South Sudan Development Plan

Medium-Term Capacity Development Strategy

FOURTH DRAFT
31 MAY 2011
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THE SOUTH SUDAN DEVELOPMENT PLAN MEDIUM-TERM CAPACITY DEVELOPMENT STRATEGY

Executive Summary

The Medium-Term Capacity Development Strategy for South Sudan (MTCDS) has been developed alongside the South Sudan Development Plan (SSDP) by the Capacity Development Sub-Group of the SSDP Cross Cutting Issues Working Group, under the leadership of the Ministry of Human Resource Development (MoHRD). The MTCDS is thus derived directly from the objectives articulated as part of the process of developing the SSDP, and aims to provide a strategic framework for organizing capacity development efforts in support of these objectives, as well as the peace-building and state-building objectives of the GoSS in the post-independence period.

This chapter provides an overview of the key elements and recommendations of the MTCDS. The full text of the document can be found in the MTCDS Annex.

The Goal of the Medium-Term Capacity Development Strategy

The objective of the Medium-Term Capacity Development Strategy is to ensure that the Government of South Sudan can effectively address critical institutional capacity needs required to implement the South Sudan Development Plan, including through alignment of support from its international partners, and meet the essential requirements for viable statehood following independence.

As both an implementation plan and coordination framework, the Medium-Term Capacity Development Strategy:

✓ Provides an operational framework for organizing capacity development efforts;
✓ Provides an overview of sectoral capacity development priorities, and key strategic considerations for how they should be addressed;
✓ Identifies additional cross-governmental interventions that are critical to achieving national capacity development goals;
✓ Outlines a framework for coordinating the implementation of capacity development efforts;
✓ Defines a roadmap for the formulation of a long-term national capacity development strategy.

Capacity Development Priorities 2011-2013

The MTCDS provides a roadmap for putting in place those capacities that will be essential to the achievement of South Sudan’s immediate state-building and development goals during the 2011-2013 period. Two categories of priorities are highlighted in this regard - specialized, sector specific capacities, as well as core ‘generic’ cross-Government human and institutional capacities:

Sectoral Capacity Development Priorities

In order to achieve SSDP development outcomes, the key areas of focus for capacity development efforts, drawing on activities identified in Pillar Plans within the SSDP framework will be:

✓ Creating enabling environments: Adoption of laws establishing institutional mandates (such as MoFA and MoD), as well as policy and regulatory frameworks which are critical to enabling institutions to carry out their mandated functions, including provision of services and enforcement of regulations.
✓ Implementing core Government functions: Establishment of institutional systems and mechanisms critical for achievement of sector specific development outcomes, including
enforcement of policies and regulations, monitoring and coordinating local service delivery, and strengthening key infrastructure, particularly at the local level.

- **Improving performance through human resource development:** Ensuring efficient and effective delivery of essential public services and functions through provision of specialized training, and development and enhancement of in-country specialized training facilities.

**Additional Cross-Government Capacity Development Priorities**

A number of additional cross-Government capacity needs were identified as essential to delivering on key development and state-building objectives during the 2011-2013 period. These are core government capacities which are not adequately reflected or budgeted for within the SSDP sector plans. They are not sector specific, but are required both vertically across Government agencies as well as horizontally through all levels of Government:

- **Policy and Strategy Formulation**, with a focus on strengthening capacities for (a) research and analysis, and formulation of policy and strategy; (b) supporting and facilitating review and approval of policies and strategies; and c) monitoring and overseeing implementation.

- **Management and Service Delivery**, with a focus on strengthening capacities for (a) managing key functions related to mandate implementation and delivery (budgets, control, execution, procurement); and b) extending and managing service delivery at local level.

- **Human capacities for provision of essential services**, with a focus on strengthening the public service to manage expansion of Government activity and service delivery at local levels, and developing core skills needed across all sectors.

**Ensuring Coherence and Enabling Effective Partnerships on Capacity Development**

A strategic and systematic approach to managing capacity development efforts necessitates the development of a framework for coordinating the implementation of capacity development interventions and the provision of international support. In this regard, the MTCDS outlines:

- **Core Principles and Commitments**: The principles, guidelines and modalities that will be followed by both national and international actors to ensure the coherence and alignment of support for institutional capacity development within the SSDP framework. These principles are derived from the experience of other fragile states, as well as from emerging practice in South Sudan.

- **Coordination, Financing and Monitoring**: The arrangements necessary to ensure unity of action, mutual accountability and a common platform for identifying and addressing common priorities, both within the Government, and between the Government and its international partners. These principles and mechanisms complement the GoSS Aid Strategy and the overall SSDP coordination architecture.

**Implementing the MTCDS**

A number of priority actions will need to be undertaken in order to implement the Medium-Term Capacity Development Strategy. These include:

- Establishing an inter-Governmental body to provide strategic guidance and oversight on capacity development efforts within the SSDP framework;

- Establishing a technical body under MoHRD leadership responsible for coordination and implementation of the MTCDS with the Sectoral Ministries, State Governments and international partners, and for providing technical assistance;

- Facilitating and coordinating the development of Pillar and Sector Capacity Development Strategies and ensuring alignment with the MTCDS;

- Development of a detailed action plan and budget for the priority cross-governmental interventions identified as complements to the SSDP in the MTCDS;
- Formulating recommendations on critical funding gaps for capacity development, not already addressed in the SSDP framework;
- Overseeing the development and adoption of comprehensive guidance on minimum standards for the development of capacity development support programmes;
- Developing a monitoring and evaluation system for capacity development.
I. Introduction

The Medium-Term Capacity Development Strategy (MTCDS) provides a strategic framework for organizing capacity development efforts in support of the development objectives of the South Sudan Development Plan (2011-2013), as well as the peace-building and state-building objectives of the Government of South Sudan (GoSS) in the post-independence period. The Medium-Term Capacity Development Strategy for South Sudan is included as an annex to the South Sudan Development Plan (SSDP), and has been developed by the Capacity Development Sub-Group of the Cross Cutting Issues Working Group, under the leadership of the Ministry of Human Resource Development (MoHRD).

II. Context

In 2005, the Comprehensive Peace Agreement (CPA) granted semi-autonomous status to a government with few formal institutional structures, a human resource base impacted by generations of war, and weak capabilities to provide public security and services to its people. Over the CPA Interim Period, the GoSS has undertaken one of the fastest developments of public sector institutions in the history of modern statehood. Many key physical and organizational structures of government are now in place at the national and state levels and a growing number of educated South Sudanese are establishing a functioning public sector. However, institutional conditions are fragile, individual capabilities are heterogeneous, delivery capacities remain extremely weak, and there is acute need for a professional and accountable public service to create confidence in Government.

With the achievement of full independent statehood on 9th July 2011, South Sudan is at a critical juncture in its history. While the long period of armed conflict is now over, the country is still confronted with the immense challenges of restarting economic growth, improving the social welfare of its population, reconstructing shattered infrastructure, resolving residual political conflicts, and extending public security and the rule of law.

The stakes are high, and there is a considerable risk of state failure or renewed armed conflict if the GoSS is not able to effectively address these challenges and place the country on the path to sustainable peace and development. The Government also acknowledges that it must successfully manage a complex state-building process to create the institutions necessary for effective governance and viable independent statehood.

Since 2010, the GoSS has launched two initiatives intended to address these challenges:

- The GoSS Priority Core Governance Functions Action Plan, published in November 2010, articulates the 18 priority functions of government capacity that it must establish or strengthen by South Sudan’s independence in order to ensure the viability of the institutional framework of the State. The Core Functions fall into five areas: i) Executive Leadership; ii) Rule of Law and Law Enforcement; iii) Public Administration; iv) Fiduciary Management; and v) Natural Resource Management. The government has made remarkable progress since November 2010, but many of the rapid capacity needs within the Core Governance Functions will require continued support beyond July 2011.

- The South Sudan Development Plan, covering the period 2011-2013, will provide a framework for achieving critical development outcomes related to security and rule of law, economic development, governance, and social and human development. As such, it is the vehicle by which
progress initiated since 2005 will continue over the medium-term, while at the same time creating the foundations for long-term development and institutional development.

