



ASSESSMENT OF THE CAPACITY OF LOCAL GOVERNMENT/AUTHORITIES TO DELIVER SERVICES IN SOUTH SUDAN



**Prof. Julia Aker Duany
Dr. Biong Kuol Deng**

April 2021

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Contents

ACKNOWLEDGEMENT	5
ACRONYMS	6
EXECUTIVE SUMMARY.....	7
CHAPTER ONE	11
1.1 Capacity of Local Government and delivery of Social Services	11
1.2 Political Leadership Structures at States and the Local Governments level	12
1.3 UNDP Support to Local Government Authorities	12
1.4 Scope, Objectives, Deliverables and Audience	13
CHAPTER TWO	15
2. METHODOLOGY AND DESIGN	15
2.1. Design	15
2.2. Methodology	15
2.3. SCOPE AND TIMELINE	16
2.5: Strengths and Limitations	17
2.6 Scope of study:	17
CHAPTER THREE	18
3. LITERTURE REVIEW	18
3.1 Background Overview	18
3.2 Local governance structures	19
CHAPTER FOUR	20
4. DISCUSION OF FINDINGS	20
4.1 General Capacity Requirement for all the States	20
4.1.1. Capacity Requirement	20
4.2. Technical Capacity and Operation of the Staff	26
4.3 The grant and fiscal transfers	31
4.4: Focus Group Discussion	33

4.5: SWOT Analysis	35
CHAPTER FIVE	38
CONCLUSIONS AND RECOMMENDATIONS	38
5.1. Conclusion	38
5.2. Recommendations.....	39
5.2. A. Summary Recommendations	39
5.2. B. Detailed Recommendations	39
5.2.1 National Government.....	40
5.2.2 Sub-National Government	40
5.2.3 UNDP and Development Partners	41
REFERENCES	43
APPENDICES	45
Appendix 1 Assessment Tools	45
Appendix 2: Sampled Institutions for Data Collection	57
Appendix 3. Terms of References	59

ABOUT CSPS

South Sudan Centre for Strategic and Policy Studies (CSPS) was established in July 2011 in Juba as a national think-tank. Since then, the CSPS has been aspiring to inform and shape the path taken by the new country with regard to progress on the noble path of good governance in the human rights and democratic tradition, under the aegis of which the available resources are utilized sustainably for the well-being of the citizenry and humanity at large. CSPS aims at enabling the participatory development and nation-building as guided by applied research, which makes it possible to either influence or predict the best or worst possible future options with strategies and policies that are drawn out of objectively balanced critical thinking. CSPS operates with no compromise on core values and guiding principles of accountability, competence, confidentiality, dialogue, diversity, equity, integrity, professionalism, transparency, and trust. See more details about projects, departments, publications, and news about CSPS on <https://cspss.org.ss>

ABOUT UNDP

United Nations Development Programme (UNDP) has been one of the partners working in South Sudan for over 31 years. With the independence of Republic of South Sudan in July 2011, UNDP established a Country Office and has staff working all over the country to help build government institutions. UNDP has maintained its presence despite significant challenges in the operating environment by adopting a flexible approach to its work. The overarching aim is to support the progress towards peace and reconciliation, early recovery, and governance, and towards the new Sustainable Development Goals (SDGs) in South Sudan. UNDP has been helping to create more resilient communities and reinvigorated local economies, strength peace and governance, empower women and girls, and support the Government to manage public finances in an environment of respect for the rule of law with accountability to deliver inclusive economic growth. See more details about UNDP on <https://www.ss.undp.org>

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ACRONYMS

S/n	Acronyms	Acronyms meaning
1	ARCSS	Agreement on the Resolution of the Conflict in the Republic of South Sudan
2	R-ARCSS	Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan
3	AU	African Union
4	CPA	Comprehensive Peace Agreement
5	CSPS	Center for Strategic and Policy Studies
6	FDs	Former Detainees
7	IBC	Independent Boundaries Committee
8	IDPs	Internally Displaced Persons
9	IGAD	Inter-Governmental Authority on Development
10	JMCC	Joint Military Ceasefire Commission
11	JMEC	Joint Monitoring and Evaluation Commission
12	OPP	Other Political Parties
13	R-TGoNU	Revitalised Transitional Government of National Unity
14	SPLM/A-IO	Sudan People's Liberation Movement/Army in Opposition
15	SWOT	Strengths, Weaknesses, Opportunities and Threats
16	TGoNU	Transitional Government of National Unity
15	TORs	Terms of References
17	UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

This study is an assessment of the local Government capacity to deliver social services to the communities. The focus is on institutional arrangements, collaborative leadership, knowledge, linkages, transparency, and accountability on the mandated responsibilities. The assessment identifies needs, capacity gaps, challenges as well as strengths and weakness within the ten States and three administrative areas.

Methodology and organization of the research. The research-teams have used SWOT analysis tools to decipher the data obtained from the reviewed literature, face-to-face interviews, focus group discussions and direct observations. The assessment outlines the research background information on the capacity of the local government institutions to deliver social services at the local level. It assesses the structures, governance, and skills at the local government institutions, and outlines the objectives; also, it focused on ascertaining the capacity needs of the local government institutions and readiness to embark on social development at local levels. The outcomes of the assessment identify entry points for support and constitute a compact between national government, states, administrative areas, and development partners in the delivery of concrete results at the local levels.

The R-ARCSS of September 2018 provides a framework of governance from national to sub-national levels; thereby, building the capacity of local government with respect to good governance and rule of law. In this context the support of the UNDP and other development partners is crucial and critical in priority areas. However, such a support should be provided in such a way that it does not induce dependency syndrome. This support should put emphasis on policy and technical aspects of local government institutions and building critical capacity for strategic engagement at the local level.

The assessment has identified the capacity gaps and needs that will be addressed by formulating or framing new strategies and mechanisms based on comparative best technical practices on governance framework. The assessment presents the findings on the available technical capacity of the local government institutions in the delivery of social services at the local levels. The emphasis is on the structures, governance, skills, planned budgets, financial resources, professional staffing, and physical infrastructure, enabling environment, challenges, critical gaps and lessons learned.

The following are the key findings:

Policy/Legal frameworks and Strategic Plans: Since the CPA 2005 to 2011, there has been a number of policies and strategic plans that have been developed, for example, Public Service Manual 2007, National Development Strategy 2018 – 2021, Interim Public Procurement and Disposal Regulations 2006, Local Government Act 2009, South Sudan Vision 2040 and GoSS Evaluation 2010. Various partners and in particular the UNDP contributed in the development mostly by way of providing resource in form of experts and funding. All these policy documents

remained redundant because of the lack of implementation as well as the lack of cooperation between national and sub-national institutions.

Organizational Structures and Human Resources: All the assessed local government institutions have adequate mandates, guiding principles, programmes and organizational structures—directorates, departments, and units. However, most of the assessed institutions have no sufficient skilled personnel and motivated qualified professionals who are capable of functioning technically. The assessment results show that the staffing gaps are wider in technical positions, which are necessary for professional implementation of the plans and policies at the level of local government institutions. These gaps have had negative impacts on staff standard performance and effective social service delivery at the local levels.

Public Service Training Facilities and Capacity-building: The assessment found that public service training facilities and capacity-building initiatives have remained unutilized. The shortcomings of the local government institutions consisted of local widespread insecurity, out-dated curricula, limited financial resources and inadequate skilled staffing.

Coordination and Linkages: The assessment found most of the local government institutions lacked proper coordination mechanisms. The support rendered by development partners was found to be weak and uncoordinated and lack coherence of purpose.

Infrastructure, Functional and Working Environment: The assessment found that local government institutions lacked adequate physical infrastructure and working space to accommodate the available large staff occasioned by political decisions that increase number of states. The working environment was found not to be conducive at all, lack of office spaces and poor working conditions due to nature of infrastructure. Most of the remote areas of the local government even greater challenges with respect to mobility and communications facilities. These challenges have contributed to the exit from civil service “brain-drain: or due to migration of the civil service staff from the lower level to higher level of government without clear scale or temporary “exit from civil service” to development organisations due to payroll and delayed salaries.

Conclusion:

The assessment of local government system in South Sudan has revealed a huge sub-national technical gap in public institutions and in particular the limited professional capacity, weak or absence of technical specialists in the directorates and other bureaucratic units of public service. The gaps were created by overemployment of less qualified civil servants, duplication of roles and low payroll and with delayed salary remunerations, the lack of operational facilities and tools, poor working environment, and in many cases reluctance of international development partners to support and assist the central agencies of government directly, rather

their focus more on emergency and humanitarian interventions. Therefore, there is urgent need to priority reforms in public sector and in building of bureaucratic technical capacity, including motivation of professional staffs in the key institutions at sub-national level and extending the practical experience to local level of government as required, a call for the devolution of powers and share of resources. The overall aim here is to address poverty and inequality in the South Sudanese society ensuring consolidation of peace through the national cohesion and unity, promotion of transparency and accountability to bridge these gaps. This objective is indispensable for realisation of effective and efficient and enhancement of social service delivery at local level.

Recommendations:

The Revitalised Transitional Government of National Unity (R-TGoNU) is duty bound to release the necessary funds for the speedy facilitation of reforms with specific technical capacity building of public service professional work for effective implementation of Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS), especially Chapters I and IV on governance and economic management. The R-TGoNU has a responsibility to ensure that there are sets of instruments and facilities put in place for conducive working environment and to availed standard infrastructures necessary for efficient working for public institutions, to attract and motivate national technical expertise that will guide these institutions putting aside politicization or jamming interferences by less skilled and qualified personnel for management and maintenance of public bureaucracy.

The UNDP should avail and deploy its expertise and short term to medium term support to the lower tier of government to creating strong decentralisation and inter-governmental linkages between the R-TGoNU institutions to help facilitate required technical capacity, enabling the public institutions to deliver on their mandate effectively and efficiently, starting from senior leadership positions and refocusing more on professional middle grades of technocrats to drive development. The UNDP, and other development Partners and the R-TGoNU should support, as a matter of priority, the review and development of regulatory frameworks, public policies, professional recruitment manuals, business conduct, and monitoring and evaluation templates for all public institutions. These will translate, practically in the reforms of government institutions, as stipulated in Chapter I and Chapter IV of R-ARCSS with resolve for attracting highly qualified South Sudanese at home and from diaspora into the public service.

The local government should exert more efforts by investing in institutional and social capital based on approaches of post-conflict and good governance and economic recovery, taking into account the relevance of infrastructural development and organizational system strengthening in accordance with professional competencies, appropriate and attractive packages.

The conclusion points to the role of R-TGoNU state governments, development partners, Civil Society organisation decision to develop technical backstopping strategies for implementation of chapters I and IV and the democratic transition at the Local government institutions interest of post-war, nation-state building. The Parties to the agreement should demonstrate the necessary political will and enhance their confidence through full commitment to local government levels in the implementation of 2018 R-ARCSS, “Establishment of the State and Local Governments (Article 1.16)” on the structure of state governments, the identity of the Ministries and their allocation according to the responsibility (article 1.16.1, sub-articles 1.16.1.1 to 1.16.1.4) as the only available viable roadmap for restoring the security, expediting the humanitarian assistance responsibly, stabilizing the economy, commencing the reconciliation, pursuing justice and cementing multiparty democracy.

They need to provide support by releasing the necessary funds for speedy facilitation of reforms with specific technical capacity building of public servants to do the professional work for effective implementation of Local government institution’s policies and strategies during the transitional period, especially chapter I on governance and chapter IV on economic management reform agenda.

