

The Republic of South Sudan
**Ministry of Agriculture, Forestry, Cooperatives and Rural
Development**

Ministry of Livestock and Fisheries Industries

Comprehensive Agricultural Development Master Plan

Final Report

Annex II

CAMP Implementation

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Table of contents

1. CAMP/IDMP implementation mechanism	1-1
1.1 Elements of CAMP/IDMP implementation mechanism	1-1
1.1.1 <i>CAMP/IDMP implementation coordination structure</i>	1-1
1.1.1.1 Inter-ministerial Steering Committee	1-4
1.1.1.2 Technical Committee	1-4
1.1.1.3 CAMP/IDMP Implementation Coordination Task Team and Committees	1-4
1.1.1.4 Government implementing authorities	1-4
1.1.1.5 Stakeholder participation	1-5
1.1.1.6 Enhancement of existing aid coordination mechanisms	1-5
1.1.2 <i>Public financial management system for implementation</i>	1-5
1.2 Implementation management areas and tools	1-7
1.2.1 <i>Implementation management areas</i>	1-7
1.2.1.1 Operational management	1-7
1.2.1.2 Financial management	1-9
1.2.1.3 Human resource management	1-10
1.2.2 <i>Implementation management tools</i>	1-11
1.2.2.1 CAMP investment plan	1-11
1.2.2.2 National state and county annual budgets	1-12
1.2.2.3 Annual work plan and budget	1-12
1.3 Workflow of CAMP implementation	1-13
2. Funding mechanisms	2-1
2.1 Project funding arrangements	2-2
2.1.1 <i>Standalone project support</i>	2-4
2.1.2 <i>Pooled funding</i>	2-4
2.1.3 <i>Budget support</i>	2-5
2.2 Funding mechanism design	2-5
2.2.1 <i>CAMP pooled fund mechanism</i>	2-6
2.2.1.1 MoFEP as fund manager	2-6
2.2.1.2 Government as implementing authority	2-7
2.3 Aid coordination structure	2-7
3. Operational management	3-1
3.1 Multi-year workflow	3-1
3.1.1 <i>Commitment to a project and implementation</i>	3-1
3.1.1.1 Overall project plan	3-1
3.1.2 <i>Evaluation and review of priority setting</i>	3-2
3.1.2.1 Evaluation activities	3-2
3.1.2.2 Guidelines	3-3
3.1.2.3 Feedback, review and follow-up	3-4
3.1.3 <i>Realignment of projects</i>	3-4
3.2 Annual workflow	3-5
3.2.1 <i>Draft annual work plan and budget</i>	3-6
3.2.1.1 Structure of the annual work plan and budget	3-6
3.2.1.2 Drafting the AWPB	3-7
3.2.1.3 Related Planning Activities	3-8
3.2.2 <i>Budget negotiation and allocation</i>	3-10
3.2.3 <i>Approved national annual budget, state annual budget and AWPB</i>	3-10
3.2.4 <i>Fund disbursement</i>	3-10
3.2.5 <i>Project implementation and budget execution</i>	3-11
3.2.5.1 Detailed plans for project implementation and budget execution	3-11
3.2.5.2 Field activities	3-13
3.2.5.3 Regular monthly meeting	3-14
3.2.5.4 Monitoring and Evaluation	3-15

3.2.6	<i>Reporting</i>	3-18
3.2.6.1	Reporting activities.....	3-18
3.2.6.2	Supervision and feedback.....	3-19
3.2.7	<i>External audit</i>	3-20
4.	Financial management	4-1
4.1	Annual workflow.....	4-1
4.1.1	<i>Draft annual work plan and budget</i>	4-1
4.1.2	<i>Budget negotiation and allocation</i>	4-1
4.1.3	<i>Approved national annual budget, state annual budget and AWPB</i>	4-1
4.1.4	<i>Fund disbursement</i>	4-2
4.1.4.1	Fund disbursement of government managed funds.....	4-2
4.1.5	<i>Project implementation and budget execution</i>	4-3
4.1.5.1	Accounting and internal controls of government managed funds.....	4-3
4.1.5.2	Internal audit of government managed funds.....	4-4
4.1.5.3	Procurement using government managed funds.....	4-5
4.1.6	<i>Reporting</i>	4-8
4.1.6.1	Reporting to government and development partners.....	4-8
4.1.7	<i>External audit</i>	4-8
4.1.7.1	External audit of government managed funds.....	4-8
5.	Human resource management	5-1
5.1	Multi-year workflow.....	5-1
5.2	Annual workflow.....	5-2

List of tables

Table 1-1:	Composition and functions of the CAMP/IDMP ICS.....	1-2
Table 1-2:	Implementation management areas.....	1-7
Table 1-3:	Guidelines for operational management.....	1-7
Table 1-4:	Guidelines for financial management.....	1-9
Table 1-5:	Guidelines for human resource management.....	1-10
Table 1-6:	Implementation management tools.....	1-11
Table 1-7:	National budget preparation timeline.....	1-12
Table 2-1:	Project funding arrangements.....	2-2
Table 3-1:	Sample format for the overall project plan.....	3-2
Table 3-2:	Project evaluation plan.....	3-3
Table 3-3:	CAMP annual workflow.....	3-5
Table 3-4:	AWPB structure.....	3-6
Table 3-5:	Summary of the AWPB by component.....	3-7
Table 3-6:	Summary of expenditure items by component.....	3-7
Table 3-7:	Sample M&E plan.....	3-9
Table 3-8:	Sample risk register.....	3-10
Table 3-9:	Sample quarterly activity plan.....	3-11
Table 3-10:	Sample monthly activity plan.....	3-12
Table 3-11:	Sample Gantt chart of activities.....	3-13
Table 3-12:	Sample “back-to-office” report.....	3-14
Table 3-13:	Minutes of the monthly meeting report.....	3-14
Table 3-14:	Sample monthly monitoring and progress report.....	3-15
Table 3-15:	Sample quarterly monitoring and progress report.....	3-16
Table 3-16:	Sample annual review report.....	3-17
Table 3-17:	Sample risk assessment report.....	3-18
Table 3-18:	Quarterly/annual narrative report.....	3-18
Table 3-19:	Management feedback on the quarterly progress reports.....	3-19
Table 3-20:	Management feedback on the annual accomplishment report.....	3-19

