewed as part of the evaluation.
- f) The programme staff members will be responsible for liaising with partners, logistical backstopping and providing relevant documentation and feedback to the evaluation team
- g) Organize inception meeting between the consultants, partners and stakeholders, including Government prior to the scheduled start of the evaluation assignment

Qualifications and Experiences

- ❑ Advanced university degree in economics, international development, Sociology, Project Management or related social sciences.
 - ❑ Ten years progressive professional experience in the above fields in developing countries preferably in the East and Horn of Africa, 5 years of which must be in a related project evaluation, or in local economic development.
 - ❑ Capacity to articulate succinctly complex issues of crisis prevention and recovery with policy makers, managers and related stakeholders.
 - ❑ Extensive hands on experience in capacity building and analysis, policy and strategy development for international agencies, NGOs/ CSOs/ CBOs.
 - ❑ Ability and experience in applying consultative and participatory methodologies, flexibility in approach in a challenging post conflict environment.
 - ❑ Demonstrable experience in assessments/evaluations in various capacities: as evaluator, as member of management team of programmes evaluated; as government counterpart; and as donor representative. Clear understanding of evaluation tools used in different contexts in this respect is critical.
 - ❑ Working knowledge of protocols, particularly relating to working for, and with, officials and leaders at the highest level of government.
- Excellent oral and written communication and presentation skills in English are critical.

Annex 2 Documents consulted (*To be completed*)

- UNDP Handbook on Monitoring and Evaluating for Results
- Ethical Code of Conduct for UNDP Evaluations;
- Guideline for Reviewing the Evaluation Report;
- UNDP Results-Based Management: Technical Note
- CCF-2, Bridging Programme documents
- Project Document and relevant reports
- CCF-2 Outcome Evaluation report
 - Project document(including the work plan and budgets),
 - Project progress reports (monthly, quarterly, bi-annual and annual reports)
 - Technical reports, Relevant documents of other projects

Annex 3 List of people consulted

Husain Sayed	Project Manager	RIEP/UNDP
John Morning	Project Assistant	RIEP/UNDP
Micheal Dockrey	Country Director	IRD
Aliongo Gache	RIEP Project Manager	IRD
Tyongik Caleb	Construction Supervisor	IRD
Nihal Samaranghe	Project Manager	RIEP/UNOPS
Guravic Margaret	PMSU	UNDP
Baba	CPRU	UNDP SS
Ms.	Rule of Law Unit	UNDP SS
Dramani Martin		UNDP SS
Yusufu Gomez	CPR	UNDP SS
Edwardo Fenerhake	Consultant architect	UN Habitat
Jaana Mioch	Regional Manager	UN Habitat
Monique Iglebael	Program Manager	UN Habitat
Fernando	Consultant architect	UN Habitat
Al hajji Sulaiman M	Executive Director	Wau County
Silono Peter	Engineer	Wau State
Taratisa Phillip	PO	UNDP governance
Paul Yohan	Dep. LSC/Mayor	Wau State
Yahia Salim	Asst. Building Eng.	UNOPS/SNOC
Djafar Baraka	O/C	UNRCO
Aliek Deng	Youth Vice C/man	Kaya Youth group
Mayen Tol	LSC Member	Kuajok
Sophie Nuon	Program Officer	IOM
Umberio Ambrosi	Program Engineer	IOM
Karen Moore	RIEP Consultant	UN Habitat
Fredrick Yankey	MDTF-World Bank	
Selam	Construction supervisor	IRD
Sheym...	Senior Governance Advisor	UNDP SS
Eng.	Director General -Physical and Urban Planning	MoHPI SS
Owona Wilfred	RIEP Project Manager	World Vision
	Governor	Yambio
	Minister of Physical Infrastructure	Yambio
Paul Odhiambo	Station Manager	World Vision Yambio
Jaffar Amosa	State Engineer/RIEP	Yambio
Wabwiire Paul	Contractor/Jamatch	Jamatch Yambio
Warigo William	Contractor/Arthurwic Ltd	Arthurwic Ltd
Manyang Peter	Ag. Director General MOPI	Rumbek
Mr.	Logistics Officer IRD	IRD Kuajok
Staff	PMSU and CPRU	UNDP SS

SUMMARY

Completed, Being Implemented & Proposed Sub-projects in all 10 States

Daily Wages Person Days Generated and Total Beneficiaries to Benefit

Data as of 28 February 2009

Sl. #	Name of State/Town	Name of GMA	No. of Sub-proj. Completed	Amount (in US\$)	No. of Sub-projects Being Implemented.	Amount (in US\$)	Daily Wage Person-days as of 28 th February/ 2009			Approx. No. of Bens. to Benefit	No. of Sub-projects Prop. for Implementation	Amount (in US\$)
							Male	Female	Total			
1.	Upper Nile/Malakal ⁶	IRD	8	\$589,000	0	\$0	9,628	14,325	23,953	62,091	0	\$0
2.	Warrap/Kwajok	IRD	6	\$363,589	2	\$199,765	7,060	5,806	12,866	94,005	1	\$1,846
3.	N. Bhar-Al-Ghazal/Aweil ⁷	IOM	12	\$726,000	0	\$0	6,730	309	7,039	48,205	0	\$0
4.	Unity/Bentiu	IOM	8	\$713,082	0	\$0	10,609	3,167	13,776	73,758	0	\$0
5.	West. Equatoria/Yambio	WVI	16	\$787,991	0	\$0	22,607	14,891	37,498	111,320	0	\$0
6.	Eastern Equatoria/Torit ⁸	Caritas	18	\$807,102	0	\$0	21,674	15,262	36,936	51,090	0	\$0
7.	Jonglei/Bor	UNOPS	6	\$249,393	6	\$411,338	8,426	2,730	11,156	40,570	0	\$0
8.	Lake/Rumbek	UNOPS	17	\$592,926	2	\$76,776	18,229	3,188	21,889	64,474	0	\$0
9.	W. BaharAlGhazal/Wau	UNOPS	13	\$519,376	5	\$202,196	16,084	17,571	33,655	132,910	0	\$0
10.	Central Equatoria/Yei	UNOPS	11	\$312,368	0	\$0	5,461	0	5,461	68,568	0	\$0
11.	C. Equatoria/Terekeka	UNOPS	1	\$23,180	8	\$274,643	3,228	684	3,912	1,300	0	\$0
	Totals		116	\$5,684,007	23	\$1,164,718	129,736	77,933	208,141	748,291	1	\$1,846
							62%	38%	100%			

⁶ Daily wage data for February will be updated in March report.

⁷ Includes 2 Training activities.

⁸ Includes 2 Training activities.