CHAPTER ONE

1. BACKGROUND

The chapter outlines the background information on assessment of the state ministries and institutions focusing on structures, skills, systems, synergies, and symbiosis of states/administrative area in social service delivery. The research applied SWOT Analysis to streamline the technical gaps and the required support, especially by UNDP, to address the gap and challenges.

1.1 Capacity of Local Government and delivery of Social Services

After liberation struggles for independence, the people of South Sudan deserve a chance to enjoy peace and democracy. Unfortunately, within three years after independence, conflicts resumed and the underlying political tensions continue to generate instability and violence. Long-term stability will require a new foundation: one that breaks up the centralisation of power at central government level. Reorientation of responsibilities and resource towards decentralized system for the common good; and a constitution that is people driven will build the foundation of democracy and restore confidence, peaceful and developmental environment for her citizens.

Since the independence in July 2011 the local government institutions have been facing a lot of challenges to deliver social services at local levels. The government has been engaged in a process of 're-centralization' to create a strong executive model of government. This has seen many powers moved from states to the centre (reversal to the Local Government Act 2009), and to date, central government exercise considerable control over local governments, notably through appointment of state governors and deputy governors, and other organs of the states, including control of resources allocated to state government.

As per implementation of R-ARCSS 2018 chapter I on governance, sub-national institutions have now been entrusted to deliver social service at the local levels. Whilst underdevelopment at local government levels has resulted in poor national outlook, it became clear that the small progress made has largely been confined to urban centres and areas benefiting from semi-infrastructure. The national aggregated data shows evidence of disparity - majority of population live in rural areas where social services is far from reality. In privileged peri-urban centres, most of the government institutions such as police stations, hospitals, schools, and other social services are at least 2– 5kms away from the communities while in the majority underprivileged areas may be one day's walk and hardly social facilities these areas.

The transitional state governments have a lot of homework to do based on this assessment findings and they need to reorient and demonstrate higher levels of resolve towards

development at the local government level. The devolution of authority and responsibilities to state and local government authority, the envisaged public financial management reforms; reform of the Fiscal and Financial Allocation Monitoring Commission (Art 4.11.2); review of the Constituency Development Fund (CDF) (Art. 4.3.1.5). Reduction of states from 32 to 10 demands focused attention on the capacity of states to deliver social services. Such attention must move beyond the short term and quick fixes to a long term and sustainable approach to capacity development at local level.

The UNDP and other development partners are sought to contributing in supporting the local government institutions and to better appreciate the entry points and opportunities for improved social service delivery at the local levels. This assessment has identified gaps and challenges due need the supportive intervention of the UNDP and other development partners with a view to addressing them.

1.2 Political Leadership Structures at States and the Local Governments level

The powers of R-TGoNU which is devolved to the reconstituted executive and legislative branches of states governments and their local units, based on the agreed responsibility sharing ratios and relative prominence of each party therein—55% R-TGoNU, 27% SPLM/A-IO, 10% SSOA and 08% OPP with FDs selecting 3 ministers in states of their choice deducted from OPP's ratio. This formula must be applied for selection of state governors, ministers, speakers, commissioners, legislators, and councillors (R-ARCSS, Articles 1.15.17 & Annex E & 1.16). The political structure of local government administration as stipulated by the agreement is that; all the 10 states and three administrations composed of 17 ministries at each state and administrative area and 5 commissions. (ii) on five (5) Advisors per state and the advisory institutions and (iii) on six (6) Commissions and the identity of the Commissions. Further, position of the Mayor and the Deputy Mayor in a state fall within the competence of the state government and position of the Secretary General and that of Executive Director.

While the above-described demand by R-ARCSS for the formation of R-TGoNU are political demands, the mere implementation of such political based formula will not by itself help much in the required development at the local government. What is important is having responsible leadership, committed and able civil servants at local government levels.

1.3 UNDP Support to Local Government Authorities

UNDP is technically and financially supporting the implementation of R-ARCSS within the stipulated time frame. It has managed to provide some quick support for incorporation of R-ARCSS into the amended Transitional Constitution of South Sudan, 2011 and provided the necessary support for reviews of critical legislations of security and political sectors. These have

been appreciated by the recipients, demonstrating that the new way of working is the required path for development cooperation in post-war context of transitional period.

UNDP has participated in the transformation for development environment for enduring peace. The experience indicates early support in 2003 and 2007 on Local Government Recovery Programme and later through the support to state programme through strengthening of system of planning and budgeting and development of policy and legal frameworks. These are critical for shaping conceptual ideas, building relations, and establishing trust. Conflict prevention, stabilization, and peacebuilding in multi-actor partnership for economic recovery and resilience is envisaged to be potent area for UNDP to participate by provision of identified technical experts in South Sudan

1.4 Scope, Objectives, Deliverables and Audience

The overall purpose of the study is to assess the capacity needs (what is there and what is needed) of the 10 states and the three administrative areas of local governments to undertake sound development and service delivery management. The outcome of the assessment identifies synergy, support and frames a compact between national government, states and development partners in the delivery of some concrete results at the local level.

The support, among other things, should:

- i. Focus on organizational setup/structures; functions and responsibilities; administrative and financial systems; skills required; external relations and coordination of activities; human resource requirements and skills gap; and training needs of technical and support staff required to effectively implement the delivery of services in the states
- ii. Develop an engagement/support strategy: Based on the rapid functional assessment findings and recommendations identify and develop realistic, feasible and time-bound capacity surge strategies and actions for the implementation.
- iii. The gaps and staffing needs in terms of knowledge, technology/skills and spirit of commitment to serve diligently.

The main deliverables encompass the inception report detailing the understanding of the assessment tasks—design, methodology, scope of work, plan of action, and time frame, questionnaire template for data collection, analysis tool for each data source and the measures by which each question was assessed. The draft report had to review and build on the capacity surge strategy that was developed by the UNDP South Sudan’s Country Office. The CSPS Assessment Team will organize a validation workshop for deliberations on the draft report with participation of the relevant stakeholders and institutions that were selected for the assessment.

A Final assessment report, containing organizational institutional development roadmap and action plan, had to be submitted to UNDP with publishable quality. The report had to present clear instruments and procedures for institutional capacity development based on the identified gaps and needs. The scope of the assessment had to be limited to data collection, analysis, and recommendation for generating the relevant information and reliable knowledge for:

- 1) Preparing inception report, covering the background, objectives, methodological approach, work plan and deliverables for presentation at inception meeting of CSPA team with UNDP.
- 2) Developing the relevant tools for conducting the assessment on the capacity of local government in delivery of social service at the local.
- 3) Carrying out a gap analysis of the structures, system, skill mandate, personnel and funding of the targeted institutions and mechanisms with the view to develop their capacity at local level.
- 4) Analysing the capacity of local government institutions and mechanisms in delivery of social service regarding gender inclusion mainstreaming.
- 5) Providing recommendations on a framework to address the capacity gaps at the local level.
- 6) Prepared concept note, strategic paper, technical notes, and policy papers about the assessment of capacity of the local government staffs.
- 7) Preparing the presentation on functionality capacity assessment of local government and sharing it with National government stakeholders, UNDP and development partners.
- 8) Provides policy advice for UNDP South Sudan Country Office.
- 9) Performing other duties as requested by the UNDP Resident Representative

The main audience of the assessment is the Local Government of the Republic of South Sudan in partnership of UNDP Country Office in South Sudan, especially the Democracy and Governance Team who will use the findings and recommendations to determine and prioritize the areas for support of local government authority and stakeholders who are responsible for delivery of social services at the local level. The assessment knowledge will provide an opportunity for sharing lessons learned with all the interested parties.

CHAPTER TWO

2. METHODOLOGY AND DESIGN

The chapter examines methodology, design, timeline, and scope of the assessment of all state ministries and institutions with focus on Structure, Skills, Systems, Synergies and Symbiosis of states/administrative areas to have high-end competences for social service delivery. Strength, Weakness, Opportunities and Threats (SWOT) Analysis is applied to streamline the technical gaps and required support, especially by UNDP for addressing these.

2.1. Design

The assessment design focused on the following government institutions:

State secretariats, national and state ministries of finance and planning, states ministries of local government and law enforcement, states ministry of Public Services and Human Resource Development, Council of States, Local Government Board, Intergovernmental linkage department in the office of the Presidential Advisor on Intergovernmental linkages, development partners supporting local governments, civil society, key informants and the public.

2.2. Methodology

The assessment adopted a participatory mix approach to ensure active involvement of all stakeholders such as UNDP, relevant local government institutions, civil society activists among others. Primary assessment methods included, but are not limited to the following:

- 1) **Documents, reports, and literature review:** An in-depth desk study was conducted to understand the context, and to complement information gaps in the assessment. The desk review included relevant documents, published and unpublished reports, and others.
- 2) **Primary methods:** An institutional assessment was conducted by administering institutional questionnaires to gather quantitative data from relevant agencies. Data collected focused on structures, skills, system, synergies, and symbiosis.

Additional data was generated using the following methods:

SWOT Analysis: Meetings were conducted with staff of the selected states/local government institutions and agencies to identify strengths, weaknesses, opportunities and threats of their institutions using SWOT and Gap Analysis method (Tool attached). The analysis provided in-depth qualitative information that enhanced understanding. Participatory approach was used to encourage the participants to freely discuss and share views and opinions on issues related to assessment mandate.

Face-to-Face Interview was administered purposefully to selected individuals knowledgeable on the area of states/local government capacity.

Focus Group Discussions: This approach was used to encourage the participants to freely discuss, analyse and share their views and opinions on issues related to assessment mandate.

Key Informant Interviews (KIIs): These interviews provided broader picture information on issues related to the assessment. It will involve experts and knowledgeable people to get clear insights on the states/local government capacity.

Observations: Observations enabled the study team to have a clear picture about states/local government institutions building structures, utilities, and other facilities. This made the team to assess working environment. Data collected through the above methods was collated, triangulated, and analysed using data analysis methods stipulated in the assessment matrix. The matrix is based on key assessment activities and deliverables in the Terms of Reference. The purposes of the matrix were:

- 1) To ensure that requirements of TOR are met, by relating the assessment activities and deliverables to the objectives and assessment guidelines.
- 2) To demonstrate triangulation of data –using document review, stakeholder interviews, SWOT/ Gap Analysis, key informants’ meetings and observations are filled as requires by the TOR
- 3) To provide the basis for a list of questions that the assessment team has answered in the report.

2.3. SCOPE AND TIMELINE

Table2.1: Data analysis and timeline

S/N	Activity	Deliverables	Duty station	Days allocated
1	▪ Document review, assessment design, methodology and detailed work plan	Inception Report	Juba	15 days
2	▪ Inception meeting and initial briefing with reference group			
3	▪ Field research and data collection	Draft Report	Ten states and three administrative areas	60 days
4	▪ Preliminary data analysis, debriefing and presentation of draft capacity assessment report			
5	▪ Validation meeting with reference group			
6	▪ Final data analysis, finalization of capacity assessment Report (analysis, strategy, and action plan) incorporating comments provided by all stakeholders and submission to UNDP.	Final report inclusive of recommendations from the validation workshop.	Juba	15 days
Total number of working days				90 days

2.4 Quality Assurance

Quality assurance mechanisms for the assessment include:

- 1) Triangulation of data and findings through use of range of methods as detailed above.
- 2) The engagement of the UNDP staff, quality assurance checks at all stages of the assessment and in close collaboration with the team during the drafting of the report and in planning the assessment exercise.
- 3) An ethical approach by which the assessment was guided, and adherence to the principles of:
 - A commitment to a 21st century developmental and practical value.
 - A commitment to “Do no Harm’ approach to participants and stakeholders.
 - A respect for cultural norms and diversity.
 - A commitment to inclusivity approaches ensuring access and participation of women and youth and socially excluded groups.
 - A commitment to participation in the assessment voluntarily and free from pressure.
 - A commitment to confidentiality and anonymity of participants.