List of figures

Figure 1-1: CAMP/IDMP implementation coordination structure.....	1-1
Figure 1-2: Public financial management system (PFMS)	1-6
Figure 1-3: Workflow of CAMP/IDMP implementation mechanism	1-13
Figure 2-1: Aid coordination structure	2-8
Figure 4-1: GRSS funds flow to state and county levels.....	4-2
Figure 4-2: Method of procurement	4-6
Figure 4-3: Overview of stages in the procurement process.....	4-7

Abbreviations

AWPB	Annual work plan and budget
BSP	Budget sector plan
CAADP	Comprehensive Africa Agriculture Development Programme
CAB	County annual budget
CAMP	Comprehensive Agricultural Development Master Plan
CAMP/IDMP ICS	CAMP/IDMP implementation coordination structure
CAMP/IDMP ICTT	CAMP/IDMP Implementation Coordination Task Team
CAMP IP	CAMP investment plan
CAMP TT	CAMP Task Team
CV	Curriculum vitae (resume)
DG	Director General
DP	Development partners
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Development)
GRSS	Government of the Republic of South Sudan
HPF	High-level Partnership Fund
ICT	Information and Communications Technology
ICT	International Competitive Tendering
IFMIS	Integrated Financial Management Information System
IMAC	Inter-Ministerial Appraisal Committee
IMF	International Monetary Fund
IMSC	Inter-ministerial Steering Committee
IPPDR	Interim Public Procurement and Disposal Regulations, 2006
IPS	Investment planning space
JICA	Japan International Cooperation Agency
M&E	Monitoring and evaluation
MAFCRD	Ministry of Agriculture, Forestry, Cooperatives and Rural Development
MCII	Ministry of Commerce, Industry and Investment
MEDIWR	Ministry of Electricity, Dams, Irrigation and Water Resources
MHPP	Ministry of Housing and Physical Planning
MLFI	Ministry of Livestock and Fisheries Industries
MoEnv	Ministry of Environment
MoFAIC	Ministry of Foreign Affairs and International Cooperation
MoF	Ministry of Finance
MoFEP	Ministry of Finance and Economic Planning
MoL	Ministry of Labour, Public Service & Human Resource Development
MoT	Ministry of Transport
MRB	Ministry of Roads and Bridges
MTEF	Medium-term Expenditure Framework
NAB	National Annual Budget
NBS	National Bureau of Statistics
NCT	National Competitive Tendering
NGO	Non-Governmental Organisation
NLA	National Legislative Assembly
NRSWG	Natural Resources Sector Working Group
PFM	Public financial management
PFMS	Public financial management system
PPP	Public-private partnership
QGDF	Quarterly Government-donor Forum
SAB	State Annual Budget
SSFSC	South Sudan Food Security Council
SWG	Sector Working Group

TC
ToR
USD

Technical Committee
Terms of Reference
Unites States dollar

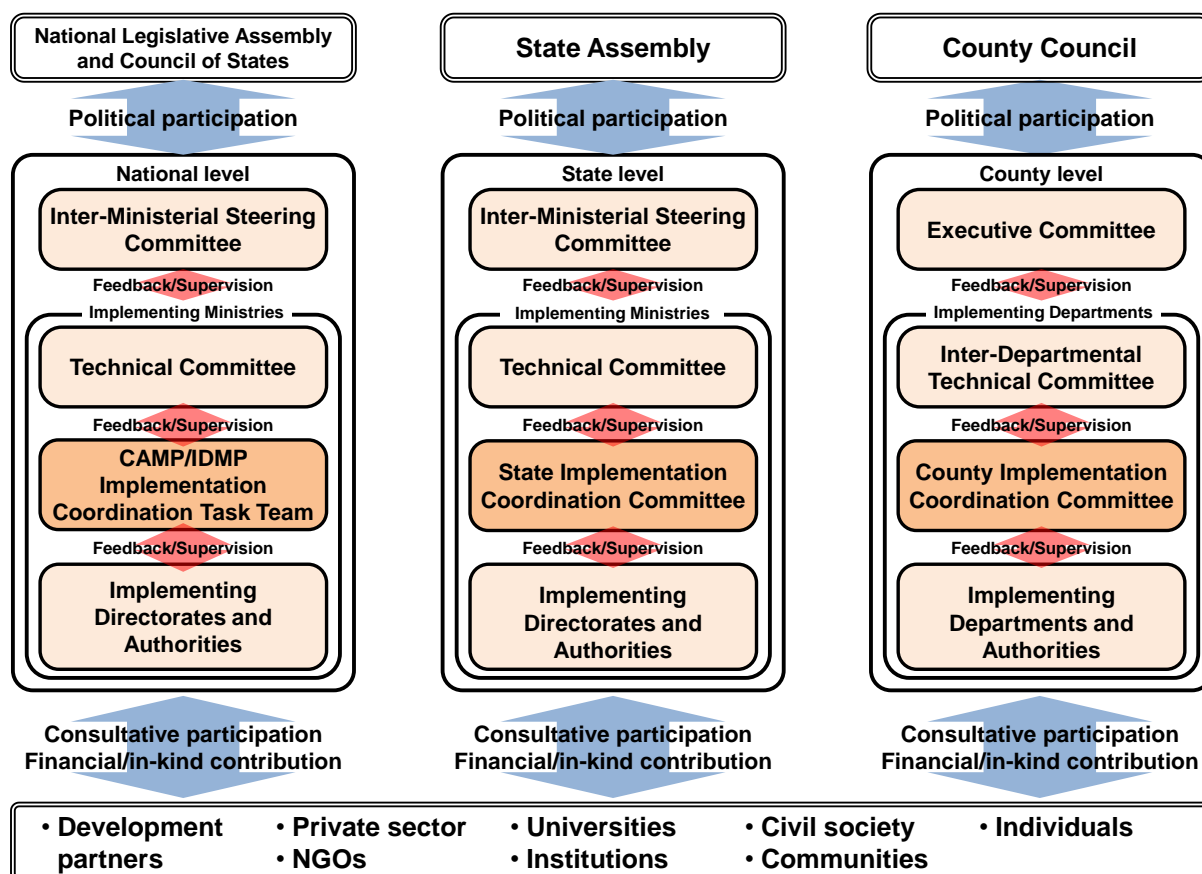
1. CAMP/IDMP implementation mechanism

Although the IDMP report is published separately, and the structure of the report is different from the CAMP report, both CAMP and IDMP are to be implemented within the framework of CAMP. CAMP and IDMP will share an implementation mechanism – the CAMP/IDMP implementation mechanism. This chapter describes the shared CAMP/IDMP implementation mechanism with particular reference to the CAMP/IDMP implementation coordination structure. The other chapters describe CAMP implementation. However, several of the concepts, tools etc. developed in these chapters will be of use and shared during IDMP implementation.