III. Objective and Scope of the Medium-Term Capacity Development Strategy

Urgently establishing and expanding essential Government institutions and services is critical to ensuring stability in the post-independence period and creating the foundations for effective governance and development. Key priorities in this regard include:

- **Extending public security and the rule of law** throughout the country by transforming, professionalizing and expanding key security and justice institutions;
- **Enabling economic growth and investment** by establishing essential legal and regulatory frameworks, and expanding vital transport, communications and energy infrastructure;
- **Improving social welfare** by expanding the population’s access to basic education, health, water and sanitation services coordinated, regulated and provided by local institutions;
- **Building a public administration** that efficiently provides public goods and services to the population through the development and management of a qualified and professional public service, and establishing mechanisms to attract qualified South Sudanese, including from the Diaspora;
- **Establishing an accountable and transparent system of governance** at national and local levels to effectively articulate national priorities, and manage national resources in an equitable and effective manner.

Both the GoSS and its international partners recognize that addressing the current ‘capacity gaps’ in these and other areas in South Sudan over the next several years will require concerted efforts by national and international actors to:

1. **Ensure a strategic and holistic approach to capacity development**, primarily by developing an overarching national vision based on priorities identified in existing national frameworks. These include the SSDP, which articulates sectoral capacity development requirements; and the GoSS Core Governance Functions Action Plan, which identifies priority functions essential for the viability of the state-building process.

2. **Maximise the impact and sustainability of national and international efforts**, through more rigorous and context-tailored approaches to designing capacity development interventions, effective coordination of planning and implementation efforts, and closer alignment of international assistance with national priorities and needs.

The present document provides a strategy that responds to the need for a strengthened focus on capacity development to support the GoSS as it works towards closing the ‘capacity gap’ in South Sudan. It also builds on the experience of other countries emerging from armed conflict, where national capacity development strategies have been successful in engendering more coherent and focused efforts.
Objective

The objective of the Medium-Term Capacity Development Strategy is to ensure that the Government of South Sudan can effectively address critical institutional capacity needs required to implement the South Sudan Development Plan, including through alignment of support from its international partners, and meet the essential requirements for viable statehood following independence.

The MTCDS builds directly on the sectoral capacity development needs and priorities articulated in the SSDP. It is intended to serve as a framework to ensure implementation of capacity development priorities in a strategic and coherent manner, while at the same time catalyzing meaningful and effective national and international commitment and engagement. As both an implementation plan and coordination framework, it:

1. Defines an operational focus for capacity development efforts, including delineation of the legal, organizational and human attributes of institutional capacity, and the contextual factors in South Sudan that will inform efforts;

2. Provides a strategic overview of capacity development priorities as they emerge from the sectoral plans of the SSDP, to serve as the focus of national and international capacity development efforts during the 2011-2013 period;

3. Identifies additional cross-governmental capacity development priorities that are not adequately addressed in the SSDP, but which must also be prioritized during the 2011-2013 period due to their critical importance in enabling and sustaining Government efforts at all levels;

4. Outlines a framework for coordinating the implementation of capacity development efforts and the provision of international support by articulating key principles, common standards and coordination modalities to facilitate coherence and harmonization of national and international efforts.

5. Defines a roadmap for the formulation of a long-term national capacity development strategy in order to bridge medium and long-term efforts.

Scope

Given the relatively short timeframe of the SSDP, the MTCDS is selective and limited in its scope in order to achieve its intended impact. Consequently, the scope of the MTCDS is delimited in accordance with the following parameters:

- **Timeframe.** The MTCDS covers the three years during which the SSDP will be implemented (2011-2013). As such it is a medium-term strategy;

- **Focus on SSDP priorities.** The MTCDS does not provide a comprehensive catalogue of capacity development needs. It identifies a number of critical interventions, derived from the SSDP as well as the Core Functions prioritization exercise, that must be fully implemented or initiated by 2013;

- **Focus on the South Sudanese State.** The MTCDS focuses on the capacity development requirements of the South Sudanese State and its Government. The scope is extended to capacity development requirements of non-state actors (including civil society and the private sector) at this stage only as part of a set of recommendations for a subsequent long-term national capacity development strategy (see chapter VI);

- **Levels of government.** The MTCDS addresses capacity development priorities across GoSS, state and county levels, in order to ensure a balanced approach between strengthening central institutions and enabling delivery of services at local level;
• **Political considerations.** Some aspects of institutional capacity development still require further elaboration in policy and legal terms (such as decentralization). These are not addressed in the MTCDS.

**Implementation Arrangements**

At the outset of the SSDP implementation period, a “South Sudan Capacity Development Group” will be established in accordance with the principles and modalities outlined in the MTCDS in order to implement the Strategy. This new body will combine existing bodies such as the Capacity Enhancement Working Group, Skills for South Sudan, and the SSDP Capacity Development Sub-Group, to ensure a common approach and focus amongst all actors involved in capacity development in South Sudan. Key priorities in this regard, which will be further detailed in a comprehensive implementation plan, include:

• Developing terms of reference and formally establishing the “South Sudan Capacity Development Group” as the primary strategic and decision-making body responsible for oversight on capacity development issues under the leadership of MoHRD and with participation from additional key ministries involved in capacity development (including Labour and Public Service; Finance and Economic Planning).

• Establishing a core technical secretariat, reporting to the South Sudan Capacity Development Group, that will be responsible for working-level coordination in capacity development with the sectoral ministries, state governments and international partners, and providing technical assistance to ensure alignment with the strategic focus of the MTCDS;

• Facilitating and coordinating the development of pillar and sector capacity development strategies informed by, and aligned with, the MTCDs;

• Coordinating, through the Technical Secretariat, the development of a detailed action plan and budget for the priority cross-governmental interventions identified as complements to the SSDP in the MTCDs;

• Formulating recommendations on critical funding gaps for capacity development, for which additional national and international resources will be necessary;

• Overseeing the development and adoption of comprehensive guidance on minimum standards for the development of capacity development support programmes funded by the international community;

• Developing a monitoring and evaluation system for capacity development, including regular reviews of capacity development efforts and in-depth evaluations as necessary, to inform future strategy development and priority-setting.

The above activities will form the basis for a detailed implementation work plan for the MTCDs to be developed immediately prior to the start of the SSDP implementation period.
IV. A Strategic Roadmap: Implementing Medium-Term Capacity Development Priorities

Following independence in July 2011, South Sudan will be simultaneously addressing the building of a viable state system and accelerating economic growth and social well-being, while managing a broad array of political, security, economic and social transitions and challenges. A clear and strategic approach to capacity development is necessary to enable the government to effectively manage these processes and meet its objectives.

The strategic approach guiding the implementation of capacity development efforts during the 2011-2013 period will consist of the following components:

- **A clear operational framework for capacity development** that concretely defines the core attributes of institutions, against which priorities for the 2011-2014 period are defined, and the important contextual, political and other factors that must inform efforts in this context;

- **An overview of the sectoral capacity needs** critical to the achievement of SSDP Pillar and Sector outcomes, and the strategic considerations that will guide the development, implementation and sequencing of priority capacity development interventions within this framework;

- **An overview of the cross-governmental capacities** that are critical for enabling the effective discharge of institutional mandates and functions across all Government ministries, as well as at state and county levels, and which provide the basis for additional interventions to complement the capacity development activities already identified in the SSDP;

- **The key strategic principles and considerations** that will inform and guide the efforts of national actors, as well as their international partners, in prioritizing, developing and implementing capacity development interventions;

- **The risks, challenges and constraints** identified across SSDP sectors that need to be addressed to ensure achievement of national goals during the 2011-2013 period.

1. An Operational Framework for Capacity Development in South Sudan

In general terms, the term ‘capacity’ is defined as “the ability of people, organisations and society as a whole to manage their affairs successfully”, while the term ‘capacity development’ refers to the building of these abilities through human, institutional, policy and systems development.

Three fundamental organizational attributes of state institutions emerge as common themes in the sector strategies and plans of the SSDP. These fundamental attributes constitute the operational framework for situating and guiding the implementation of capacity development activities defined in the SSDP.

These are:

- **Policy and legal frameworks**, which include the laws, policies and regulations establishing and defining the mandate of state institutions, including the core functions and technical services they are responsible for providing;
- **Institutional structures**, which include the organizational systems, processes, and resources (financial and physical), which are required for the implementation of institutional mandates, functions and the delivery of services.