2.5: Strengths and Limitations

- 1) **Strengths:** The main strength of the assessment was the application of several tools for data sourcing with reliable access to information for each deliverable and activity, including direct participant observation. This triangulation enhances the validity of the findings and knowledge building from the mapped functionality of government institutions in preparations for R-ARCSS implementation.
- 2) **Limitations:** Lack of sufficient data and cooperation from some government officials hindered access to the required information on time. The emergence of Covid-19 caused inconveniences. The findings were restricted due to issues of confidentiality and mistrust on what the data will be used for. Certain informants did not disclose information or provided false information. However, CSPA assessment team had used appropriate research detective skills to overcome all these challenges and produce a quality report in time.

2.6 Scope of study:

In response to the UNDP needs and request, the assessment integrated components which were assessed as individual studies. The components included institutional functions, mandates, structures, human resources, infrastructures, policies among others. This made the scope of the assessment large therefore required more time. However, due to limited time, the assessment design prioritized main aspects of these components.

CHAPTER THREE

3. LITERATURE REVIEW

This Chapter presents literatures reviews on local governance and of all ministries at local government level with the focus on assessing the structure, skills, systems, synergies and symbiosis of states/administrative areas to have exclusive competences for social service delivery. SWOT Analysis is applied to streamline the technical gaps and required support for addressing them.

3.1 Background Overview

Since 2011, the administration system of local authorities comprises of state structures and traditional authorities. This local government structure faces significant capacity and resource constraints which has manifested itself in the deficit delivery of social services. This was exacerbated by the decision to increased number of states from 10-32 in 2015.

Since and before 1983, local chiefs and traditional authorities were involved in the collection of taxes and resolving basic disputes at local levels. However, traditional authorities had been considerably undermined by the civil wars in South Sudan during the period starting from 1983 to the present. The roles of traditional chiefs in the local government system are not well defined. Despite the fact that the literature review has not exhaustively addressed the impact of the current civil war on local governance system, a key point that came out clearly during the assessment is that local government administration has failed to meet people's needs in delivery of social services at the local level.

The signing of the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCISS, 2018) and subsequent establishment of the Revitalize Transitional Government of National Unity (R-TGNU) presented a possible window of opportunity to restart and reset state-building efforts. It also offers the opportunity to initiate a more strategic approach to capacity building. The government should ensure that remuneration and other civil service incentives payment are rectified to signal a break with the past practices of unpaid salaries. This will reform delivery of social services at the local levels. However, the main objective of this assessment is to crystallise authentic evidence for supporting capacity building at the local government levels.

South Sudan has faced renewed conflict and a deepening macro-fiscal crisis since the start of the post-independence war in 2013. The formation of the TGNU in 2016 was cut short by the fighting that broke out again in Juba and the security situation at the states and counties subsequently deteriorated.

This assessment is mainly within the context of the conflict. It is aimed to provide more understanding of capacity building for the formed unity government in February 2021. This assessment is also concerned with capacity of local government. It has explored cross-cutting issues and challenges related to a capacity of local government in delivery of social service. It combines analysis of the opportunities and constraints created by the evolving country context and cross-cutting factors in all the ten states and three administrative areas.

3.2 Local governance structures

The local government authority is composed of County, Payam and Boma. The Payam is described in the Local Government Authority Policy as the coordinating unit of a County which exercises the delegated powers from the County. Boma is the basic administrative unit which exercised the de-concentrated powers within a county. The local government authority specifies that each county is to be headed by a commissioner and each city/town run by a mayor; and counties and cities are to have legislative councils who are directly elected through universal suffrage from Bomas. (USAID, Nd: 39).

The Commissioner is the head of the executive council made up of the chief administrators and heads of departments. Some few shortcomings have been identified as far as the local government institutions are concerned; they do not fill all the regulatory gaps regarding the intergovernmental system; they do not specify a role for counties, and they do not fully define the specific social service delivery functions assigned to local governments and how sub-county institutions can be formed. Besides that, there are no significant differences between the local government structure in urban areas and that in rural areas. In practice, however, the former tends to deliver a larger range of services and have higher levels of revenue at their disposal. This has become a challenge in term of tax collections and delivery of social services at local administration units. (World Bank, 2015b: 44).

CHAPTER FOUR

4. DISCUSION OF FINDINGS

The chapter presents findings of assessment of states/ administrative areas ministries with focus on structures, skills, systems, synergies, and symbiosis to have exclusive competences for social service delivery. SWOT Analysis is applied to streamline technical gaps and the required support, especially by UNDP to address them.

4.1 General Capacity Requirement for all the States

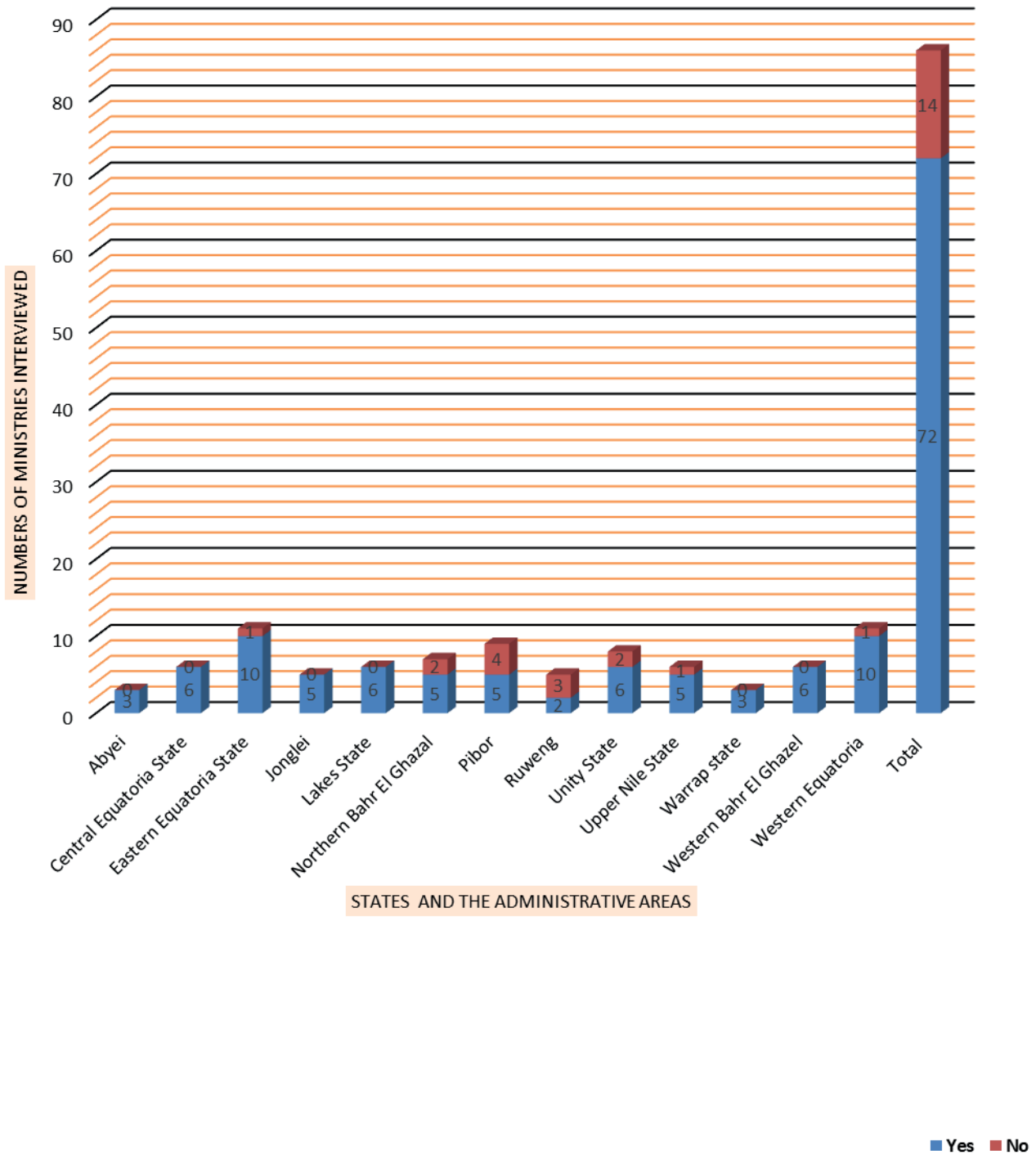
4.1.1. Capacity Requirement

The capacity assessment identified the following roles at state level:

- Collection of local tax from the business entities, borders and other operational organizations in the states.
- Maintenance of security in the state.
- Setting standards for learning in all schools.
- Recruitment of trained teachers for counties in the state.
- Coordination with Central Government to implement education policies in the state
- Promotion of self-governance.
- Maintenance of law and order.
- Promoting and educating of the population on democracy in the state
- Acting as a mechanism for monitoring transparency and accountability for government resources

The result for the ten states and three administrative areas, (based on the 86 interviewed ministries and institutions), 84% (72) respondents indicated that there is mandate for each unit of the local government authority/institutions/ministries. However, 16% (14) of the respondents indicated that there is no mandate for each unit of the local government authority/institutions/ministries at the states level. The following chart shows the results per states and administrative areas:

Trend of a clear madate for each unit of local government/authority/institutions/ministries per state

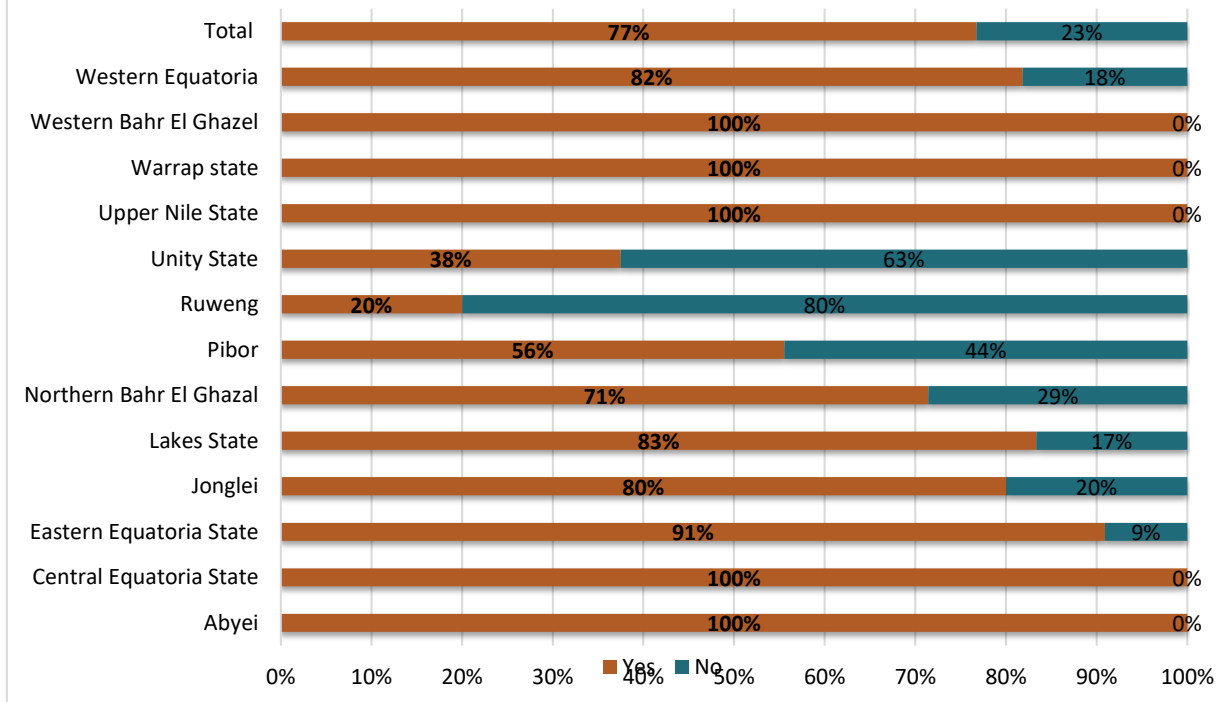


In this section the states ministries and other institutions were asked to deliberate on the processes for inter-unit linkages between the state institutions. The overall findings indicated that it is through the following processes that inter-unit linkages are managed:

- Networking in services delivery, joint meetings and reports
- Cluster and Council of Ministers meetings
- Religious and judiciary activities
- Coordination, cooperation, collaboration and consultations
- Partnership between states and donors
- Formation of State Council Boards
- Formation of strong monitoring and evaluation teams at sub-national level to create linkages
- Media platforms
- Social welfare and other activities

Out of the 86 ministries and commissions interviewed 77 % (66) stated that the Local government has job descriptions for the functions and responsibilities of the staff. But 23 % (20) of the ministries and commissions have revealed that state governments have no Job descriptions for the staff. Below is the chart showing the figures:

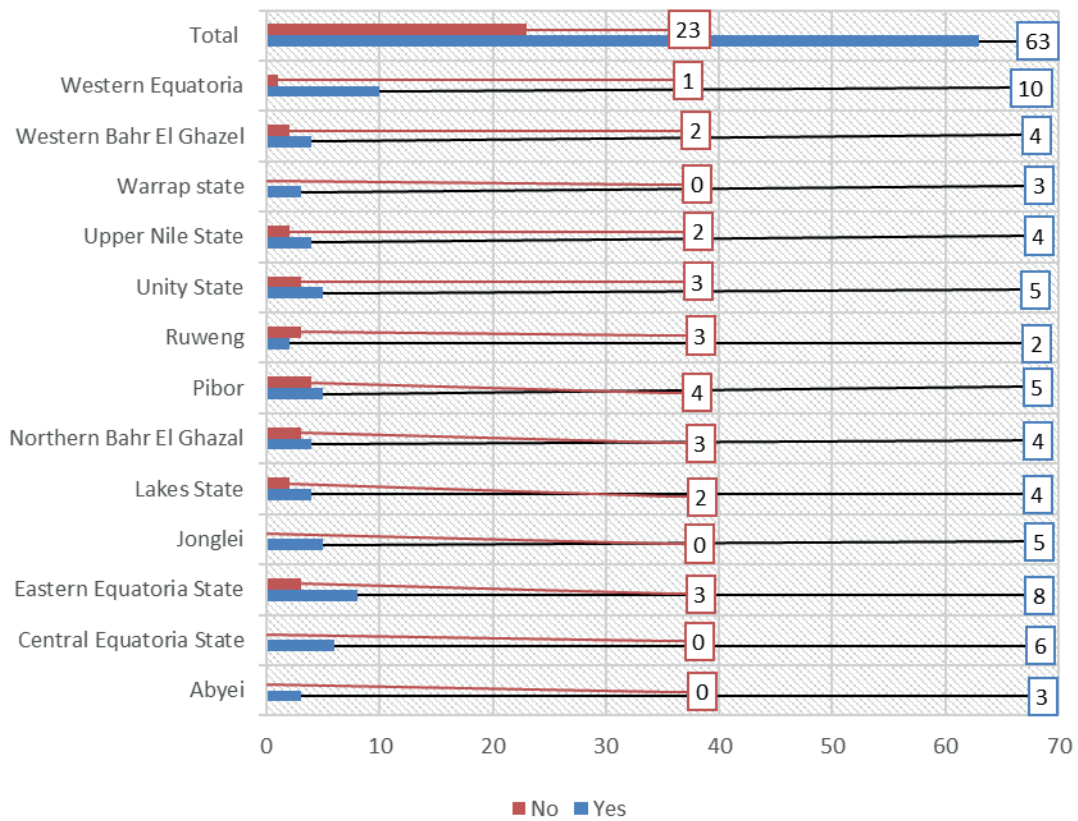
Local government written job description for the function and responsibilities of the staff



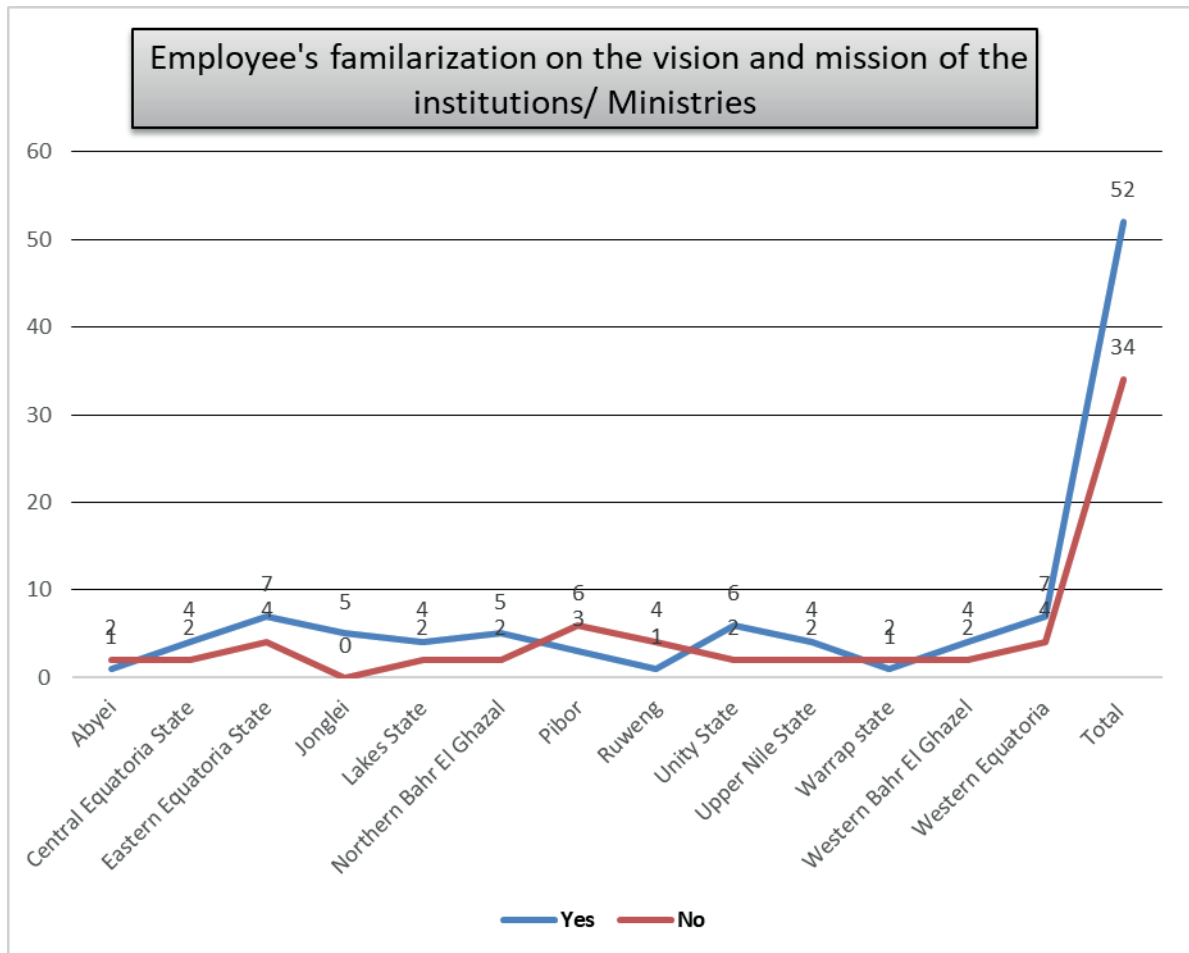
States government employee’s requisite capacity to carry out their mandate

Out of the 86 ministries and commissions interviewed from the ten states and three administrative areas, 73% (63) of them indicated that the sub-national government employees have the capacity to carry out their mandate, while 27% (23) revealed that the employees have no capacity to carry out their mandate. Below is the chart showing the figures:

Local government employee's requisite capacity to carry out their mandate



During the assessment, representatives from various ministries and commissions were asked about the employee's familiarization with the vision and mission of their institutions /Ministries. The respondents indicated that 60% (52) of the ministries and the commissions affirmed that their employees are familiar with the vision and mission of the institutions/ ministries and 40% (34) of them revealed that the employees are not familiar with the vision and the mission. The following chart illustrates the results:



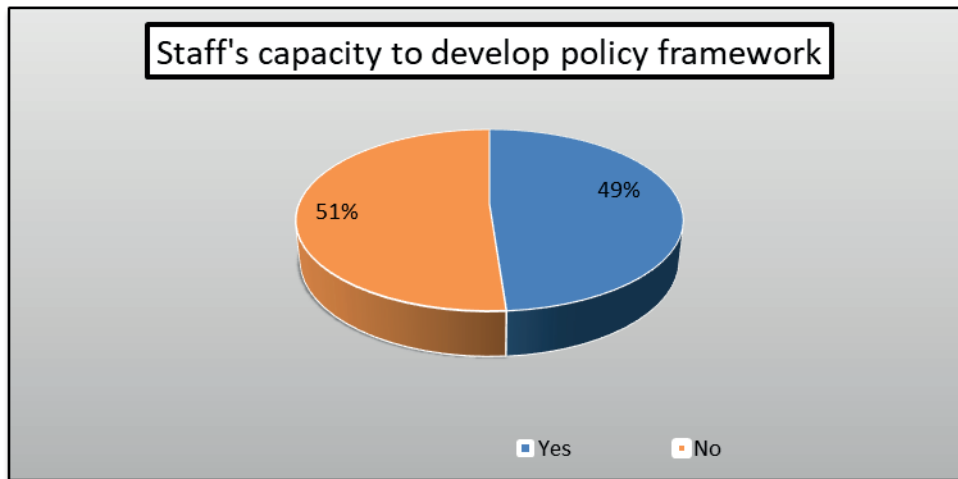
The interviewees were asked whether there is capacity to translate the agency/institution/ ministry vision, mission and value into strategic and operational objectives to be disseminated through the following actions:

- Skills imparting through implementation of government projects and teamwork modalities
- Orientation of the new staff
- Adaptation of regulations and roles of the civil servants
- Policies of the government in place
- Monitoring and evaluation of the government activities
- Availability of technical skills and capable human resources
- Regular meetings held with youth and women groups
- Strong senior management
- Recruitment of qualified staffs
- The Local Government Board directives

- Strategic planning modules

Majority of the ministries and commissions that is 51 % (44) stated that the staffs have no capacity to develop policy framework in all the states and administrative areas. However, 49% (42) of them evidenced that the staff do have the capacity to develop policy framework from the various ministries and commissions.