1.1 Elements of CAMP/IDMP implementation mechanism

Core elements of the CAMP/IDMP implementation mechanism are the CAMP/IDMP implementation coordination structure (CAMP/IDMP ICS), and the government's public financial management system (PFMS). The CAMP/IDMP ICS defines authorities and functions given to CAMP/IDMP related entities and the decision-making process, whereas the PFMS regulates the management of public finances, all necessary for both CAMP and IDMP implementation.

Figure 1-1: CAMP/IDMP implementation coordination structure



1.1.1 CAMP/IDMP implementation coordination structure

The CAMP/IDMP implementation coordination structure (CAMP/IDMP ICS) is a set of institutional arrangements involving national, state and county governments (Figure 1-1). This structure facilitates collective decision-making throughout CAMP and IDMP

implementation by the government, development partners, private sector, NGOs, universities, civil society, communities and individuals, through political, consultative and financial/in-kind contribution participation. A national implementation coordination task team and state and county implementation coordination committees will be established. They are responsible for the overall coordination, management, and monitoring and evaluation of implementation at the national, state and county levels. They also lead and facilitate the mobilisation of internal and external resources for the implementation of CAMP and IDMP projects under various responsibility arrangements between national, state and county governments and the private sector.

Table 1-1 summarises the composition and functions of the CAMP/IDMP ICS.

Table 1-1: Composition and functions of the CAMP/IDMP ICS

<p>Inter-Ministerial Steering Committee (IMSC) at national/ state level* <i>*Executive Committee is equivalent to IMSC at county level</i></p>
<p><u>Composition (example at national level)*</u> <i>* Quorum is formed by the attendance of ministers of MAFCRD, MLFI, and MEDIWR</i> - Chair: Minister, MAFCRD/MLFI (annually rotating) - Members: MAFCRD, MLFI, MEDIWR, Ministry of Finance and Economic Planning (MoFEP), Ministry of Labour, Public Service & Human Resource Development (MoL), Ministry of Foreign Affairs and International Cooperation (MoFAIC) Ministry of Environment (MoEnv), Ministry of Roads and Bridges (MRB), Ministry of Transport (MoT), Ministry of Housing and Physical Planning (MHPP), Ministry of Commerce, Industry and Investment (MCII), Secretary general of South Sudan Food Security Council (SSFSC), Chairpersons of Land Commission and National Bureau of Statistics (NBS), and Parliamentary Chair of Natural Resources - Secretariat: CAMP/IDMP Implementation Coordination Task Team (CAMP/IDMP ICTT)</p>
<p><u>Main Functions</u></p> <ul style="list-style-type: none"> • Be the highest decision-making body for CAMP implementation. • Provide political and policy support to CAMP implementation. • Approve modifications to the CAMP investment plan. • Secure close communication and coordination among implementing and stakeholder ministries. • Meet biannually.
<p>Technical Committee (TC) at national/ state / county level</p>
<p><u>Composition (example at national level)*</u> <i>* Quorum is formed by the attendance of undersecretaries of MAFCRD, MLFI, and MEDIWR</i> - Chair: Undersecretary, MAFCRD/MLFI (rotating) - Members: Undersecretaries of MAFCRD, MLFI, MEDIWR, MoFEP, MoL MoFAIC and MoEnv - Secretariat: CAMP/IDMP ICTT</p>
<p><u>Main Functions.</u></p> <ul style="list-style-type: none"> • Supervise and monitor the progress of CAMP implementation. • Provide planning, technical and strategic guidance to the CAMP/IDMP Implementation Coordination Task Team (CAMP/IDMP ICTT), and implementing directorates and authorities under the CAMP framework. • Review the CAMP investment plan and propose improvements and/or modifications to the IMSC for approval. • Secure close communication among the implementing ministries, directorates and authorities • Meet three times a year and as required.
<p>CAMP/IDMP Implementation Coordination Task Team (CAMP/IDMP ICTT) at national level CAMP/IDMP implementation coordination committee at state/ county level</p>
<p><u>Composition (example at national level)</u> - A team leader: Appointed from MAFCRD or MLFI members in consultation with TC - A co-team leader: Appointed from MAFCRD or MLFI members in consultation with TC - Three administrative members: Appointed from MAFCRD, MLFI, MEDIWR members in consultation with TC - A secretary: Appointed from MAFCRD, MLFI, MEDIWR members in consultation with TC</p>
<p><u>Main Function</u></p> <ul style="list-style-type: none"> • Be the focal point for matters related with CAMP.

- Support implementing directorates and authorities to conduct proper project implementation management consisting of operational management, financial management and human resource management by utilising various management tools.
- Liaise with other ministries and authorities at national, state and county government levels.
- Promote CAMP projects to investors and liaise with and coordinate investors.
- Advise on the adjustment of CAMP objectives, framework and investment priorities, and track CAMP outcomes and impacts.
- Organise and facilitate periodic and ad-hoc meetings of the implementing directorates and authorities, TC, IMSC and other stakeholders.
- Be the repository for CAMP knowledge products.
- Conduct publicity activities related to CAMP.

Implementing authorities at national/ state/ county level

Composition (example at national level)

MARFCRD;

- Directorate of Planning and Agricultural Economics
- Directorate of Administration and Finance
- Directorate of Special Projects and Donor Coordination
- Directorate of Agriculture Production and Extension Services
- Directorate of Plant Protection
- Directorate of Research
- Directorate of Agricultural Education and Training
- Directorate of Cooperative Development
- Directorate of Rural Development
- Amadi Rural Development Institute
- Directorate of Forestry

MLFI;

- Directorate of Planning, Statistics and Documentation
- Directorate of Administration, Finance and Human Resource Development
- Directorate of State Collaboration and Special Project
- Directorate of Animal Production and Range Management
- Directorate of Veterinary Service
- Directorate of Fisheries and Aquaculture Development
- Directorate of Livestock and Fisheries Extension
- Directorate of Animal and Fisheries Research and Development
- Directorate of Investment, Marketing and Supplies

Main Function

- Establish and supervise an appropriate organisational structure and allocate sufficient financial and human resources for implementation of the projects (design, planning, budgeting, implementation, financial management, reporting and monitoring and evaluation)
- Supervise, provide technical support to, and share the data and information with related state and county government institutions
- Close coordination with CAMP/IDMP ICTT