- **Human resources**, which encompass the technical and functional skills and capacities required to deliver institutional mandates, and human resource management systems for recruitment, training, evaluation and other related functions that contribute to organizational performance.

In addition, a number of important contextual considerations must inform the development of specific capacity development efforts and activities. These include:

- **The post-conflict environment and requirements for consolidating peace.** Efforts to address the political, social and economic legacies of the conflict period, residual tensions and the historical legacies of South Sudan’s colonial past, cannot be separated from the dynamics of institutional development, which must be sensitive and contribute to the building of sustainable peace. Capacity development in South Sudan cannot therefore be considered a purely ‘technical’ exercise, but must be considered as part of a broader strategy to strengthen national unity and consolidate peace throughout the country.

- **The national state-building project as a framework for developing institutional capacities.** In 2010 the government articulated its state-building objectives, including a) achieving CPA milestones; b) providing security and rule of law; c) developing core government functions and service delivery; and d) facilitating economic development. These have provided a clear framework for prioritizing and sequencing those capacity development efforts that are critical in ensuring a transition to viable statehood following independence in July 2011.

- **Managing South Sudan’s complex transformation.** A key priority in the post-independence period will be the management of the complex transitions entailed in post-conflict recovery, attaining independent statehood, and engendering peaceful political and social change. Successfully managing these critical transitions requires establishment of key institutional capabilities through medium-term capacity development efforts.

2. **Identifying and Addressing Capacity Development Priorities at Sectoral Level**

The SSDP sector plans contain a detailed overview of capacity development activities necessary to deliver on stated sector objectives, as well as the overarching development outcomes for each pillar. This section provides a strategic overview of critical capacity development needs across SSDP sectors to facilitate the prioritization and targeting of resources during the SSDP implementation period.

This section:

- Delineates the principal **areas of focus for institutional development** identified across the SSDP sectoral plans, and the strategic considerations that must guide implementation;

- Summarizes the **capacity needs** identified at pillar level that must be addressed to achieve SSDP development outcomes;

- Provides an overview of **key capacity development priorities** at sector level.

**a. Common Areas of Focus for Institutional Development Across Sectors**

The SSDP Pillar and Sector plans cover a broad range of capacity development activities that can be grouped into the broad cross-cutting areas of focus, as defined in Section 1, above (legal/policy frameworks, institutional structures, and human resources). This section provides an overview of the
key priorities identified in each of these areas, and a number of strategic considerations that will be used to inform the further development of capacity development plans and programmes at pillar and sector levels.

**Focus on Creating Enabling Environments: Policy and Legal Frameworks**

Throughout most of the SSDP Pillar and Sector plans, the development of key legislation, policies, guidelines and standard operating procedures are identified as urgent priorities in order to enable institutional development, and inform specific capacity development interventions. Two important considerations must inform the development of specific programmes and actions in this regard:

- **Capacity for developing laws, policies and regulatory frameworks.** Almost all SSDP sector plans have identified the need to develop foundational laws and policies to define the mandate and functions of individual institutions, or to provide a basis for restructuring specific ministries such as Defense and Foreign Affairs. Enactment of key pieces of legislation, such as the Public Financial Management (PFM) Act, the Procurement Act, the Public Service Act and the Audit Act, will be essential to ensure the appropriate grounding of further institutional and human development. In some Sectors, the need for legislative and policy frameworks has also been identified in order to regulate the activities of a given Sector, such as agriculture and land tenure, and energy. In all cases, capacities are required at the level of individual institutions for the formulation, review and internal approval of specific legislation and policies. Some agencies have already established policy units, but require targeted training for individuals staffing these units. This includes for instance building the capacity of staff on strategic planning and M&E, among other things, in the recently established Macro Economic Unit in the Ministry of Finance and Economic Planning.

- **Inter-governmental capacities for managing legislative process.** A second consideration emerging from the SSDP is the mechanism for legislative review and approval by the South Sudan Legislative Assembly (SSLA). Delays to date in the adoption of critical laws have led to a significant backlog and slowed down the pace of institutional reform. In this regard, the SSDP Governance Pillar plan has identified the need for strengthening mechanisms for improving the review and approval process. This also points to the need for strengthened capacities within the Office of the President and the Ministry of Cabinet Affairs to coordinate the process of legislative development with individual ministries, ensure complementarity between institutional mandates\(^1\), and prevent duplicative or overlapping functions between institutions.

**Focus on Implementation: Institutional Structures and Mechanisms**

A second category of priority capacity development activities within the SSDP relates to the ability of institutions to implement their mandates, functions and services. The SSDP pillar and sector plans identify a range of institutional structures and mechanisms that need to be further strengthened or developed in order to translate strategies and policies into provision of public functions and service delivery. These capacity requirements span a broad spectrum of activities, including management and oversight capacities needed to coordinate the implementation of policy; monitoring and enforcement of regulations in areas of activity such as road construction or the mining sector; maintenance of essential

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\(^1\)The enabling rights at work law highlighted in the Governance pillar, for instance, is important in helping shape the new state’s labour administration systems, in which private and public sector employers respect labour standards, rights and laws.
national facilities (such as electrical plants or water reservoirs); provision of technical support services; programme cycle management support for planning and coordination with partners outside Government; and infrastructure and equipment needed to enable delivery of functions, particularly at the local level.

In this context, two important considerations must inform how these priorities will be addressed within the framework of SSDP implementation:

- **Establishment of institutional mechanisms.** A key consideration is the identification and establishment of mandate implementation mechanisms and systems within specific institutions. Although the SSDP sectoral plans identify a range of mechanisms and corresponding functions necessary for achievement of development outcomes, specific implementation plans need to be developed early in the SSDP implementation phase to assess existing institutional capacities and ‘starting points’ in this area; identify how such mechanisms will be developed and integrated as part of the overall institutional capacity development strategy, and who will manage and oversee these processes; provide detailed budgets, and establish a clear time-frame for achieving results. Such processes should be given priority by Senior Management, and resourced appropriately.

- **Extending systems to state, county and payam levels.** A second consideration is the roll out of institutional systems and mechanisms across the sectors and down to the state and local government levels. Rolling out existing systems such as sectoral information management systems necessitates significant strengthening of managerial, operational and technical capacities of Government at state levels. A key consideration is the establishment of arrangements that provide clear structures of communication, planning, coordination and resource allocation on capacity development issues between GoSS and state levels. In many cases, building implementation capacity at local levels requires additional infrastructure and staff. For line ministries with service delivery functions (e.g. Health, Education, Agriculture), a key need at the state level includes the development of systems for information gathering, coordination, management and oversight of non-governmental service providers in the states. In all cases, the necessary resources need to be identified, and clear plans of action developed to guide management.

**Focus on Performance: Human Resource Development**

Skills development is a major priority across all SSDP pillar and sector plans. This includes both the development of sector-specific specialized skills and expertise (for instance the training of health and agricultural extension workers), as well as core functional skills, such as basic public financial management. A key consideration related to the implementation of activities in this area concerns the need to strengthen alternative approaches to training programmes, including the scaling up of in-country training capacities, both through rehabilitation and construction of training and educational facilities, as well as on-the-job training (including coaching and mentoring). The human resource gaps identified in the sectors also include areas where highly skilled workers such as engineers, or technical experts are required and where a different approach to skills development, such as linkages with regional institutions of higher learning may be required.

A second consideration relates to the importance of striking an appropriate balance between deploying appropriate skill sets and expertise in the immediate term to ensure delivery of critical services within the SSDP framework on the one hand, with ensuring appropriate longer-term investments in improving public administration and conducting training and recruitment of additional qualified personnel on the other. With respect to the first, matching qualified personnel with critical functions will be essential, including through short-term technical assistance and ‘surge’ approaches provided by international partners. With respect to the second, development of clear human resource development strategies at the level of individual institutions will be essential, which should be complemented by prioritizing the strengthening of public service administration (as outlined in the Governance Pillar), and identifying
modalities for developing the public service ‘labour pool’, including identifying appropriate mechanisms, programs and conditions to attract members of the South Sudanese Diaspora.

b. Overview of Pillar Needs for Capacity Development

The following section provides an overview of the key capacity development needs identified in the SSDP pillar and sectoral plans, and builds on the key themes and issues identified in the previous section.