Most of ministries in Abyei Administrative Area, Pibor Administrative Area, Ruweng administrative Area, Lakes State, Warrap state, Northern Bahr El Ghazal state, Upper Nile state and Eastern Equatoria state composed of the greatest percentage of the staff that have no capacity to develop policy framework from the above-mentioned states and administrative areas. However, ministries from Central Equatoria state, Jonglei state, Unity state, Western Bahr El Ghazal, Western Equatoria most of the ministries staff are capable to develop policy framework.



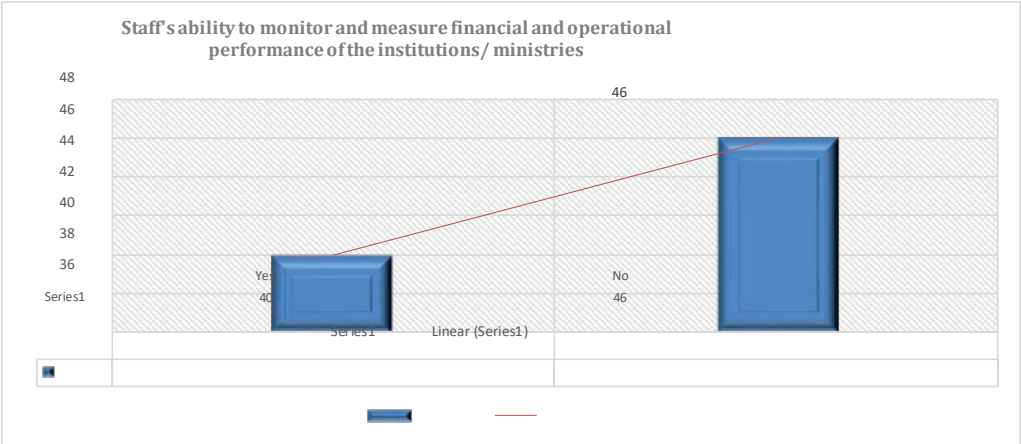
4.2. Technical Capacity and Operation of the Staff

During the interview, 64% (55) of the states evidenced that the staff have capacity to implement strategic and operational objectives and actions of the institutions/ministries and 36% (31) indicated that the staff have no capacity to implement the strategic and operational objective and actions of the institutions/ministries.

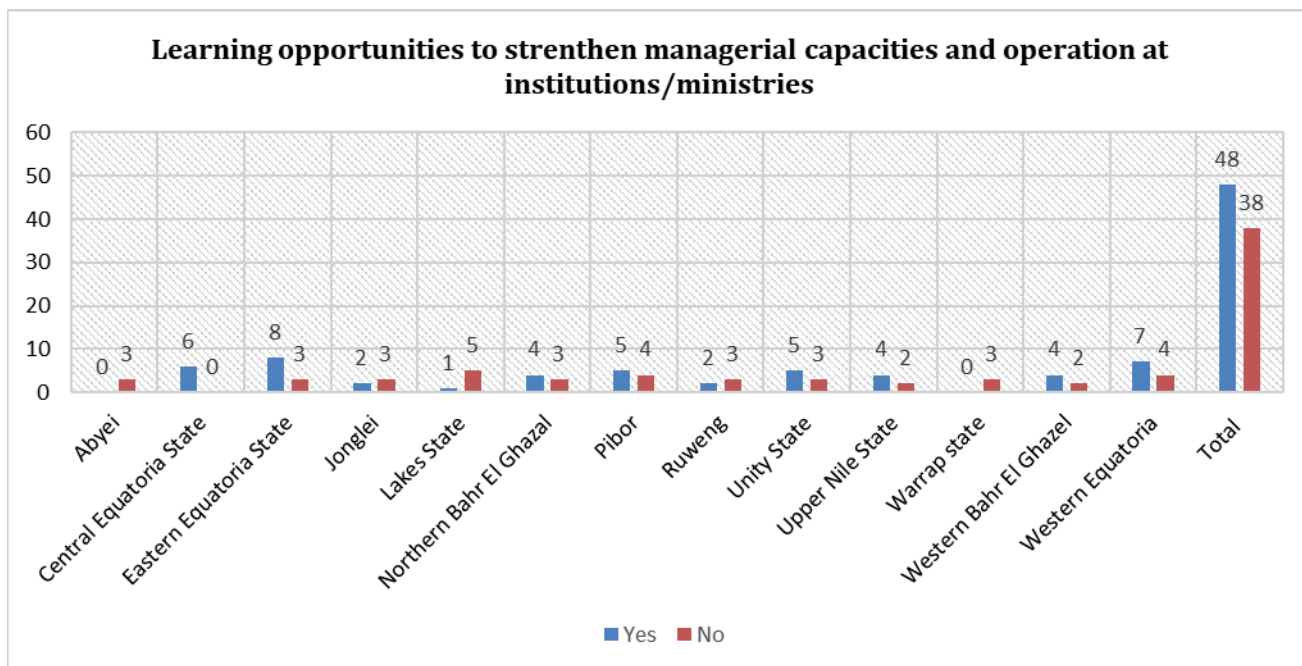


Out of 86 ministries and institutions 53.5% (46) from the states staff have the ability to monitor and measure financial and operational performances of the institution/ministry and 46.5 % (40) revealed that the staffs has no ability to monitor and measure financial and operational performances of the institution/ministry.

Most ministries from Central Equatoria state, Jonglei state, Unity state, Western Bahr El Ghazal state, Western Equatoria state, Northern Bahr El Ghazal the staff said that they have the ability to monitor and measure financial and operational performances of the institutions/ministries. However, Abyei Administrative Area, Pibor administrative area, Ruweng Administrative Area, Lakes state, Warrap state, Upper Nile state and Eastern Equatoria state composed of the greatest percentage of the staff that have no ability to monitor and measure financial and operational performances of the institution/ministry.



During the interview 55.8% (48) ministries and the institutions of the states evidenced that indeed there are learning opportunities to strengthen managerial capacities and operational capacities at the institutions, while 44.2 % (38) indicated that there are no learning opportunities to strengthen managerial capacities and operational capacities in their institutions.



Available learning opportunities to enable technical and operational staff carry out tasks in their institutions effectively:

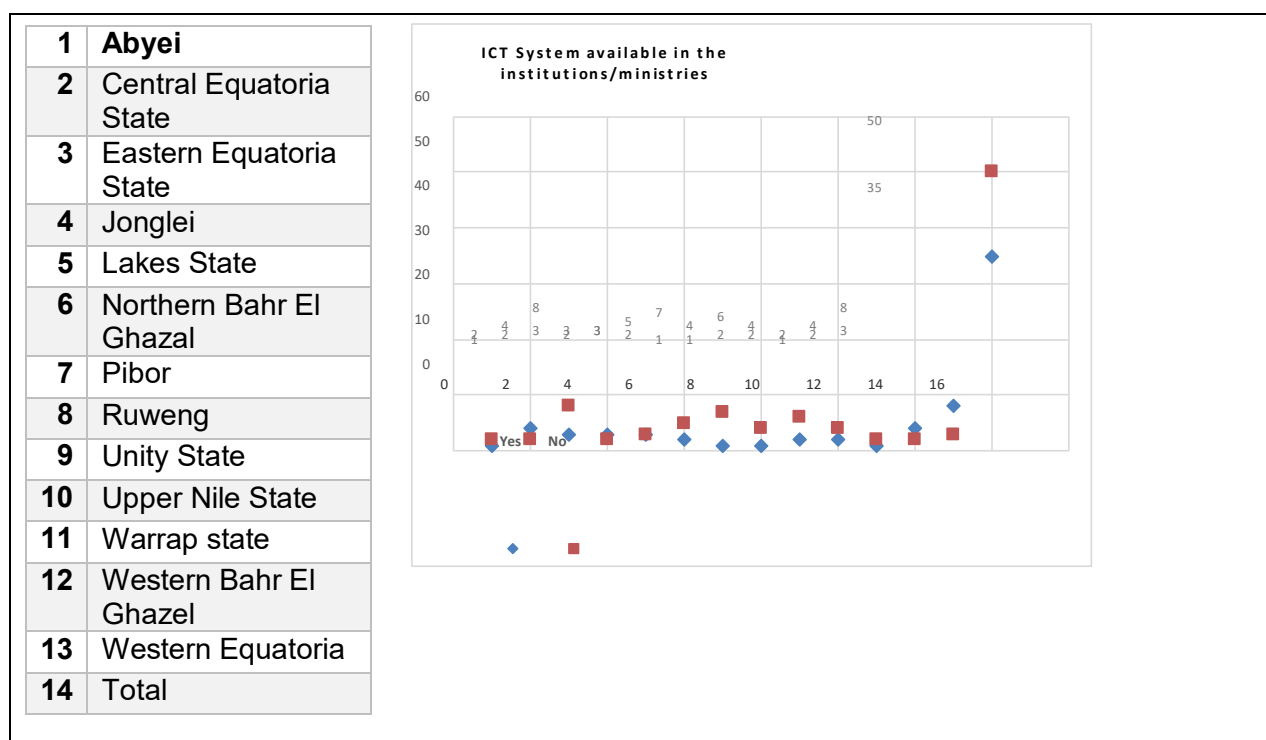
- Capacity building centres available in higher learning institutions such as the five national public universities where workshops and training are conducted.
- On job training and study leave and opportunities
- Short term trainings provided by development partners
- Scholarships by higher learning institutions and donors
- ICT training, tailored made courses such as anti-corruption courses, reporting chain and how to respect administration hierarchy.
- Media and communication training and managerial training by NGOs
- Public security training in areas such as Local government policing and emergency services.
- Training in peace building, conflict transformation, leadership, and conflict resolution and analysis and conflict management

System's capacity at local level

Some of tools and instruments (technology/software) that are reported to be in place for effective performance of the Institutions/ ministries at states/local government levels include:

- DHIS2 and HMIS
- Word and Excel
- Local Government Act, 2009
- EWARS is available only in surveillance offices
- ODK software and reporting template
- Payroll software

During the interview 58% (50) ministries and the institutions in the states evidenced there is no ICT system available, while 42 % (36) revealed that there is ICT system in the states' institutions such as hardware and software connectivity. This disparity in ICT system is reflected in the chart below:



Based on the responses of the interviewees, 68% (59) of institutions/ministries' staff are not familiar with the equipment and the use of the computer software and 32% (27) responded that the staff are familiar with the equipment and the use of the computer software for planning, quality management and M&E.

Do up-to date Manuals for standard operating procedures exist for all core functions of the institutions/ministries for planning, quality management and M&E?

The figures confirmed that 74% (64) of interviewed personnel in the ministries have up-to date Manuals for standard operating procedures for all core functions of the institutions/ministries for planning, quality management M&E. However, 26% (22) of the ministries do not have the updated Manuals.

Synergies and symbiosis (Linkages) Mechanisms or processes in place for coordination and information exchange with other institutions at sub-national level.