Stakeholder

Composition

- Development partners
- Private sector
- NGOs
- Universities
- Civil society
- Communities
- Individuals

Main Function

- Consultative participation through arrangements such as public hearings, stakeholder meetings and workshops
- Participation by monetary or in-kind contributions, for example, financial support from DPs, labour contribution to road improvement and construction of public facilities

Source: CAMP TT

1.1.1.1 Inter-ministerial Steering Committee

Inter-ministerial Steering Committees (IMSC) will be established at national and state levels of government. The IMSCs oversee and supervise CAMP/IDMP implementation, and are the highest national or state level decision-making bodies under the CAMP framework, which is compliant with the legal framework of South Sudan. Members of the IMSCs are representatives from CAMP and IDMP implementing and stakeholder ministries, such as those responsible for finance, infrastructure, commerce and environment. Their main functions are to provide political and policy support, to approve modifications to the CAMP and IDMP investment plans, and to secure close communication and coordination among the implementing and stakeholder ministries. The Executive Committee will be the equivalent at the county level.

1.1.1.2 Technical Committee

Technical Committees (TC) will be established at national, state and county levels of government under the IMSCs (or county Executive Committee). The TCs supervise and monitor the progress of CAMP/IDMP implementation and provide planning, technical and strategic guidance to the CAMP/IDMP Implementation Coordination Task Team (CAMP/IDMP ICTT), and implementing directorates and authorities under the CAMP framework. The TCs review the investment plans and propose improvements and/or modifications to the IMSC for approval. They also secure close communication among the implementing ministries, directorates and authorities. The members of the TC are the undersecretaries of the implementing and stakeholder ministries, and other members appointed by the IMSC.

1.1.1.3 CAMP/IDMP Implementation Coordination Task Team and Committees

At the TC meeting in November 2014, the three implementing ministries decided to establish a special task team, the CAMP/IDMP Implementation Coordination Task Team (CAMP/IDMP ICTT) until the first half of 2015. However, it is anticipated that the life of CAMP/IDMP ICTT will correspond to the 25 year life of CAMP and IDMP implementation. Offices will be within ministry structures and the members will be current employees of the implementing ministries. It was later decided to establish CAMP/IDMP Implementation Coordination Committees at state and county levels. The CAMP/IDMP ICTT promotes, coordinates and facilitates implementation by implementing directorates and authorities. It also facilitates intra-ministerial, inter-ministerial and external coordination and communication with other government authorities and participating parties, including development partners, in order to ensure effective and efficient decision-making during implementation. It will collaborate with directorates of Planning, of Administration and Finance, and of Special Projects and Donor Coordination; these directorates have similar functions to the CAMP/IDMP ICTT. The state and county implementation coordination committees have similar functions.

1.1.1.4 Government implementing authorities

At the national level, the relevant directorates of MAFCRD, MLFI and MEDIWR should be responsible for project implementation. The Minister is ultimately responsible for their ministry's projects, but would usually delegate to the undersecretaries. A project authority (normally a Director General) will actually be responsible for implementation of a project. They will establish an appropriate organisational structure and allocate sufficient financial and human resources for all aspects of the project (design, planning, budgeting, implementation, financial management, reporting and monitoring and evaluation). The project authority is also responsible for information sharing and coordination with the implementing ministries, directorates and authorities. He will appoint a project manager who reports to the Director of the department within the directorate to which the project belongs.

Similarly at the state level, the State Minister has overall responsibility for all projects implemented in the state, but actual responsibility is delegated to the Director General.

At the county level the County Commissioner has the overall responsibility for all projects implemented in the county, but actual responsibility lies with the appropriate Assistant Commissioners.

1.1.1.5 Stakeholder participation

Stakeholder participation allows stakeholders to influence and share responsibility for policy formulation, priority setting, resource allocation and access to public goods and services. Promoting participation helps build ownership and enhance transparency and accountability, and in doing so enhances effectiveness of development projects and policies. Involvement of development partners (DPs) and NGOs is necessary for project implementation given the current weakness of both the public and private sectors. However, possible measures to promote private sector investment and public-private partnership (PPP) will be identified to further accelerate investment in the agriculture sector. There are three types of participation: 1) political participation through the legislative process, 2) consultative participation through arrangements such as public hearings, stakeholder meetings and workshops, and 3) participation by monetary or in-kind contributions, for example, financial support from development partners and labour contribution by rural communities to infrastructure development. The CAMP/IDMP implementation mechanism promotes political participation to promote democratic and accountable governance; consultative participation to achieve a responsible and transparent implementation; and, participation by resource contribution to realise optimal mobilisation of public and private resources for agricultural development.

1.1.1.6 Enhancement of existing aid coordination mechanisms

The CAMP framework envisages the enhancement of existing aid coordination mechanisms for the mobilisation of financial resources for implementation. The government leads aid coordination through a mechanism consisting of Sector Working Groups (SWGs), Quarterly Government-donor Forum (QGDF), Inter-Ministerial Appraisal Committee (IMAC) and High-level Partnership Forum (HPF)^{1,2}. The SWG arrangement enables the collective monitoring of all public financial management phases, including planning, budget preparation, execution, and monitoring and evaluation of outcomes and impacts; it aims to secure efficient and effective use of national and external resources provided by development partners. Aid coordination in the agricultural sector mainly takes place in the Natural Resources SWG (NRSWG) whose function will be further enhanced during CAMP implementation.

1.1.2 Public financial management system for implementation

Public financial management (PFM) can be defined as controlling public financial resources for effective and efficient public service delivery. It involves planning and budgeting, accounting and reporting, internal controls, audit and external oversight etc., with the aim of: promoting availability of benefits to the greatest number of citizens; supporting good governance; and facilitating the achievement of three budgetary goals of fiscal discipline, effective allocation of resources to priorities and efficient service delivery

A public financial management system (PFMS) is the procedures (paper and computerised) necessary to perform PFM. All phases of the national, state and county budget processes have a PFM system component: planning, budget preparation, approval by parliament, budget execution, procurement, accounting, auditing and reporting.³ In 2012, MoFEP

¹ Annex V. Situation Analysis Report 2013. Section 6.5.

² Annex VI. Interim Report 2014. Section 4.6.