**Economic Development Pillar:** In order to achieve the outcome of diversified and sustainable economic growth, three key capacity development priorities have been identified across the relevant sectors (natural resources, infrastructure, and economic functions):

- Enabling and ‘shaping’ productivity and growth in key economic sectors necessitates the establishment of comprehensive legal and regulatory frameworks (e.g. for regulating activity in the petroleum sector, or laws on land tenure), and institutional mechanisms within Government institutions to ensure that regulations and standards are monitored and enforced.

- The Government has a leadership role in promoting economic growth across sectors. This requires the strengthening of capacities for conducting research, undertaking planning, and facilitating coordination between a wide range of stakeholders.

- The Government also provides essential goods and services in some sectors (for instance provision of key public utilities such as water and electricity), while also stimulating productivity in others. This requires the development of institutional and operational capacities in order to maintain infrastructure (facilities), provide oversight and supervision of contracted works (construction of roads and railways, for instance), while also providing technical assistance (extension services) in sectors such as agriculture.

**Governance Pillar:** In order to achieve a transparent and accountable state capable of efficiently delivering public services, three areas for capacity development have been identified to ensure achievement of outcomes in the sectors of public administration and accountability:

- The formal definition of institutional mandates and functions following independence (e.g. the Presidency and Ministry of Foreign Affairs) requires the rapid adoption of new laws and policies, while regulatory and procedural frameworks essential to implementing institutional mandates (e.g. budget execution and anti-corruption measures) need to be established.

- The increased effectiveness of Government as whole depends on the timely approval of key legislation, an efficient public administration, and robust inter-ministerial coordination of Government affairs. Strengthening and expanding inter-governmental capacities, structures and mechanisms for coordination, communication and administration within the SSLA, public administration, Presidency and Ministry of Cabinet Affairs are key priorities in this regard.

- Improving accountability and transparency throughout Government calls for the establishment of appropriate oversight institutions, as well as the development of robust capacities for overseeing.

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<th>SSDP Pillar Outcomes:</th>
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<td><strong>Governance:</strong> To achieve a transparent and accountable state, managed by a professional and committed public service that provides and delivers public services efficiently and equitably.</td>
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<tr>
<td><strong>Economic Development:</strong> Diversified and sustainable economic growth and development which improves livelihoods and reduces poverty.</td>
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<tr>
<td><strong>Conflict prevention and security:</strong> To defend the sovereignty and territorial integrity of South Sudan, uphold its constitution and secure the dividends of peace by seeking to prevent the resurgence of conflict, providing equitable access to justice and maintaining law and order through institutions that are accountable, adequate, affordable and appropriate in their structures and human in their action.</td>
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<tr>
<td><strong>Social and Human Development:</strong> To progressively accelerate universal access to basic social services with the aim of building human capabilities and upholding the dignity of all people of South Sudan.</td>
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monitoring, evaluating and verifying the use of public resources across ministries and all levels of Government.

Social and Human Development Pillar: In order to achieve the outcome of building human capabilities through progressive acceleration of access to basic social services, five areas for capacity development are identified across the health, education, social protection, and culture, youth and sports:

- **Strengthening institutional and organizational frameworks** to enable the enactment of sector acts for health and education, the development of institutional and legal frameworks for social protection and youth volunteer services, and the establishment of quality assurance agencies and training managers in all three sectors.
- **Strengthening research and planning mechanisms** to enable development of sectoral plans and financing strategies, promote local associations and services, ensure rationalized geographic coverage of social services, and quality control standards.
- **Establishing mechanisms to enable oversight and regulation** of quality basic services by Ministries and Commissions.
- Improving the qualifications of social service providers through formal and in-service training and task shifting, exposure to other country experiences and coaching.
- **Building capacity in communities** to empower households to manage their livelihoods, claim their rights and ultimately realize their full potential.

Conflict Prevention and Security Pillar: In order to prevent the resurgence of conflict, provide equitable access, and maintain law and order, the four areas for capacity development are identified across the security and rule of law sectors:

- The transformation and restructuring of security and rule of law institutions are critical for delivery of integrated, professional and accountable public security and justice services. The development of appropriate legal and policy frameworks is essential to enable and structure this process.
- The reform and professionalization of the security services requires development and implementation of comprehensive strategies for ‘rightsizing’ and restructuring forces, as well as operational policies and procedures for effective and accountable provision of security services to the population.
- Improved public security and access to justice in South Sudan depends on the professionalism, discipline and conduct of security and judiciary personnel. Implementation of comprehensive training programmatic essential in this regard;
- The progressive expansion and mobility of security and rule of law agencies throughout the country is vital to the stability and development of the country as a whole. This necessitates the rehabilitation and construction of necessary infrastructure throughout the country.

c. Overview of Sectoral Capacity Development Priorities

The below overview of sectoral capacity development priorities has been developed in close cooperation with each of the SSDP sectors. It identifies five priority activities in each sector deemed essential by the sector working groups for building those sectoral capacities that will enable the sectors to deliver on its development objectives. The capacity development activities contained in the table are also included in the full individual sector matrices. They are drawn together and highlighted here in order to provide an overview of sector specific priorities for capacity development, and to serve as a guide to prioritized implementation of the sector plans.

<table>
<thead>
<tr>
<th>SECTOR</th>
<th>CRITICAL ACTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>ECONOMIC FUNCTIONS</td>
<td>• Research agricultural needs, develop plans and technical guidelines,</td>
</tr>
<tr>
<td>NATURAL RESOURCES</td>
<td>•</td>
</tr>
</tbody>
</table>
| INFRASTRUCTURE |  Establish relevant institutions, infrastructure, policy, legal and regulatory frameworks at central and state levels  
|  Establish mechanisms for assessments, feasibility studies and research for investments, technology transfer and scaling up of programmes  
|  Identify required human resources and capacity gaps and provide needed trainings, equipment and facilities at central and state levels.  
|  Establish mechanisms for public-private-partnerships (PPPs)  
|  Establish and operationalise systems for researching, mapping, managing, monitoring and maintaining facilities, developments and information |

| ECONOMIC FUNCTIONS |  Develop enabling and effective trade/industry laws & policy framework.  
|  Set up and resource systems for enforcing mining and petroleum laws and regulations.  
|  Set up mechanisms for management, design and monitoring provision of electricity; build and resource infrastructure for generation and distribution of electricity in critical areas.  
|  Increase access to public media and improve the broadcasting quality of the Radio and the TV. in the Whole South Sudan.  
|  Improve communications. |

| GOVERNANCE |  Pass and implement key legislation (PFM Act, Public Procurement Act, Tax Act, Audit Act, and Central Banking Act)  
|  Formulate macroeconomic policy, establish macroeconomic data base, forecast and project revenue and set quarterly cash limits; and develop capacities of the staff and provide equipment  
|  Develop regulations to ensure sound public financial system in place for budget execution and reporting.  
|  Provide advice and guidance to government institutions in GOSS and the 10 States on how to develop corruption prevention action plans.  
|  Train staff in survey design and analysis to reduce dependency on external consultants in geospatial, economic, social, demographic, and census statistics. |

| PUBLIC ADMINISTRATION |  Formulate and resource mechanisms for managing security, travel, protocol and meeting of the President and Vice-President.  
|  Develop and communicate annual statement of national priorities to South Sudan Institutions and the public.  
|  Train GoSS U/S, Ministers, and Executive Directors in procedures on rules for Cabinet Submission.  
|  Public service management and administrative reform.  
|  Establish improved procedures for management of grievances  
|  Restructure, establish and resource Ministry of Foreign Affairs and International Cooperation  
|  Enact and implement Public Service Act, Pensions Act, Labour Act  
|  Establish and strengthen Local Government Councils for effective service delivery. |