- Cluster Meetings
- Online connections (Skype, Zoom, WhatsApp, Messenger)
- Council of Ministers' Meetings
- Collaborative and joint meetings with departments of different institutions
- Directors General's engagement Meetings
- Staff meetings
- Coordination of activities with line ministries and departments
- Inter-linkage processes in various institutions
- Coordination meetings
- Individual verbal communications and reports
- Workshop and training sessions
- Radio call between staff
- Governors' forum
- Speakers' forum
- Management meetings
- Stakeholders and civil society groups' consultation meetings

Challenges faced by the states/ administrative areas in regard to social services delivery.

- Lack of electricity power in most of the states
- Lack of ICT systems
- Poor network coverage and connectivity in some states
- Inadequate budget allocation to states.
- Salary delays and low payment of staff
- Corruption and lack of transparency and accountability
- Lack of political will to effect reforms
- Insufficient local resources
- Insecurity in the whole country
- Lack of knowledge of how policy frameworks are formulated
- Poor infrastructures

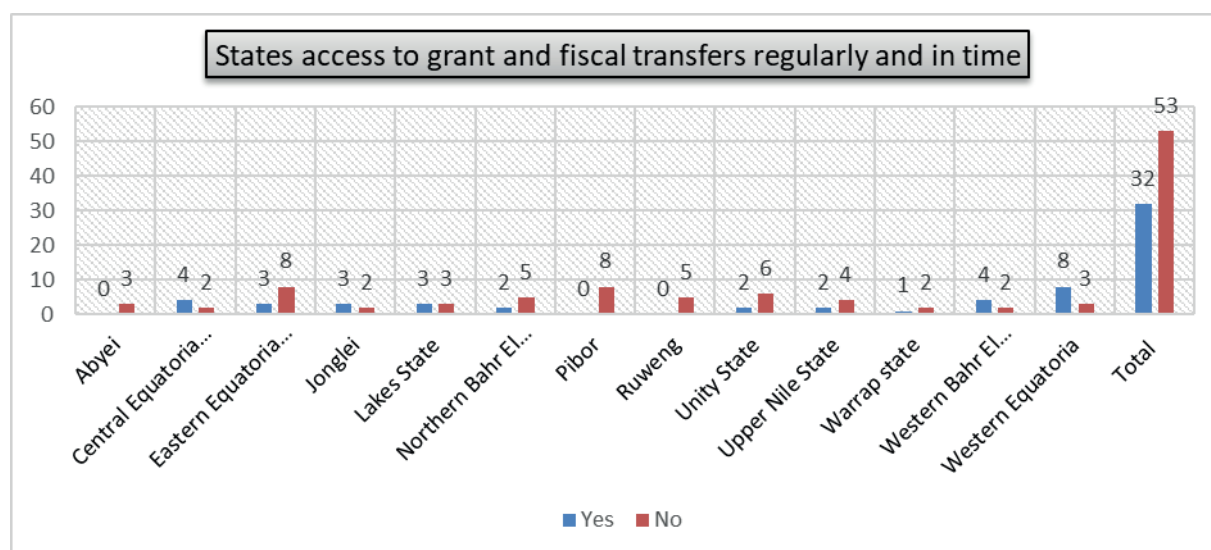
Resources to enable the local authority to run the services delivery includes:

- Human resources
- Natural resources
- Taxes (local taxes and National taxes)
- Grant and fiscal transfers
- Oil and Minerals
- Agriculture

4.3 The grant and fiscal transfers

Do the states get the grant and fiscal transfers regularly and in time?

Out of the 86 ministries and the institutions interviewed, 67% (53) of them said the states are not getting grant and fiscal transfers regularly and in time and 37% (33) ministries and institutions revealed that states do get the grant and fiscal transfers regularly and in time as shown in the chart below:



Are the grants and fiscal transfers enough to enable the state to run their social services delivery?

The majority of ministries and institutions interviewed indicated that 68% (58) states are not getting enough transfers to enable them deliver social services to the communities. Meanwhile, 32% (28) stated that the grant and fiscal transfers are enough for the states to run their social services delivery responsibilities

States Local Tax Collection

The assessment findings across the 10 states and the three administrative areas have indicated that, while the states do collect their local taxes, the impact of the collection on the states' administration can be measured through the following aspects:

Positive Aspects

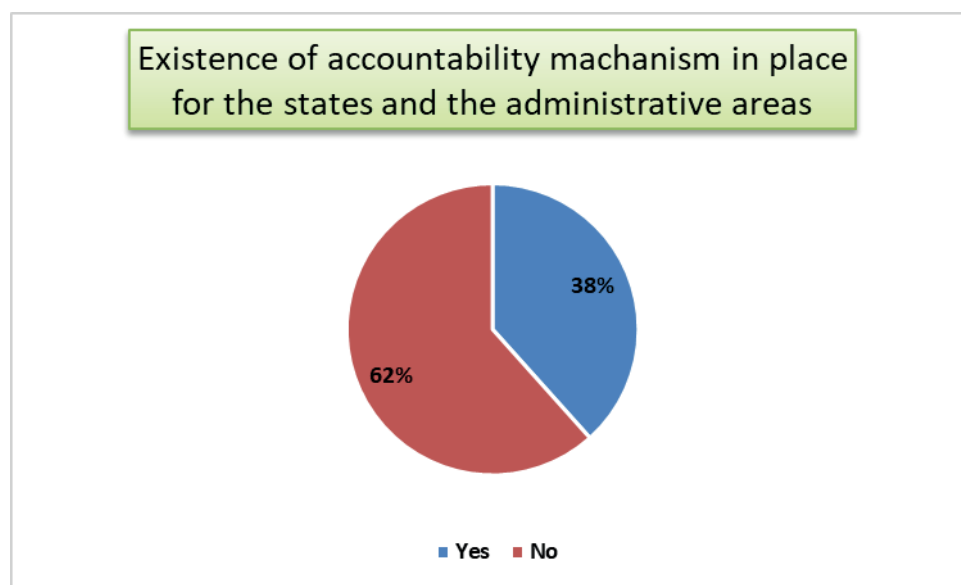
- Contributes to finance service delivery
- Contributes in the construction of roads and renovation of government utilities
- Payment of salaries and allowances for the civil servants
- Improves social services provision
- Improves local financial capacity

Negative Aspects

- It creates conflict amongst the tax collectors, which in turn reduces the rate of collection
- It generates individual tax collector's conflict of interest

Accountability mechanisms

Based on the findings, out of 86 ministries and institutions interviewed in states and administrative areas, 62% (53) of them stated that there are no accountability mechanisms in place and 38% (33) ministries/ institutions revealed that there are accountability mechanisms in place as presented in the chart below:



Recommendations to address the resources shortage in the states

- Capacity building of the staff
- Transparency and accountability to be ensured
- Exemption of some resources from taxation
- Build roads and electricity
- Reform agriculture and economic sector
- Recruitment of qualified staff
- Empower states' anti-corruption commission
- Enhance policies and regulations on financial management
- Promote good leadership styles
- Building and renovations of the state infrastructures
- Annual auditing of the state government projects
- Reform of service delivery
- Payment of employees' salaries in time

4.4: Focus Group Discussion

Functions and the performance of local government and its institutions:

1. Build capacity and readiness to combat insecurity
2. Very few staff comply with laws from the top to bottom.
3. Enforcement of law-and-order
4. Coordination visits to different levels of government
5. Need for technical skills
6. Efficient management of human resources
7. Coordination with NGOs
8. Resolve the disputes amongst the communities
9. Improved the security of the area
10. Serves as linkages between the government and community through social services and peace amongst the communities.
11. Unite the communities and solve all the disputes peacefully
12. Deliver social services to the local authorities through orientation and maintain security, peace and co-existence

Leadership qualities attributed to the management of government institutions:

1. Qualified persons should be in senior leadership positions
2. Individuals with sound mind, vast experience, solid educational background
3. Should be transparent, accountable, and responsible
4. Well trained and exposed to government functioning
5. Well-educated professional and capable personalities
6. Some leaders are inspirational
7. Authoritative and decisive
8. Transformative leadership Lack of active participation
9. Insufficient inclusive cooperation between government and community

10. Inadequate of motivation;

On the question of human resource and professional capacity of technical staff for the services delivery in state government/institutions, the overall view was that:

1. Most human resource personnel lack capacity
2. Professional and technical staff in key positions
3. Capacity building for all staff
4. Human resources management system is not being followed as it should
5. Human resources capacity is low due to low number of professional staffs
6. Highly qualified legal staffs
7. Although staff are qualified, some of them quit their jobs due to poor payment of salaries

On whether state government institutions do maintain links with lower-level institutions and communities for social networking in the process of planning and implementation of diverse activities, 73 % (33) of the respondents stated that there is good linkage of the state government institutions with the lower-level institutions and the communities. However, 27 % (45) of the respondents revealed that there is no link between them and the lower-level institution.

Suggestions for improving all what you have discussed in this session:

1. Intensive training for junior middle grades and junior administrators
2. Leaders should be well selected and oriented on their areas of responsibility
3. Services should focus on people needs and demands
4. Institutional reforms at all levels of states government
5. County commissioners and Payam administrators should initiate people focused developmental projects.
6. Provision of sufficient funds
7. Construction of more schools;
8. Establish M& E commission
9. Accountability and transparency
10. National elections
11. Regular consultation with all stakeholders Provision of equipment and mobility
12. Recruitment of qualified and professional staff
13. Licensing of internet service providers and equipment
14. Peace building training for leaders Laws must be strengthened to fight corruption.
15. Auditing has to be strengthened for accountability.
16. Transparency in local tax collection.
17. Proper dissemination of information of government policies to the communities.
18. Proper establishment of communication systems.
19. Training, enough funding and vehicles and other equipment
20. Enough offices spaces, mobility, training and orientation through capacity building.

4.5: SWOT Analysis

Strengths			
On system and institutional organisation:	On leadership, authority, professional and technical skills	On human resources capacity for services delivery:	On the links to communities for social networking and interactions:
<ul style="list-style-type: none"> • System of government is functioning • Recruitment based on qualification • Structural organization is clear and well defined • Clear vision and mission, strong leadership and legal framework • Up to date financial systems • Established state government structures • Decentralized system in place • Strong reporting system supported by organogram • Good relationship with stakeholder • Winning of nationwide support 	<ul style="list-style-type: none"> • Leadership in place with limited capacity building • Qualified personnel in some departments • The leadership is capable of maintaining the administrative system • Well experienced and lead legal team 	<ul style="list-style-type: none"> • Human resource capacity available at all state levels • Recruitment based on qualifications • Professionalism and experience personnel on human resources capacity for services delivery • On job training and capacity building; • Regular appraisal of staff 	<ul style="list-style-type: none"> • Radio and telecommunication • Links are initiated through commissioners, administrators and chiefs • Links through mobile networks • Good relations with stakeholders • Building strong links with the legislature and with the state cabinet • Networking and interactions
Weakness			
On system and institutional organisation:	On leadership, authority, professional and technical skills	On human resources capacity for services delivery:	On the links to communities for social networking and interactions:
<ul style="list-style-type: none"> • Political influence • Lack of qualified people to do the work • Corruption, lack of accountability and transparency • Economic crisis • Lack of equipment and poor asset management • Lack of implementation of work plans • Lack of recruitment of new staff 	<ul style="list-style-type: none"> • Poor professionalism • Many people are engaged in politics rather in administrative duties • Overlapping powers, poor professionalism, corruption and marginalization. • Political crisis • Inadequate implementation of the Strategic Plan 	<ul style="list-style-type: none"> • Lack of funds to hire qualified professionals • Shortage of skilled staff • Lack of retirement packages for older staff • Below average capacity • Lack of refresher courses and exposure trips • Lack of job description • Out-dated nominal rolls • Poor salaries which are not paid in time 	<ul style="list-style-type: none"> • Lack of social cohesion • Lack of mobility • Lack of social mobilization • Hate speech and communal violence