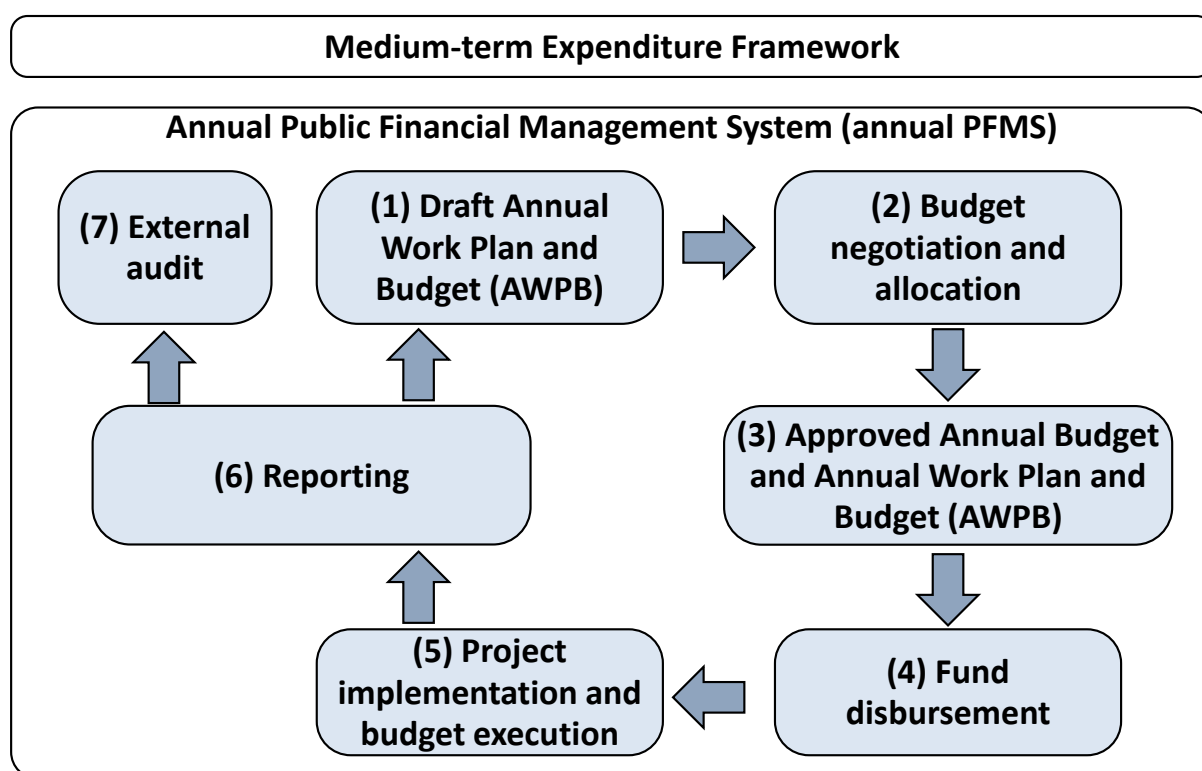
³ For a detailed discussion of the government PFMS, see Annex V. Situation Analysis Report 2013. Chapter 6.

implemented the Integrated Financial Management Information System (IFMIS) as part of its PFMS, with support from the IMF and World Bank. IFMIS is a computerised system, able to handle budget preparation and processing, budget execution control, payment transfers, procurement control, revenue management, and asset management.

The government public financial management system (Figure 1-2) will manage medium-term and annual resource allocations of public financial resources, and their execution during implementation.⁴ The government places a high priority on improving the use of the PFMS by both national and state governments. This will be fundamental for a successful CAMP and IDMP implementation. Since the PFMS employs the national annual budget (NAB), state annual budget (SAB) and county annual budget (CAB), and annual work plan and budget (AWPB) as major tools for operational and financial management, they will be used as management tools during implementation.

Under the situation of resource constraints in South Sudan, the adoption of a well-designed implementation mechanism, consistent with the existing PFMS, is important to ensure CAMP and IDMP are cost effective and have maximum impact. To mobilise financial resources of the government and development partners in a coordinated and planned manner, the CAMP/IDMP implementation mechanism should be aligned with the PFMS of the national and state governments.

Figure 1-2: Public financial management system (PFMS)



The Medium-term Expenditure Framework (MTEF) is an approach to budgeting and public financial management that addresses the shortcomings of annual budgeting. Most public programs require funding and yield benefits over a period of years, but annual budgeting largely ignores future costs and benefits. MTEFs take a strategic forward-looking approach

⁴ Annex VI. Interim Report 2014. Section 4.2.

to establishing priorities and allocating resources, which allows public expenditure to be determined in light of emerging needs. They require policy makers to look across sectors, programs, and projects to see how spending can be restructured to best serve established policy objectives. When implemented well, public expenditure is limited by the availability of resources, budget allocations reflect spending priorities, and public goods and services are delivered cost effectively.⁵ The government was expected to implement a MTEF as part of the South Sudan Development Plan starting in fiscal year 2011/12. However, this did not happen. The Ministry of Finance and Economic Planning (MoFEP) will need to fully implement MTEF to achieve its objectives of public expenditure management. MTEF will play an important role in CAMP and IDMP implementation.

1.2 Implementation management areas and tools

1.2.1 Implementation management areas

Successful implementation will need tools in the three principal management areas shown in Table 1-2. Good application of such tools requires well developed institutional capacity, and a number of proposed projects are devoted to develop such institutional capacity.

Table 1-2: Implementation management areas

Implementation management area	Purpose of management
Operational management	Secures efficient and effective delivery of public services to create positive outcomes and impact
Financial management	Secures accountable, transparent, efficient and effective application of funds to deliver public services
Human resource management	Secures dynamic, productive, efficient and effective functioning of the public sector

Source: CAMP TT

1.2.1.1 Operational management

Operational management includes the general management activities required for execution of a CAMP or IDMP project, as planned in the annual work plan and budget (AWPB). It includes implementation of planned activities, monitoring and evaluation (M&E) to allow for review and adjustment, and regular progress reporting. It also covers supervision and technical assistance. It is critical for effective and efficient project execution, that is, delivery of public services to create positive outcomes and impact. Table 1-3 provides guidelines for the operational management in: 1) planning, 2) execution, 3) monitoring & evaluation, 4) reporting, and 5) supervision and feedback. The current capacity of the implementing ministries is very weak; continuous capacity building including training and institutional strengthening activities will be emphasised.

Table 1-3: Guidelines for operational management

Planning
<ul style="list-style-type: none"> The CAMP/IDMP ICTT should issue guidelines to the implementing directorates and authorities on how to draft AWPBs. The state and county implementation coordination committees should assist in this.