| SOCIAL AND HUMAN DEVELOPMENT |  Increase access to basic health services and health promotion.  
|  Strengthen human resources in the health sector.  
|  Expand the pharmaceutical and medical equipment supply chains.  
<p>|  Strengthen the health system management. |</p>
<table>
<thead>
<tr>
<th>EDUCATION</th>
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<tbody>
<tr>
<td>◦ Strengthen the provision of HIV/AIDS services.</td>
<td></td>
</tr>
<tr>
<td>◦ Establish mechanisms to assess state and county level needs for teaching staff.</td>
<td></td>
</tr>
<tr>
<td>◦ Establish needs to inform planning for additional AES sites and establish needs for teaching staff.</td>
<td></td>
</tr>
<tr>
<td>◦ Identify human resource needs at central and state levels.</td>
<td></td>
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<tr>
<td>◦ Establish mechanisms for the MoE to plan for and oversee construction of primary schools.</td>
<td></td>
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<tr>
<td>◦ Strengthen EMIS.</td>
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<table>
<thead>
<tr>
<th>SOCIAL PROTECTION</th>
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<tbody>
<tr>
<td>◦ Introduce a child benefit cash transfer.</td>
<td></td>
</tr>
<tr>
<td>◦ Develop a social protection system.</td>
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</tr>
<tr>
<td>◦ Provide family and community-based social services and livelihood opportunities for at-risk groups.</td>
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<tr>
<td>◦ Provide social welfare services for special needs groups</td>
<td></td>
</tr>
<tr>
<td>◦ Develop a national early warning system.</td>
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<thead>
<tr>
<th>CULTURE, YOUTH AND SPORT</th>
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<tbody>
<tr>
<td>◦ Develop and implement a National TVET Action Plan including strengthening the TVET component of the EMIS system</td>
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<tr>
<td>◦ Execute a training needs assessment and establish pre-service and in-service training for TVET instructors and managers at the three MoE Teacher Training Institutes of Rumbek, Maridi and Malakal</td>
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<tr>
<td>◦ Develop and implement a National YVS policy, procedures, M&amp;E and performance appraisal system</td>
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<tr>
<td>◦ Establish and equip a YVS national training unit and team at the Amadi Rural Development Training Institute managed by the Ministry of Cooperatives and Rural Development</td>
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<tr>
<td>◦ Establish and equip 3 regional YVS master training units and outreach teams in Wau, Malakal and Amadi</td>
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<tr>
<td>◦ Develop and adapt foundational training materials for the YVS</td>
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<tr>
<th>SECURITY</th>
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<tbody>
<tr>
<td>◦ Draft and publish legal and policy framework for NSC and NIS and National Security Strategy.</td>
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<tr>
<td>◦ Create a Ministry of Defense and provide staff and infrastructural needs.</td>
<td></td>
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<tr>
<td>◦ Draft plan and strategy to transform SPLA into a modern, professional military force; establish staffing needs, create positions and ToRs.</td>
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<tr>
<td>◦ Design and budget for a new DDR programme and a transformation strategy.</td>
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<tr>
<td>◦ Design an early warning policy framework, civic education programmes and projects for peace building and conflict mitigation.</td>
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<tr>
<td>◦ Plan and prioritise, coordinate, accredit, monitor and quality assure mechanisms for clearance, stockpile destruction, victim assistance, mine risk education, and advocacy (including curriculum and reporting methods to free the country from the impact of landmines and explosive remnant of war.</td>
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<tr>
<th>RULE OF LAW</th>
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<tbody>
<tr>
<td>◦ Provide a legal framework for South Sudan and ensure equitable and speedy justice for all.</td>
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<tr>
<td>◦ Coordinate internal security and law enforcement efforts—internal strengthening of MoI.</td>
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<tr>
<td>◦ Enhance protection of human rights.</td>
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<tr>
<td>◦ Review/map existing legislation and prioritize legislative gaps; strengthen LRC infrastructural and human capacities.</td>
<td></td>
</tr>
<tr>
<td>◦ Combat proliferation of small arms and community insecurity.</td>
<td></td>
</tr>
<tr>
<td>◦ Build institutional capacities for Customs Service and the Directorates of Immigration, Passport, Nationality and Identification.</td>
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3. Cross-Government Capacity Development Priorities

While the SSDP outlines sector-specific capacity development priorities, a number of “generic” cross-Government human and institutional capacity needs were identified as essential to delivering on key development and State-building objectives during the 2011-2013 period. Given their transversal nature, these have not been adequately addressed or budgeted for at the level of the specific SSDP pillar and sectoral plans.

The following priority cross-Government interventions are derived from an analysis of gaps in the SSDP, as well as priorities from the Core Governance Functions Action Plan of 2010, expected to be carried over following independence. As such, these interventions should be viewed as a complement to the specific sector-level capacity development priorities outlined in the previous section.

For the purposes of this Strategy, ‘cross-government capacities’ are those inter-governmental policies, institutional mechanisms and human capacities required both horizontally across government agencies, as well as vertically through all levels of government. An example of a cross-government capacity is an operational standardized payroll system used by all agencies within the public service, and at all levels of Government.

The successful implementation of these cross-government interventions requires robust and coordinated engagement from the GoSS, as well as the effective alignment of international assistance. For several of these interventions, temporary ‘gap-filling’ international technical and advisory assistance will be required while national capacities are progressively strengthened and established.

The core capacity development interventions proposed for the 2011-2013 period within this context are clustered into three main thematic areas identified in Section 1, namely: a) improving policy and strategy formulation; b) strengthening institutional core functions; and c) strengthening human capacities for delivery of essential services (additional details provided in the table below):

a. Improving Policy and Strategy Formulation

Strong policy and strategy formulation capacities are essential for the definition of institutional mandates, the effective implementation of institutional functions and services, and the translation of policies into realistic annual plans. Stronger strategic planning capabilities will also be essential for the next five-year GoSS Development Plan (2013-2018).

While the SSDP outlines a range of key legal and policy frameworks that need to be established, the SSDP sector plans do not identify the needs for capacities required to develop, review and implement policies and mandated functions.

The key cross-government capacity development priorities in the area of policy and strategy development are to:

- **Strengthen capacity to formulate policies, strategies and legal frameworks.** This includes a focus on improving the ability of institutions to conduct strategic analysis, develop draft laws, policies and strategies, and coordinate review and approval processes. This is intended to help ensure oversight over the implementation of policies and strategies, while addressing evolving conditions and priorities; and to ensure that clear legal and regulatory frameworks exist for Government functions at all levels.

- **Strengthen institutional capacities to implement policies and strategies.** To ensure policy and legal frameworks are implemented, it is necessary to strengthen the ability of Government agencies to translate policies and strategies into organizational work plans, to develop and manage core
implementation and operational systems and functions on this basis, and to monitor and enforce compliance with core policies and regulations within both public and private sectors.

b. Strengthening Institutional Capacities for Implementation of Core Functions

To execute their mandates, institutions require robust systems and capabilities for managing resources and delivering essential public functions and services. The establishment and strengthening of these core functional capacities across Government agencies at all levels is necessary to convert government policy into sustainable programmes that deliver services to citizens.

While a number of institutional mechanisms and systems are proposed in the SSDP sector plans to implement mandates, the core financial, operational and logistics capacities required for delivery of functions and services, particularly at local levels, are not consistently addressed across all SSDP pillar and sector plans.

The key cross-government capacity development priorities in this area are:

- **Consolidate and Strengthen Delivery Mechanisms:** To execute their mandates and functions, institutions require robust planning, budgeting, financial management, logistics and procurement capabilities. The establishment and strengthening of these core functional capacities across all Government ministries and at state level is necessary to convert Government policy into sustainable programmes that deliver services to citizens. The key capacity development priorities identified within this framework consist of: a) strengthening management of budgeting and finance, procurement and logistics and project management for implementation of core functions and services; and b) improving the execution of core functions and services at state and local levels, alongside the progressive decentralization of service delivery to state-level institutions.