Opportunities			
On system and institutional organisation:	On leadership, authority, professional and technical skills	On human resources capacity for services delivery:	On the links to communities for social networking and interactions:
<ul style="list-style-type: none"> Establishment of systems and reform Availing specialised courses Availability of financial support Provision of peace and security Capacity building and provision of office equipment Recruitment of qualified persons 	<ul style="list-style-type: none"> Specialised courses and orientation through workshops Increase of Salaries and promotions of the right People Encourage Employees with new ideas Have Qualified Staff in Administration 	<ul style="list-style-type: none"> Training and scholarships Capacity building, motivations, and training of Staff Gender equality and recruitment of more females 	<ul style="list-style-type: none"> Through communities' development committees Security orientation and joint meetings with communities Provision of transportation Construction of additional Offices
Threats			
On system and institutional organisation:	On leadership, authority, professional and technical skills	On human resources capacity for services delivery:	On the links to communities for social networking and interactions:
<ul style="list-style-type: none"> Interference of politicians in public service Corruption, nepotism, gossiping and incitement Insecurity Hunger of staff Bad self-interest policy directives Inadequate resources 	<ul style="list-style-type: none"> Mismanagement and misunderstanding of administration ethics Incitement, rumours and gossiping Unspecialized Courses and Lack of orientation Nepotism and Corruption Lack of resources Interference of Politicians 	<ul style="list-style-type: none"> Corruption, nepotism and tribalism Lack of training Trained Staff leave their jobs for better employment opportunities Instigation, attacks and torture 	<ul style="list-style-type: none"> Lack of Social Cohesion Lack of coordination of activities Insecurity, communal violence and revenge killing Lack of social mobilization

The Required Support

1. Infrastructure development
2. Financial support
3. Applying strategic decision making
4. Financial accountability and transparency
5. Construction of social amenities;
6. Encouragement of private sector
7. Training of law enforcement personnel
8. Provision of offices equipment
9. Training of staff
10. Construction of boreholes.
11. Employing educated people,
12. Construction of infrastructure

Suggestions and recommendations

1. Leaders should be skilled in diagnosing nation's problems
2. Timely release of government grants and salaries
3. Proper erecting of structures;
4. Business communities encouraged to construct business centres and markets.
5. Youth empowerment at grass roots level through learning institutions
6. Identify strategic decisions and proper system planning
7. Provision of social services i.e., food, water, healthcare; develop infrastructure
8. Disarmament of civilian in the state and country at large.
9. Attraction of investors, building strong partnership with development partners.
10. Strong laws to fight corruption

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

Chapter five presents conclusions and recommendations on the assessment of capacity of local government in delivery of social services and strategies for addressing the identified gaps. It translates the findings into recommendations for continuing capacity building and expansion of the local Government institutions to effectively and efficiently deliver social services at sub-national level in South Sudan. It suggests way forward and roles of the various stakeholders to ensure quality and sustainability of the programme.

5.1. Conclusion

This study was carried out to assess the capacity of the states and administrative areas institutions with a view to providing a clear technical support needed for these institutions. The assessment revealed a huge sub-national technical gap in the public institutions resulting from weak or in some cases lack of professional capacity, absence of technical specialists in the directorates and other bureaucratic units of public service. The gaps were created by overemployment of less qualified civil servants, low salaries with delayed remunerations, lack of operational tools and facilities, poor working environment, and reluctance of international development partners to assist the government directly and their focus on emergency humanitarian interventions.

The assessment indicates and underscores the readiness of the local government institutions to be technically assisted by the national government and international partners so that the professional capacity of the civil servants is accordingly built to improve their professional performance. However, the expected reforms cannot take place in the local government institutions without building technical capacity in these institutions. This assessment sees constitutional, legal, and institutional reforms such as security sector reforms at national and states level in South Sudan as an indispensable component of the require change programme. More importantly, local authorities do continuously face problems regarding lack of developmental plan and poor equitable sharing of resources like oil revenue at local level. With this assessment, national government and state Government should address the gap of unequal share of resources to enable the local authority to deliver social services effectively at local level.

Further, a priority is urgently required for reforms in public sector and building of technical capacity, motivation of professional staffs in the key institutions at sub-national level and extending the practical experience to local level of government as required for the devolution of powers and share of resources. The overall aim is to address poverty and inequality in the society and finally consolidating national cohesion and unity, promotion of transparency and

accountability to bridge the gaps identified. This objective is indispensable for realisation of effective and efficient enhancement of delivery of social services at local level.

5.2. Recommendations

The recommendation area is divided into section (A) that gives some overall summary and section (B) that gives details according to the different stakeholders.

5.2. A. Summary Recommendations

- 1. Policy/Legal frameworks and Strategic Plans:** *Policy/Legal frameworks and Strategic Plans developed must be put into implementation as all these policy documents remained redundant because of the lack of implementation as well as the lack of cooperation between national and sub-national institutions.*
- 2. Organizational Structures and Human Resource Staffing:** *Employment to fill the gaps and rigorous training has to be carried out to update the staff in all aspects of work. This is the task of the government and the support from the partners in terms of experts and funding will be pivotal and appreciated.*
- 3. Public Service Training Facilities and Capacity-building:** *It is therefore recommended that the primary task of the national and state governments is to improve the security. The government then should work together with the partners to revamp the training institutions by rehabilitating the facilities and capacity building of the human resource. Adequate budget should be allocated by both national and state governments for the efficient and effective functioning of the institution.*
- 4. Coordination and Linkages:** *The study recommends urgent management capacity building to enhance proper coordination and linkages. This should be in terms of enhancing management capacities, provision of communication means and training on how to use them and coordination of partners support and ensuring effective and efficient usage to render authentic impact.*
- 5. Physical Infrastructure, Functional Tools and Working Environment:** *It is recommended the government gives priority for provision of basic physical infrastructure and provision of functional tools to the local government institutions. Community awareness should be created for them to contribute in most in kind including voluntary labour in areas such as construction. Partners are recommended to support in terms for food for work, provision of experts/skilled labour and equipment and tools.*

5.2. B. Detailed Recommendations

The assessment generated recommendations that if implemented efficiently and effectively will make it practically possible for the Government of Republic of South Sudan to develop

strategies for capacity building at the states and local government institutions. Equally, the assessment recommends the UNDP, and other international partners to develop technical backstopping strategies for the effective functioning of the local government institutions.

5.2.1 National Government

- 1) R-TGONU should provide requisite budgetary funding to facilitate the required reforms with specific technical capacity building of civil servants to enable them carry out their professional duties and responsibilities.
- 2) National government should revisit the allocation of resources to local government, as well as mobilization of local resources to supplement the gap in the budget
- 3) The national government should revisit and update the Manual of Public Service Procedures.
- 4) The National Government should review and develop policy frameworks, strategic plans, and organograms of government institutions and training centres.
- 5) The Local Government Act 2009 should be reviewed to adapt to the new developments in local government
- 6) The Strategic Plan for the Local Government Board should be developed
- 7) R-TGONU should ensure that specialized public service institutions have been established to become a unified entry points for recruiting qualified personnel on tested merit with motivation and innovative performance.
- 8) R-TGONU and development partners should ensure that there is an enabling environment with viable standard infrastructure and efficient working tools and facilities for local government institutions, to attract and motivate local technical and specific expertise to guide these institutions without politicization or interferences by less qualified personnel.
- 9) The need to have leaders, who are qualified, capable, transparent and accountable in that they should be well selected, trained and oriented to their areas of responsibilities.
- 10) It is critical to build capacity of the staff, especially on job-training.
- 11) There is a need for institutional reform at all levels of government to respond to the current challenges.
- 12) Rehabilitation and renovation of current facilities, including furnishing them especially in states which are destroyed by war like Malakal, Bentiu, Bor and other affected towns.

5.2.2 Sub-National Government

States Government should support as a priority, the review and development of regulatory frameworks, public policies, upgrade professional recruitment manuals, business code of conduct, monitoring and evaluation templates for all local government institutions to translate practically the reforms of local government institutions that attract highly qualify South Sudanese at home and diaspora.

- 1) UNDP, development partners, private sector and R-TGONU should ensure that polytechnics/TVET have been established or revived at the national and local levels throughout South Sudan so that they could provide marketable skills, training opportunities for all, but especially for youth and women.
- 2) States government should invest in building institutional and social capital based on conventional approaches to post- conflict good governance and economic recovery, including infrastructural development and organizational system, with relevance professional competences and awarding remuneration packages.
- 3) County commissioners and Payam Administrators should be enabled to develop and produce their own project proposals.
- 4) In terms of service delivery, services should reach the citizens in the rural areas with a view to addressing the current absence of such services.
- 5) The need to develop, build and improve the infrastructure with a view to providing roads,
- 6) office-premises and renovating existing premises.

5.2.3 UNDP and Development Partners

UNDP and development partners should support the training for specific skills and technical capacity-building programmes for the civil servants for the local government institutions, including the followings:

- 1) UNDP and development partners to avail expertise and create a strong links with R-TGONU to facilitate the required technical capacity- building and enable the local government institutions to deliver on their mandate effectively with well-trained civil servants in charge- starting from leadership positions and refocusing more on professional middle grades of technical expertise.
- 2) Rehabilitation and renovation of current training facilities in all states and administrative areas.
- 3) Training of staff should be categorized into levels.
- 4) There is wealth of the trainings materials that could be updated to response to the current changes.
- 5) Developing policy frameworks, strategic plans, and organization structures of local government institutions.
- 6) Providing mobility equipment such as vehicles, bicycles, and motorboats for challenging areas.
- 7) Training of staff of local government on ICT and computer literacy.

- 8) Providing communication equipment, ICT, and computers internet services.
- 9) Capacity development of national/states tutors through scholarships, internships on specific skills.
- 10) Updating curriculums of the training centres, including libraries and laboratories.

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APPENDICES

Appendix 1 Assessment Tools

Appendix 1 .1: Focus Group Discussions: Issues for Discussion



ASSESSMENT OF THE CAPACITY OF LOCAL GOVERNMENT/AUTHORITIES TO DELIVER SOCIAL SERVICES IN SOUTH SUDAN: INSTITUTIONAL DATA

Institution:

Date:

Focus Group Discussions: Issues for Discussion

1. How do you assess functions and performance of your local government and its institutions?
.....
.....
.....
2. What leadership qualities do you attribute to the management of your local government/institutions?
.....
.....
.....
3. What is your assessment of human resource capacity, professional and technical staff for service delivery in your local government/institutions?
.....
.....
.....
4. Does your local government/institution maintain links with lower-level institutions and communities for social networking in the process of planning and implementation of diverse activities?