⁵ Beyond the Annual Budget, The World Bank 2013, pgs 7 to 8

- All project teams in implementing directorates and authorities should formulate an AWPB (at all levels: county, state and national).
- Stakeholders should be encouraged to participate in the formulation of AWPBs.
- Planning should use a results-based management framework, focusing on outputs and outcomes.
- A maximum of three indicators per result (output or outcome) should be used for manageability.
- Indicators should be realistic and data able to be collected within the budget limits.
- The AWPB should be broken down into quarterly plans, and a Gantt chart of activities prepared for each quarter.
- Individual members of a project team will be expected to develop their own monthly work plans.
- A risk management plan should be formulated after drafting the AWPB by conducting a risk assessment, identifying the potential risks for the project and how to mitigate for them; a risk register will be used.
- A monitoring and evaluation plan (M&E Plan) should be also prepared after drafting the AWPB.

Execution

- Execution consists of implementing the planned activities in the AWPB and budget execution (or spending the budget) corresponding to the planned activities.
- Quarterly plans should guide project execution, including the use of a quarterly Gantt chart.
- Project team members should use their monthly work plans to guide their daily and weekly activities and delivery of outputs, thus minimising supervision by their project manager.
- Project team members should submit field activity or “back-to-office” reports to their project manager after conducting field activities; these will identify outputs, lessons learnt and issues that need immediate action by project management.
- Regular monthly project team meetings should be conducted, lead by the project manager, as a mechanism for feedback and supervision.

Monitoring & evaluation (M&E)

- Monitoring is the routine and systematic collection of information against a plan. Evaluation is about making judgements about the value of any component part of the project. M&E does not include high level evaluations (mid-term, final or impact).
- Monitoring should be done monthly, quarterly and annually.
- The project team itself should conduct regular monitoring activities. The M&E coordinators in the CAMP/IDMP ICTT only provide guidelines and technical assistance about M&E activities, while the M&E units in the implementing directorates and authorities or in the project team assist in the conduct of M&E activities and in the analysis of M&E data.
- In nationally funded projects implemented at the state and county levels, the implementing directorates and authorities at the national and state levels should be responsible for monitoring.
- In projects funded by the state and implemented at the state and county levels, the implementing directorates and authorities at the state and county levels should be responsible for monitoring.
- In projects funded by local government implemented at the county level, the county should be responsible for monitoring.
- In projects jointly funded by the national, state and local governments, or private sector, monitoring should be a joint responsibility.
- In projects solely funded by the private sector, the private sector is responsible for monitoring but should update the relevant ministries of the progress of these projects.
- Annual reviews should monitor annual progress to determine the cumulative outputs and outcomes during the year, factors that facilitated or hindered progress, lessons learnt etc. which will be used in the next planning cycle.

Reporting

- A project team should submit timely monthly, quarterly and annual progress reports to senior management of the implementing directorates and authorities using appropriate progress reporting formats.
- These reports should be submitted with their corresponding financial reports.
- The M&E units at the implementing directorates and authorities should assist in the analysis of all progress reports.
- Project managers should submit all progress reports, identify implementation issues and submit recommendations to senior management of the implementing directorates and authorities.
- Senior management is expected to provide feedback on the monthly, quarterly and annual progress reports.
- The CAMP/IDMP ICCT should be provided with all progress reports.
- The M&E coordinators at the CAMP ICCT may follow up recommendations from the progress

reports with the appropriate decision-makers as necessary.
Supervision and feedback
<ul style="list-style-type: none"> • Regular monthly project meetings facilitated by the project manager should serve as a supervision and feedback mechanism for the project team for the purpose of improving project implementation. • The project manager should be the supervisor of project execution at all levels especially through the regular monthly project meetings. • An individual meeting with each project team member by the project manager should also be an important supervision and feedback mechanism to clarify roles and expected results, as well as performance-related concerns. • The quarterly progress reports should serve as feedback in project implementation to senior management at the implementing directorates and authorities. The response by the senior management on these quarterly reports should be feedback to the project team. • The CAMP ICCT may follow up as necessary with project implementation adjustments based on the recommendations and feedback by the project teams and senior management.

Source: CAMP TT

1.2.1.2 *Financial management*

Financial management includes financial and execution mechanisms, and accountability procedures consistent with the public financial management system (PFMS). Proper financial management should be capable of ensuring that: 1) all financial transactions relating to the project are recorded correctly and completely; 2) funds are used only for their intended purposes in an efficient and economical way; 3) funds are properly managed and flow smoothly, adequately, regularly, and predictably in order to meet the objectives of the project; 4) accurate and timely financial reports are prepared to provide project management with information to meet their legal and financial responsibilities; and 5) project assets and resources are safeguarded. Table 1-4 provides guidelines for financial management in: 1) budgeting, 2) accounting, 3) internal control, 4) financial reporting, 5) auditing, and 6) procurement. Current capacity for financial management is weak in the implementing ministries/directorates; continuous capacity building should be emphasised.

Table 1-4: Guidelines for financial management

Budgeting
<ul style="list-style-type: none"> • Budgeting, cash flow forecasts, planning and controlling should be properly executed. • Local Government PFM Manual should be simplified and tailored for use in implementation. • Implementing directorates and authorities should have sufficient experienced staff for the preparation of annual budgets and budget monitoring.
Accounting
<ul style="list-style-type: none"> • The accounting system should facilitate the project's requests for funding and meet its reporting obligations to fund providers. • Accounting records and documents should be accurate. • Sufficient accounting staff should be made available. • A comprehensive accounting procedures manual and systems should be in place and the accounting staff have should have experience with project management and reporting. • Oversight mechanisms for the utilisation of resources should be designed.
Internal control
<ul style="list-style-type: none"> • The internal control system should ensure an efficient procurement and payment process, with proper recording and safeguarding of assets and resources. • Controls should be complied with for the preparation and approval of transactions (payments, cash and bank transactions etc.). • Funds should be used for intended purposes. • Financial risk should be minimised. • Implementing agencies should be monitored.
Financial reporting
<ul style="list-style-type: none"> • Financial reporting should provide financial data that can measure performance compared to the outputs of the project.