- **Strengthen National Management of Development Assistance:** At present, international development assistance to South Sudan is provided outside national systems. This is normal in a post-conflict context, particularly where many national systems do not exist or are not robust (e.g. lack of a procurement law) to meet the financial accountability needs of donor-country legislative assemblies. This however means that development assistance is managed through parallel structures, is not on-budget and involves external planning and coordination mechanisms. This poses an inherent risk of undermining national systems that development assistance aims to strengthen. In South Sudan it is likely that such arrangements will persist in the near future; key priorities in the 2011-2013 period include the urgent strengthening of key public financial management systems, and Government capabilities in planning, coordination and oversight. This is intended to ensure conformity of non-government executed programmes with national priorities and the progressive strengthening of national execution modalities in the areas of planning, programme management, fiduciary controls, monitoring and oversight. The long term vision of the government is a progressive shift towards a full country-system approach to financing and managing development assistance.

c. Strengthening Human Capacities for Provision of Essential Services

Robust public administration systems and the deployment of qualified personnel are critical in complementing and sustaining institutional capacity development efforts in such areas as policy development and organizational restructuring. As such they are the responsibility of individual agencies, as well as policy / oversight agencies such as MoLPS and MoHRD. In sectors that deliver essential basic services, such as in Health or Education, the deployment of highly trained and qualified human resources is fundamental in the implementation of their mandates.

While the SSDP sector plans address specialized training requirements, as well as priorities for strengthening the administration of the public service, they do not address how the public
workforce will be increased to accommodate expansion of service delivery (particularly at local level), and how core skills will be developed across the public service as a whole.

The key cross-government capacity development priorities in the area of strengthening human capacities are:

- **Expand Government Delivery of Essential Services**: A broad and swift expansion of Government functions and provision of services at local levels (State, County and Payam) is critical for restoring order, improving social well-being, and promoting economic recovery. During the 2011-2013 period, this entails the significant scaling up and deployment of qualified civil servants and further development of administrative and delivery systems. A key priority is the launch of a national campaign to attract and recruit South Sudanese Diaspora, as well as other qualified candidates, which will be organized along-side the deployment of technical experts and advisors under regional cooperation agreements with the AU and IGAD.

- **Strengthen Executive Leadership and Management**: At present, many institutional reform and restructuring efforts are hindered by lack of adequate skilled senior management and technical staff in ministries and state level governments. Many ministries, for instance, lack a dedicated cadre of mid-level technical and managerial staff critical to operationalize reforms. Key priorities during the 2011-2013 period are to provide intensive leadership training to senior managers (Undersecretaries and Directors General), and to recruit and train a cadre of mid-level personnel responsible for managing implementation of institutional policies, who will be deployed across ministries and state Governments and responsible for supporting the development and implementation of key institutional capacities, including policy frameworks and institutional systems.

- **Improve Public Service performance through Core Skills Development**: Although considerable progress has been made since 2005 in developing organizational frameworks and mechanisms, the overall effectiveness of State institutions has been undermined by the lack of public service personnel with the requisite skills to manage and deliver core functions and services. Pending the longer-term reform of public administration (which will require adoption of the Public Service Act), a key priority during the 2011-2013 period is to increase development of urgently needed core skills in the short term by increasing the scope and size of training programmes across ministries and state Governments. Simultaneously, emphasis will also be placed on improving the design and quality of training programmes, as well as the management and standardization of practice. Core skills proposed as a focus of training programmes in the 2011-2013 period include literacy and numeracy, computer skills, work culture and ethics, and skills in essential technical and organizational functions. Finally, an emphasis will also be placed on developing national training facilities (including through collaboration with regional institutions, such as the African Union), and promoting education and training initiatives such as alternative education services and skills development programmes among youth, as a future labor pool for the public service.

The table below provides a more detailed overview of each of these priority interventions, including a description of the key outputs expected.

<table>
<thead>
<tr>
<th>Priority Areas</th>
<th>Key Outputs</th>
<th>Critical Interventions</th>
</tr>
</thead>
</table>
| **LEGAL AND POLICY FRAMEWORKS** | Capacities for the development, review and approval of policies, laws and strategies established and resourced | ▪ Establish and resource Research, Policy and Planning Units within relevant institutions  
▪ Establish procedures and guidelines on the drafting of national policies, laws and strategies  
▪ Establish procedures for formal review of draft policies, laws and strategies (internal and external) |
| Strengthen Policy and Strategy Formulation and Implementation | Institutional mandates and functions implemented on the basis of clear legal, policy and strategic frameworks | ▪ Establish mechanisms for policy and strategy implementation, including translation into work plans  
▪ Develop oversight and enforcement mechanisms, linked to organizational management systems |
### INSTITUTIONAL STRUCTURES

**Strengthen Institutional Capacities for Implementation of Core Functions**

- Institutional mechanisms for managing and delivering core functions consolidated and expanded at GoSS, state and county levels
- Consolidate and expand Public financial management systems across Government
- Rollout procurement and contracting systems at national, state and county levels
- Establish systems for effective revenue collection and management
- Improve management of inter-governmental transfers
- Develop monitoring and evaluation system to measure institutional performance and effectiveness
- Develop a National Programme Manual for programme design, management and evaluation
- Develop national programme execution modalities (financial, legal, managerial and operations arrangements)
- Strengthen mechanisms for tracking, coordinating, and monitoring international assistance programmes
- Develop strategy for progressively transferring management of programme resources to national budget systems
- National and state capacities to manage development assistance strengthened
- Establish systems for state Government oversight and coordination of existing non-state service providers
- Develop a strategy for progressive transfer of responsibilities for social service delivery to local governments
- Develop state level integrated planning and budgeting capacities
- Provide temporary infrastructure and equipment for essential public offices
- Improve the system for inter-governmental transfers and revenue sharing

**Systems for the delivery of core functions and services at state level strengthened**

- Establish systems for state Government oversight and coordination of existing non-state service providers
- Develop a strategy for progressive transfer of responsibilities for social service delivery to local governments
- Develop state level integrated planning and budgeting capacities
- Provide temporary infrastructure and equipment for essential public offices
- Improve the system for inter-governmental transfers and revenue sharing

### HUMAN RESOURCES

**Strengthen Critical Human Capacities for Delivery of Essential Services**

- Executive leadership and management strengthened
  - Deliver comprehensive leadership training for Senior Executive Staff (US and DG levels) in the areas of policy-making, strategy implementation and performance management
  - Identify, recruit, train and deploy mid-level technical and managerial staff (under DG level) in key institutions

- Human capacities to provide core Government functions and services expanded at state and county Levels
  - Conduct assessment of the public service at state, county and payam levels to map distribution of current staff and skill sets against required critical functions
  - Temporarily deploy technical experts and advisors from the region to provide in-line and advisory functions, through partnership and collaboration with regional organisations (e.g. IGAD, AU)
  - Launch a national policy, process, and recruitment mechanism to encourage qualified South Sudanese, including the Diaspora, to the public service

- Core skills strengthened throughout public service
  - Improve quality of training: develop TNAs, training strategies, national standards; link training outputs to performance management, monitoring and oversight
  - Expand quantity of training: develop national plan for scaling up core skills training programmes (work culture, literacy, core institutional functions, critical technical areas)
  - Rehabilitate and develop dedicated and financially sustainable national training facilities, while promoting development of alternative education initiatives, as well as professional councils and youth development programmes.

### 4. Core Principles for Implementation

The implementation of the overall goal for capacity development, as well as the specific objectives outlined above, should be informed by a number of strategic considerations. These include:
Strategy and Policy Considerations

- **Capacity development as a national process.** Capacity building is a national development priority under the responsibility of the Government of South Sudan. It will ensure that efforts are guided by ongoing dialogue with a broad range of South Sudanese stakeholders, and that international assistance is aligned with national priorities and policies.

- **Responsibilities for capacity development.** Individual government agencies, which must use their resources effectively to achieve measurable results, are responsible for building their institutional capacities. In addition, specific agencies (MoHRD, MoLPS, MoFEP) are responsible for system-wide standard-setting and systems design.

- **Building on South Sudanese capacities.** National and international efforts should aim to build on existing South Sudanese expertise and experience and seek to attract qualified individuals at senior and managerial levels, including from the diaspora.

- **Strengthening capacities at all levels.** A focus on institutional needs at the centre (i.e. national level) should be balanced with an appraisal of needs at local levels of Government, including state and county levels.

- **Balancing peace and development priorities.** In South Sudan, a ‘technocratic’ approach to capacity development must be tempered by the imperatives of peace consolidation and national reconciliation. Balancing these priorities (e.g. delays in necessary reforms to provide immediate stability) will require continuing dialogue with a broad range of national stakeholders on fundamental issues of governance. It also highlights the need to ensure that political decisions are informed by the technical requirements of viable organizational change.