5. What are your suggestions for improving all what you have discussed in this session?



ASSESSMENT OF THE CAPACITY OF LOCAL GOVERNMENT/AUTHORITIES TO DELIVER SOCIAL SERVICES IN SOUTH SUDAN: Interview Guide: SWOT Analysis

- *SWOT stands for Strengths, Weaknesses, Opportunities, and Threats.*
- *Strengths and weaknesses are internal to the ministry/institutions/authorities/local Government; things that institutions have control over and can change.*
- *Opportunities and threats are external; things that are going on outside institution. You can take advantage of opportunities and protect against threats, but you can't change them.*

Ministry/Institution: -----

Date: -----

6. STRENGTHS

In your opinion what are the strengths of the National/ States/local government structures in terms of the following variables:

1. Systems and institutional organization

2. Leadership, authority, professional and technical skills

3. Human resource capacity for service delivery

- -----
4. Links to communities for social networking and interactions

7. WEAKNESSES

Which weaknesses do you attribute to or associated with the following variables?

1. Systems and institutional organization

2. Leadership, authority, professional and technical skills

3. Human resource capacity for service delivery

4. Links to communities for social networking and interactions

8. OPPORTUNITIES

What can you identify as opportunities with regard to the current situation of the following variables?

- 1. Systems and institutional organization

- 2. Leadership, authority, professional and technical skills

- 3. Human resource capacity for service delivery

- 4. Links to communities for social networking and interactions

9. THREATS

Given the current situation, what do you identify, in your opinion, as threats to the National/States/local government in terms of the following variables?

- 1. Systems and institutional organization

- 2. Leadership, authority, professional and technical skills

3. Human resource capacity for service delivery

4. Links to communities for social networking and interactions

Support needed to implement the delivery of Social services at the National/States/institutions/Local Government authorities in terms of Human, infrastructure, capital, Equipment, capacity building, -- etc.

10. Suggestions/ Recommendations

Appendix 1.3: Capacity Requirements Assessment Checklist



ASSESSMENT OF THE CAPACITY OF LOCAL GOVERNMENT INSTITUTIONS AND AUTHORITIES TO DELIVER SOCIAL SERVICES IN SOUTH SUDAN: CAPACITY REQUIREMENTS ASSESSMENT CHECKLIST.

Capacity Assessment is an essential instrument when assessing the capacity of institutions. The entry points of assessment should include: Structures, Skills, Systems, Synergies and Symbiosis

The answers to the following questions would require a set of discussions with relevant staff at various National/States institutions/local government authority levels. The questions are meant as a guide to be adapted as the situation on what is there and what is needed at those levels. The proposed institutions are local Government board, Council of States and the entire local government institutions in all 10 States and three administrative areas capacities will be assessed.

Institutions-----

Date-----

A. Assessment questions on local Government Structure

1. What is the mandate of the local government institutions (ministry / commission) (obtain organogram)?

2. Is there a Clear mandates for each unit of the Local government authority/institutions/Ministries?

3. Clarify the processes for inter-unit linkages between the states institutions?

4. Does the local government have written job descriptions for the functions and responsibilities of their staff?

B. Assessment questions on States/institutions/local government employees Leadership at the local authority level

1. Do Local government employees have requisite capacity to carry out their mandate?

2. Are the employees familiar with vision and mission of the institutions/Ministries?

3. What capacity exists to translate the agency/institution/ministry vision, mission and value framework into strategic and operational objectives and actions?

4. Do the staffs have the capacity to develop policy frame work? -----

C. Technical and Operational of staffs

1. Is there a capacity to implement the strategic and operational objectives and actions of the institutions/ministry?

2. Are the staffs able to monitor and measure financial and operational performance of the institutions/ministry?

3. Are there learning opportunities to strengthen managerial capacities and operational capacities at the institution/ministry?

What are the learning opportunities available to enable technical and operational staff to carry out the tasks in their job descriptions effectively?

D. Assessment questions on Systems capacity at local level

1. What tools (technology/software) are in place for effective performance of the institutions/ministries at National/States/Local Government levels?

2. Are there ICT systems available in the institutions/ministry such as hardware, software, connectivity to serves the purpose?

3. Are the institutions/ministries 'staff familiar with the equipment and the use of the computer software?

4. Do up-to-date manuals for standard operating procedures exist for all core functions of the institutions/ministries from planning, quality management, M&E?

E. Assessment questions on Synergies and Symbiosis (linkages)

1. What mechanism or process is in place for coordination and information exchange with other institutions at all levels?

2. If there are, who participates and at what level? Are they convened regularly?

3. What challenges have been faced by the States/local Government authority in regard to social service delivery?

4. Partnering and external engagement: Is there any formalized process for regular stakeholder consultation?

F. Services Delivery

1. What are the resources available to enable the local authorities to run the social delivery?

2. Do states get the grants and fiscal transfers regularly and in time?

3. Are these grants and fiscal transfers enough to enable the state to run their social services delivery?

4. Do states collect local tax?-----

5. What impact do these tax collections have on social services delivery?

6. Is there accountability mechanism in place?

7. What reform would you recommend to address the resources shortage in States?

Appendix 2: Sampled Institutions for Data Collection

RESEARCH ASSISTANTS GUIDE

ASSESSMENT OF THE CAPACITY OF LOCAL GOVERNMENT/AUTHORITIES TO DELIVER SOCIAL SERVICES IN SOUTH SUDAN

Sample

Table2. 1. National Government Institutions

Ministries/Institutions	KIIs	Number of FGDs participants	Individual Interviews
Ministry of Public Service and Human Resource Development	3	1	5
Ministry of Gender, Child and Social Welfare	3	1	5
Ministry of General Education	3	1	5
Ministry of Humanitarian Affairs and Disaster Mgt.	3	1	5
Ministry of parliamentary Affairs	3	1	5
Ministry of Justice and Legal Affairs	3	1	5
Ministry of Federal Affairs	3	1	5
Ministry of Youth and Sport	3	1	5
Ministry of Finance and Planning	3	1	5
Ministry of Labour	3	1	5
Ministry of Health	3	1	5
Ministry of Cabinet Affairs	3	1	5
Local Government Board	3	1	5
Council of States	3	1	5
World Bank, AfDB, UNOPS	3		3
TROIKA (UK, USA, & Norway)	3		3
States Coordination Offices (10)	10		20
Total Sample Size	58	14	96
Grand Total			168

Important: Only one focus group discussion at the National level.

Table2.2. States & Administrative Areas Governments Institutions

States& Administrative Areas Ministries/Institutions	KIIs	Number of FGDs Participants	Individual Interviews
Ministry of Public Service, Labour and Human Resource Development.	3	1	5
Ministry of Gender, Child and Social Welfare	3	1	5
Ministry of Education	3	1	5
Ministry of Parliamentary Affairs	3	1	5
Ministry of Cabinet Affairs	3	1	5
Ministry of Local Government and Law Enforcement	3	1	5
Ministry of Finance and Planning	3	1	5
Ministry of Health	3	1	5
Ministry of Legal Affairs	3	1	5
Total sample	27	9	45
Grand Total			81

Important: Only one Focus group discussion per each state and administrative areas

Appendix 3. Terms of References

Project Background

South Sudan marked a major milestone towards the implementation of the Revitalised Agreement on the Resolution of Conflict in South Sudan (R-ARCSS) with the formation of the Revitalised Transitional Government of National Unity in February, 2020. A key pillar of the new transitional arrangements was reverting of states governments from thirty-two to the pre-independence ten. The capacity of the transitional government to effectively deliver quick services at the local level, will determine what success will look like at the end of the transition period. South Sudan cannot afford to exchange peace in Juba for conflict of services in the communities. It is expected that the formation of a unity government at state level, will be about taking services to the local level and national integration.

Whilst underdevelopment in the states is essentially an integral part of the poor national outlook, progress has largely been confined to urban centres and areas benefiting from superior endowments and infrastructure. The national aggregated data disguises the opportunities, complex and challenging development situation around the country. Example, whilst 70% of the population live in rural areas and local communities, social services, resource and capacities are disproportionately concentrated in urban centres and national government. There are limited hospitals, police's posts and courts in rural communities compared to urban areas; the average distance to health facilities/police stations is about 2 kms in urban areas compared to a day's walk in some rural communities.

The transitional state governments have a lot to do and they will need to reorient themselves and demonstrate higher levels of resolve towards development. The loud calls for increased devolution of authority and responsibilities to state and communities, the on-going public financial management reforms; reform of the Fiscal and Financial Allocation Monitoring Commission (Art 4.11.2); review of the Constituency Development Fund (CDF) (Art. 4.3.1.5); reduction of states from 32 to 10 and the appointment of governors demands focused attention on the capacity of states to deliver social services. Such attention must move beyond the short term and quick fixes to a long term and sustainable approach to capacity development.

Set against this backdrop, UNDP seeks to help the transitional government and development partners to better appreciate the entry points and opportunities for improved social service delivery at the local levels; by undertaking an assessment of the capacity of state and administrative areas' governments to undertake sound development management.

3. Purpose and objectives

The purpose of the consultancy is to assess the capacity needs (what is there and what is needed) of National institutions, states and administrative areas' governments to undertake sound development management. It is expected that the outcome of the assessment will identify entry points for support and frame a compact between national government, state and development partners in the delivery of some concrete results at the local level.

4. Scope of Work

Content:

The assessment and recommendations should focus on the areas that states/administrative areas have exclusive competences for social service delivery. The assessment should amongst others focus on the following:

Capacity on resource management: budgeting; management and accountability of expenditure; asset management, tendering and procurement is done in an accountable and transparent manner; monitor transferred funds; performance audit, sound basic accounting controls:

Responsive governance and effective/efficient delivery of social services: Development planning and management; performance management; transparency and account ability; youth and women empowerment.

Intergovernmental Relationship: human resource development, fiscal transfer; institutional capacity development e.g. Council of State and Local Government Board.

The entry points for the assessment should amongst others include: Structure; Skills; Systems, Synergies and Symbiosis.

Geographical Coverage

The assessment will cover the 10 states and the three administrative areas of Ruweng, Greater Pibor and Abyei.

Methodology

The consultant is expected to propose and define the methodology to be adopted for engagement with states and administrative areas, including appropriate methodologies for data collection, analysis, and validation to deliver the expected results. The methodology should take into consideration:

Engagement with Local Government Board, Council of States, the leadership of the state and the population

Validation of report by state government and presentation to Governors' Forum

Working closely with UNDP and Local Government Board throughout the entire assessment process

Deliverables

Inception report: The consultants will prepare an inception report which details the consultants' understanding of the assignment and how the assessment will be conducted. The report will be presented to the reference group at an inception meeting for a shared understanding of the assessment. The inception report will detail assessment design, methodology, sample questions, survey sample (groups/persons to be engaged) data sources and data collection, analysis and tool for each data source and the measure by which each question will be evaluated. The report will include the scope of work, plan of action, and timeframe. The methodology must include clear instruments and procedures for institutional capacity development based on identified needs and gaps.

Draft assessment report: The consultant will prepare a draft assessment report which will be presented at a validation workshop (cost of validation workshop **MUST** be included in the financial/price proposal). The findings and a draft assessment report and capacity surge strategy will be subjected to review and comments.

Costed Concept Note to be based on outcome of the validation workshop and stakeholders' recommendation for immediate programmatic support.

Final assessment report: A Final report inclusive of recommendations will be submitted to UNDP in publishable quality.

Expected Key Deliverables

Key Deliverables	Timeline	Payment Schedule
i. Inception Report	December (home-based)	10%
ii. Draft assessment report submitted to UNDP	February (In-Country)	30%
iii. Costed Concept Note based on stakeholders' recommendation for immediate programmatic support.	February (In-Country)	20%
iv. Final Consolidated Report	February (Home-based)	40%



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