<ul style="list-style-type: none"> Financial reports and other progress reports should be timely and meet reporting deadlines. Information received from implementing entities should be accurate for report preparation.
Auditing (internal/ external)
<ul style="list-style-type: none"> Regular internal audits should be carried out to eliminate fraud during budget execution and procurement. Annually an independent audit should be conducted and an opinion issued on the project's finances and internal controls. Audits should be completed on time to ensure compliance with PFM Act requirements. The capacity of the Auditor General and National Audit Chamber of South Sudan should be strengthened.
Procurement
<ul style="list-style-type: none"> Rigorous procurement procedures should be followed in a timely fashion, including preparation of tender specifications, Terms of Reference (ToRs) and evaluation, payment etc. Implementing directorates and authorities and staff should have sufficient capacity for procurement. Value for money for goods, works and services should be obtained. Procurement procedures should differ according to implementation level (national/state/local) and procurement amount.

Source: CAMP TT

1.2.1.3 Human resource management

The CAMP/IDMP implementation mechanism will require good human resource management, including sufficient trained staff within the implementing ministries. To ensure this, the ministries will need to enhance their current human resource administrative systems and align them with the government's civil service reform program and its decentralisation policy. Their staff will need appropriate office space, furniture and information and communications technology (ICT) equipment. The administrative systems consist of the following sub-systems, 1) recruitment and retention of staff, 2) human resources data management, 3) management of staff, 4) training opportunities, 5) remuneration, and 6) infrastructure. Better human resources management will motivate government officers to implement projects more efficiently. However, human resources management in the implementing ministries is very weak; it will be necessary to emphasise its importance.

Table 1-5: Guidelines for human resource management

Recruitment and retention of staff
<ul style="list-style-type: none"> Job descriptions (duties, expectations, responsibility and expected qualifications & experiences as public servants) should be clarified for both managerial staff and ordinary staff. The job description should be the basis for recruitment of new staff, daily activities of staff, supervision by managerial staff, staff training and appraisals. The job description should be revised if necessary. It is a tool for human resources management. The number of staff required should be estimated based on analysis of the current staff (number, age, skill, capacity, performance, etc.) and future requirements. Staff should be recruited and selected or reassigned based on fair and transparent procedures. Officers who no longer work at a ministry (resigned or retired) should not be paid (ghost workers). They should be detected and their salaries stopped.
Human resources data management
<ul style="list-style-type: none"> Up to date CVs of staff should be maintained. Staff profiles should be used for appointing staff to specific projects, making training plans etc.
Management of staff
<ul style="list-style-type: none"> Managers should supervise and appraise their subordinates properly and fairly. Training and improved performance should be reflected in staff appraisals. Fair appraisal and promotion can develop motivate staff.
Training opportunities

<ul style="list-style-type: none"> • Introductory training for new staff is necessary. • Training opportunities for technical skills related to each subsector should be offered. • Training opportunities for functional skills (e.g. writing reports, making a presentation, facilitating meetings, project management, etc.) should be offered. • Training opportunities for administrative skills (e.g. information and communication technology, budget and financial management, supervision/ management, leadership, etc.) should be offered.
Remuneration <ul style="list-style-type: none"> • Salaries commensurate with job responsibilities should be paid in a timely fashion. • Pension schemes should be developed. • The above issues affect other ministries as well as the implementing ministries.
Infrastructure <ul style="list-style-type: none"> • Appropriate office space, furniture and ICT equipment should be secured for efficient operation and motivating staff.

Source: CAMP TT

1.2.2 Implementation management tools

For operational, financial and human resource management, practical tools (Table 1-6) to handle day-to-day activities at all the levels of government are: 1) CAMP and IDMP investment plans (IPs), 2) national annual budget (NAB), state annual budget (SAB) and county annual budget (CAB), and 3) annual work plan and budget (AWPB). AWPB is both the foundation and a practical tool for sound project planning and implementation, currently in use by national and state governments, although its implementation is still very limited. Proper and coordinated application of AWPBs by all implementing ministries, directorates and authorities will be promoted.

Table 1-6: Implementation management tools

Implementation management tool	Description of tool
CAMP and IDMP investment plans (CAMP and IDMP IPs)	Multi-year, short-term, medium-term and long-term CAMP/IDMP planning management tools
National annual budget (NAB), county annual budget (CAB) and state annual budget (SAB)	Annual planning and implementation management tools based on AWPB
Annual work plan and budget (AWPB)	Annual project-wise planning and implementation management tool for detailed budgeting, and monitoring and evaluation for operational, financial and human resources management. AWPB include: <ul style="list-style-type: none"> 1) overall project plan; 2) annual work plan and budget; and 3) various sub-tools consistent with the PFMS of GRSS

Source: CAMP TT

1.2.2.1 CAMP investment plan

The CAMP investment plan (CAMP IP) is a set of proposed projects, which will incorporate on-going and pipeline projects. These projects are organised in a way that their justifications, priorities and sequencing are consistent with the expected path of agriculture sector development and assumed financial resources available for their implementation over the 25-year CAMP/IDMP period (fiscal year 2015/16 to 2039/40). The CAMP/IDMP period was chosen to realise the government's Vision 2040 and to be sufficiently long for the economy to achieve the expected agriculture sector transformation. The CAMP proposed projects in

all agricultural subsectors are presented in project profiles and placed in the form of an investment planning space (IPS).⁶ Since CAMP employs a dynamic and adaptive management approach, project execution will be flexible; the performance of the investment plan implementation will be monitored and evaluated periodically. Based on such performance reviews, the CAMP investment plan will be adjusted to reflect the current situation regarding projects and resource allocation. Therefore, the CAMP investment plan is one of the core implementation management tools, which will be utilized for planning for CAMP on a multi-year basis.

1.2.2.2 National state and county annual budgets

The process to prepare the national annual budget (NAB) is shown in Table 1-7.⁷ Preparation of the state and county annual budgets (SAB and CAB) is a little later as the states and counties receive some of their budgets from the national ministries. The fiscal year is from the beginning of July to the end of June the following year.