- **Balancing need for rapid delivery with long-term impact.** In the immediate post-independence period, the ability of the State to rapidly unite the country and deliver concrete benefits to its population in the areas of security, rule of law and social services is critical. In the short-term, this entails balancing requirements for rapidly scaling up local service delivery with the need to invest in broader institutional reform and structuring. Such balancing includes developing transitional administrative and service delivery capacities at *State* and *County* levels, through which a progressive transformation of service delivery arrangements could begin.

Planning Considerations

- **Results-based approach.** Interventions should be designed on the basis of an understanding of minimum requirements needed to achieve outcomes over the medium to long-term, and include rigorous indicators and benchmarks explicitly linked to the achievement of the goals of the SSDP. Interventions should also explore how responsibility for financial support gradually transitions to the Government to ensure sustainability.

- **Sequencing and phasing of capacity development activities.** Capacity development strategies should be realistic and based on a carefully thought out approach, based on a prioritization of needs and analysis of the precise sequencing of actions needed to ensure the most effective and sustainable outcome possible.

- **Ensuring viability of individual interventions.** The design of individual interventions should not be developed in isolation, but take into account linkages with other systems. Ensuring a holistic ‘systems’ approach in the design of individual interventions is key to preventing a proliferation of unsustainable ‘partial solutions’;

- **Flexibility and adaptation.** Capacity development should be understood as a dynamic and evolving process, and not be constrained to rigid plans. Capacity development programmes should
reflect this reality by building in provision for regular monitoring and adjustments to implementation strategies.

5. Risks, Challenges and Constraints

South Sudan faces a challenging governance agenda in the first years of statehood. Successful implementation of the MTCDS will depend on how a set of political, economic and structural risks, challenges and constraints are managed. Effectively addressing them will ensure that the government capacities and institutions needed to deliver on the promise of the SSDP are developed as quickly as possible. If the risks faced by the MTCDS are not successfully managed, South Sudan will reach few of its national development goals by the end of the SSDP period.

A number of such risks and challenges were identified during the development of the SSDP, including:

- **Delays in adopting legal frameworks.** Legislation affecting many functions of government, such as a Procurement Act and an updated Local Government Act, requires coordinated and competent legislative drafting processes and swift passage by the South Sudan Legislative Assembly (SSLA). During the CPA period, much key legislation never proceeded past a draft stage. This, in combination with new laws required for an independent state (e.g. Citizenship Act) has resulted in a current backlog of priority legislation both in the Ministry of Legal Affairs and Constitutional Development (MoLACD) and in the SSLA. Both MoLACD and SSLA face capacity challenges in addressing this matter. The executive will play an indispensable role to make the necessary decisions on priority legislation and to campaign for passage. Individual ministers also have important roles in mobilizing the political will to pass core legislation.

- **The challenge of restructuring.** Restructuring is needed in many ministries for improved effectiveness and service delivery. These efforts impact hiring practices, staffing levels, budget allocations and other politically sensitive issues, given the high employment level by the public service and potential implications on stability. Ministers and State officials will need to act strategically and lead with the assurances of commitment by the highest levels of government to the SSDP.

- **Resource uncertainties.** Resource availability will depend on the ongoing debt and oil negotiations with the North given South Sudan is 98% dependent on oil revenues. In addition, oil revenue availability varies with the global market price. Although it is expected that a positive outcome in the negotiations could substantially increase Government revenues for the 2011-2013 period, the capacity to manage and account for funds will remain critical.

- **Need for structural coherence.** The success of the MTCDS will depend on coherent action by different levels of government, from the GoSS level to the State, County and Payam levels. Unfortunately, no decentralisation policy for capacity development exists and government revenue has not reached the state and county levels in a sustained, efficient manner during the CPA period. Links between levels of government must be further developed in law and implemented in practice through a redistribution of human and material resources away from the centre and toward institutions in the states. Clear definitions of roles and responsibilities at each level of governance will be critical to maximize impact of Government programmes.
V. A Coordination Framework on Capacity Development: Enabling Coherence, Unity of Effort and Effective Partnership

Almost all Government ministries and state governments are involved in capacity development efforts, and a number of donors are also providing assistance in this regard. This context has in the past led to a piecemeal approach, where efforts have been fragmented, driven by highly localized priorities and interests, and based on varying standards. The Core Functions framework provided a much needed element of focus for national and international actors in implementing immediate priorities for capacity development. This focus must be carried into the medium-term with the development and implementation of a common strategic approach to capacity development, buttressed by a framework to facilitate coherent and coordinated action between national and international partners over the SSDP period. Such a framework should specify the ‘rules of the game’ with respect to principles, standards and approaches guiding the translation of priorities into specific programmes, and also establish mechanisms for ensuring substantive coordination on planning, funding and implementation.

The following section provides a framework for ensuring the coherence and alignment of national efforts and international support on capacity development during the 2011-2013 period, and the establishment of strong partnerships based on mutual commitment and accountability.

This framework is divided into two components:

- **Core Principles and Commitments (sections 1 and 2).** The principles, guidelines and modalities that will be followed by both national and international actors to ensure the coherence and alignment of support for institutional capacity development within the SSDP framework. These principles are derived from the experience of other fragile states, as well as from emerging practice in South Sudan.

- **Coordination, Financing and Monitoring (sections 3, 4 and 5).** The arrangements necessary to ensure unity of action, mutual accountability and a common platform for identifying and addressing common priorities, both within the Government, and between the Government and its international partners. The principles and mechanisms articulated in this section complement the GoSS Aid Strategy and the overall SSDP coordination architecture.

1. Core Principles and Commitments

The implementation of capacity development efforts by the Government and its international partners will be guided by a number of core principles that will be critical in shaping international assistance programmes, and ensuring that they are realistic, focused and take into account the requirements of the South Sudanese context:

- **National vision and ownership.** The capacity development priorities and approach outlined in the present document will constitute the basis of Government efforts during the course of 2011-2013, including the development of strategic plans and programmes. The Government of South Sudan commits to dedicating the requisite resources and capacities to ensure effective national coordination of capacity development efforts, while the international community commits to aligning its assistance to national priorities.

- **Mutual accountability.** The partnership between national and international stakeholders on institutional capacity development is based on the principle of shared accountability. Shared accountability is founded on adherence to common objectives, transparency in the allocation and
management of resources, a commitment to reporting on performance and impact, a collective responsibility for results, and a clear delineation of individual roles and responsibilities based on comparative advantages.

- **A partnership at all levels.** Maximising the alignment and harmonization of international efforts within a nationally-led framework for capacity development will require a joint approach to assessment, design, implementation and monitoring of individual interventions and programmes. This is particularly relevant in the context of South Sudan given the strong leadership demonstrated by the Government, and the need to maximise alignment between national and international efforts given the urgency of meeting critical needs, and the lack of a margin for error.

- **Light international foot-print.** Provision of international assistance should seek to minimize potential impact of multilateral organizations on the labour market, and avoid creating a ‘brain drain’ in national institutions, given the current lack of a large pool of qualified and skilled South Sudanese.

- **Managing and not avoiding risks.** In many countries, risks associated with capacity development assistance in post-conflict contexts have led to chronic under-funding or preference for ‘safe’, but not necessarily critical, programmes. Given the scale of needs and challenges in South Sudan, both the Government and its international partners commit to jointly evaluating risks and developing common strategies to manage possible challenges, constraints and threats.

- **Promotion of South-South solutions.** To the extent possible, South-South solutions will be promoted in the design of assistance programmes, linking to existing sources of expertise and regional arrangements in Africa, as well as the South Sudanese Diaspora itself. Both the GoSS and international community commit to finding innovative ways to ensure effective and sustainable solutions to the human capacity gap in this regard.

- **Building capacity to build capacity.** International efforts will aim to support GoSS in ‘building capacity to build capacity’ (including capacities for change management, coordination, and oversight of capacity development efforts within GoSS), and progressively move away from capacity supplementation. This will be linked to specific interventions aimed at building national capacity development systems (e.g. training institutes, professional associations, etc.). Capacity development will also be ‘mainstreamed’ throughout international development assistance programmes, alongside other programmatic objectives. Strengthening South Sudanese capacities in this area is critical to maximize resources available for national processes, and prevent the emergence of large, resource-heavy and parallel international support mechanisms.

- **Strengthening country systems.** Similarly, reliance on temporary capacity provided through international technical and advisory assistance should be progressively reduced through the development and strengthening of national financial, implementation and delivery capacities and resources. All capacity development assistance programmes should include a strategy for a progressive phase-out of direct international implementation of assistance, tied to concrete indicators and benchmarks.

### 2. Design of Capacity Development Interventions

The design of capacity development interventions supported by the international community will be based on the following principles:

- **Accounting for context.** Assessments of institutional capacity requirements should take into account the realities of the South Sudanese context, including existing formal and informal capacities. There is often a tendency to both under and over-estimate the institutional and human resource capacities currently in place resulting in assistance that is not sustainable or contextually adapted.
Demand-driven identification of priorities. Interventions will be demand-driven and developed in response to needs identified by the Government of South Sudan, though the SSDP. This should be matched by a political commitment to address these needs, which at times may be sensitive. In addition, there is a need to recognise that some priorities may need to wait to be implemented to ensure the necessary political support and leadership is in place.

Keep it simple. Careful attention should be given to the current absorptive capacity of national institutions to utilise and apply complex capacity development programmes that represent ‘international best practice’. Based on the successful experience of South Sudan in developing budgetary and payroll systems, attention should be paid to defining ‘tailor-made’ programmes that deliver what is needed and manageable from the perspective of the recipient institution in its current stage of organizational development.

Minimum standards. Interventions should be designed based on adapted principles of international best practice, as well as principles emerging from the lessons learned of past experience in Southern Sudan. To this end, national and international partners commit to following a common set of ‘minimum standards’ for different types of capacity development assistance. These minimum standards will be developed during the implementation of the MTCDS.

Moving beyond PIUs. The management of international programmes using Project Implementation Units will be progressively replaced by alternative arrangements that maximize joint national and international oversight over implementation, as an intermediate stepping-stone to full use of national programme management systems. International partners commit to developing and implementing appropriate modalities in this regard within the framework of the MTCDS.

3. Ensuring a Coordinated Approach

The following arrangements will be established to ensure the coherent and effective coordination of national and international efforts in support of capacity development priorities.

National coordination. Overall coordination within GoSS will occur through an inter-governmental body established for this purpose. This will include key ministries in the area of capacity development (MoHRD, MoLPS, MoFEP), and be responsible for developing strategy and policy, overseeing implementation of capacity development standards and policies by Government agencies, monitoring progress in institutional capacity development; coordinating inter-ministerial efforts and interfacing with the international community.

Strengthening sector and agency coordination. Sector reform and organizational development plans should be based on national capacity development policies and principles and monitored by an inter-governmental policy body (see above). At the sectoral level, the Budget Sector Working Groups will be strengthened to facilitate strategic planning on capacity development requirements, while individual agencies and local government bodies will be expected to develop their own strategic plans against national policies and standards.

Coordination of international assistance. To ensure alignment of international assistance with national goals and standards, a coordinating body (a ‘South Sudan Capacity Development Group’) will be established under the leadership of MoHRD, and comprising key GoSS agencies and international partners. This will include a technical secretariat on capacity development to support coordination and provide technical advice, as well as a mechanism to provide recommendations on financial, technical and other resources required to address capacity development priorities defined in the SSDP and MTCDS. These coordination arrangements will be integrated as part of the broader GoSS Aid Strategy and coordination architecture of the SSDP.
A programmatic and technical forum on system-wide capacity development. A working group on system-wide capacity development, comprised of both national and international partners and reporting to the ‘South Sudan Capacity Development Group’, should be established to complement and support sectoral coordination on this issue. Key functions could include: supporting results-based international capacity development support strategies; mapping baselines and developing output indicators for international assistance; monitoring performance, improving the design and effectiveness of assistance mechanisms (including development of lessons learned and best practices); ensuring a broad systems approach linked to national strategies and policies; coordinating regular monitoring and evaluation of international support to national efforts; and supporting the work of the BSWGs.

4. Funding

Key principles related to funding for both GoSS and international partners include:

- **Targeted and flexible allocation of financial resources.** Capacity development priorities will evolve over time. For this reason, SSDP fund allocation and management mechanisms will contain provision for addressing capacity development priorities with sufficient flexibility, while also enabling responses in ‘real-time’. Dedicated pooled and ‘fast-track’ funding arrangements for capacity development (including basket funds or dedicated funding windows) will also be established as part of the overall SSDP aid coordination and funding architecture.2

- **Strengthening and use of country systems.** GoSS and international partners will work together to prioritise the development of financial management systems within national ministries and other implementing agencies as part of a broader strategy to promote the progressive use of national systems over those of international and non-governmental organisations.

- **Government funding for capacity development.** As national institutions for capacity development (for instance, national training institutes) are established and national fiduciary, revenue management and delivery mechanisms are strengthened, the Government of South Sudan will consider how it can increase its financial and technical contributions to capacity development programmes. This will help consolidate national ownership over capacity development and provide the basis for the gradual phasing out of external assistance.

5. Monitoring and evaluation

Key principles related to monitoring and evaluation for both GoSS and international partners include:

- **Need for dedicated M&E framework.** Establishing a monitoring and evaluation framework under national leadership and management is critical to ensure that progress is being made in achieving capacity development goal sat both national, sectoral and agency-specific levels. Performance indicators will be based on realistic expectations of achievable outputs and measure the overall impact of national and international efforts.

- **Maximising performance and impact.** Capacity development is an evolving field of global practice, including in South Sudan where national and international efforts are still in their nascency. This underscores the need for real-time monitoring, review and evaluation to ensure that lessons-learned directly contribute to future development of policy and programmes in this area.

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2 A Capacity Building Trust Fund (CBTF), administered by the Joint Donor Office in South Sudan, currently exists and supports a range of capacity development programmes. Alignment of existing arrangements within the MTCDS framework should be privileged where possible over the establishment of new mechanisms.
The monitoring and evaluation system on capacity development will comprise of the following components, which will be further developed by the Government with the support of its partners during the implementation of the MTCDS:

- **Development of a monitoring and evaluation framework** that provides an overview of performance measurement indicators linked to SSDP activities and outputs; and a methodology for systematically collecting and analyzing information on progress, including establishment of baselines;

- **Development of a management review mechanism** that periodically generates ‘scorecard’-type progress reports, as well as more in-depth evaluations, at agency, sectoral and national levels based, and organizes reviews by senior management within GoSS and its international partners;

- **Development of a programme review mechanism** that analyzes progress and evaluation results and generates specific recommendations with respect to the refinement and further development of national, sectoral and agency specific strategies and programmes on capacity development.

### VI. Towards a Long-Term National Capacity Development Strategy

A key priority during the implementation of the MTCDS will be the development of a long-term (5-10 year) national strategy on capacity development. The development of this strategy will be coordinated by the ‘Capacity Development Group’ on the basis of the following parameters:

- A comprehensive cross-sectoral assessment of capacity development requirements will be undertaken, to identify baselines and additional requirements, which would also integrate an evaluation of medium-term capacity development efforts within the SSDP framework;

- Based on the results of the capacity development assessment, long term needs will be prioritized at national, sectoral and agency-specific levels, along-side corresponding strategies and budgetary frameworks;

- Development of a comprehensive capacity development strategy will be undertaken, involving a broad range of national stakeholders at central level (GoSS, private sector, civil societies, faith based organizations) as well as at State and County levels;

- A review of lessons learned of capacity development efforts to date in South Sudan will be undertaken to inform the development of the long-term capacity development strategy, which will also incorporate a review of best practices from other countries around the world;

- Comprehensive national standards and guidelines will be developed, building on the work undertaken in the context of the MTCDS, on specific tools and strategies for capacity development, including training, recruitment systems, and performance management.

- Development of a comprehensive funding strategy and framework

- Development of cross-cutting strategy for progressive phasing out of international technical assistance and a project-based approach, and development of sustainable capacities for supporting continued cross-sectoral capacity development efforts

- Development of a comprehensive monitoring and evaluation framework for measuring progress and assessing impact of capacity development efforts over the medium to long-term.