Table 1-7: National budget preparation timeline

	Who	Activities	When
Preparation of preliminary National Budget Plan	MoFEP	<ul style="list-style-type: none"> • Estimate of government funds available for next fiscal year (or resource envelope) • Broken down by estimated funds available to each ministry (or budget ceilings) • Potential donor commitments added 	November
Call for budget sector plans (BSPS)	MoFEP	<ul style="list-style-type: none"> • Ministries told of their budget ceilings and potential donor commitments 	January
Preparation of BSPs	Ministries	<ul style="list-style-type: none"> • Negotiation within ministry • Allocate budget to directorates • Submit to MoFEP 	Due by February
Review of BSPs	MoFEP/ Ministries	<ul style="list-style-type: none"> • Negotiations to increase budget ceilings 	March-April
Approval of National Budget Plan	Legislative Assembly	<ul style="list-style-type: none"> • Review by Parliament 	June
Start of new fiscal year	MoFEP	<ul style="list-style-type: none"> • Funds available for disbursement by ministries 	July

Source: CAMP TT

1.2.2.3 Annual work plan and budget

During CAMP and IDMP implementation, all projects will use the annual work plan and budget (AWPB). The AWPB will be developed by the implementing authority with assistance, as necessary, from the national CAMP/IDMP ICTT or state and county implementation coordination committees. The AWPB is a tool for annual project planning and implementation, also used for detailed budgeting, and monitoring and evaluation for operational, human resources and financial management. Currently it is used in projects supported and implemented by development partners.

The AWPB provides detailed activity planning and sets out what will be accomplished during the year and consist of 1) overall project plan, 2) annual work plan and budget estimates, and 3) various sub-tools consistent with the PFMS and the CAMP framework. The overall project plan is a narrative document based on the related project profile. The annual work

⁶ Annex I. Investment Planning Space and Project Profiles.

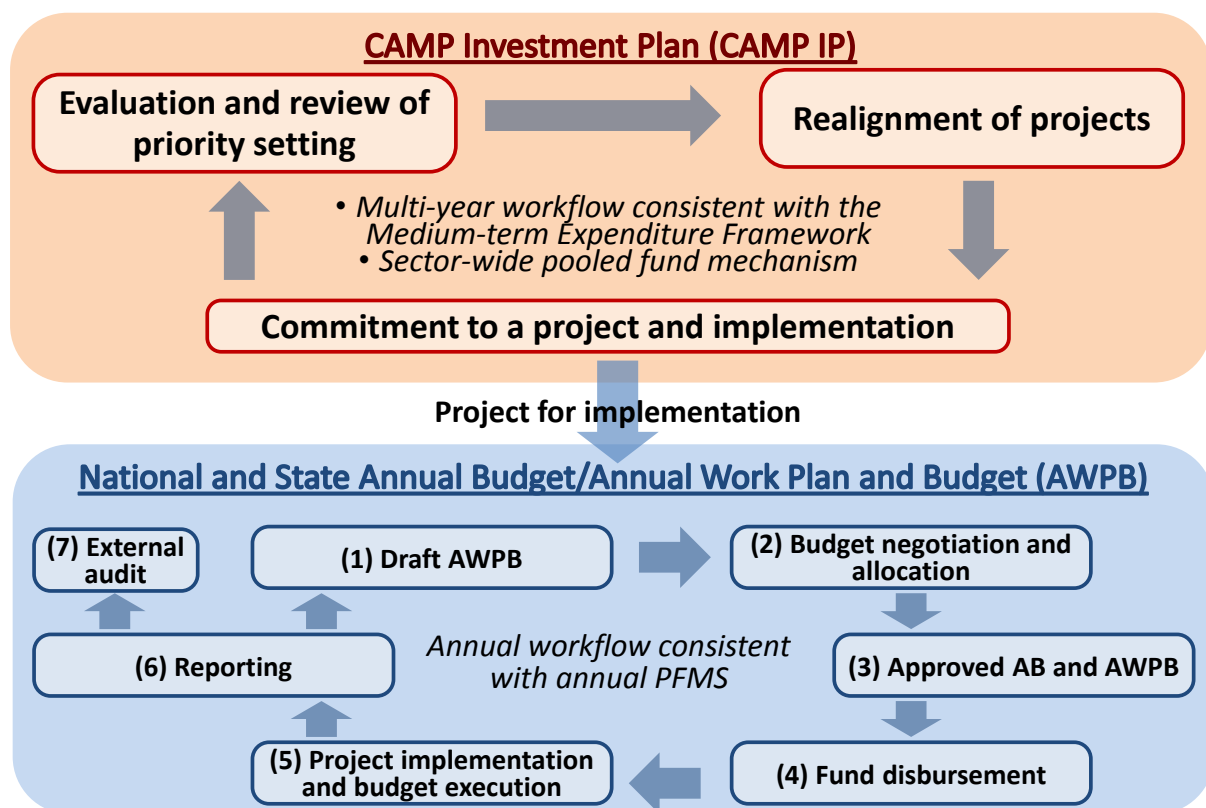
⁷ Annex V. Situation Analysis Report 2013. Sections 6.2, 6.3.

plan and budget estimates are a combination of narrative and project costs/timelines necessary to deliver the planned outputs.

1.3 Workflow of CAMP implementation

The workflow of CAMP implementation consists of 1) multi-year workflow of the CAMP investment plan, and 2) annual workflow of NAB, SAB, CAB, and AWPB (Figure 1-3). The multi-year workflow is consistent with Medium-term Expenditure Framework (MTEF) of the government. The annual workflow is consistent with the PFMS. Coordinated application of AWPBs by all CAMP implementing authorities will be promoted, and significant attention given to the proper use of AWPBs; this will improve public service delivery. More details of each workflow will be presented in the following chapters.

Figure 1-3: Workflow of CAMP/IDMP implementation mechanism



Source: CAMP TT

2. Funding mechanisms

The two principal players involved in CAMP implementation will be:

- **CAMP implementing ministries:** This includes the national government (MAFCRD, MLFI, MEDIWR), state and county governments, and other government organisations, who are responsible for CAMP implementation.
- **Development partners:** This includes international organisations, bilateral agencies, NGOs and other organisations that are partners/supporters/fund contributors during CAMP implementation.

In developing a funding mechanism for CAMP implementation (whether for individual projects or collectively), it will be important to consider both the financial management of funds and the operational management of the project (or implementation). These functions will be carried out by fund managers and implementing authorities.

An implementing authority is responsible for project design, planning, budgeting, execution, reporting, and monitoring and evaluation. It can be the government or a third party supporting the government with the aim of achieving government objectives in the agriculture sector. This third party could be an international organisation, a government development organisation, or an organisation (profit or not for profit) specialising in this activity.

A fund manager takes responsibility for financial management of project funds, which could come from the government budget or development partners. It receives these funds and makes payment for goods, works and services procured by CAMP implementing authorities; it is also responsible for ensuring that financial management is compliant with government and/or development partner requirements. The fund manager can be the government or a third party (fund custodian). A fund custodian could be an international organisation, a government development organisation, or an organisation (profit or not for profit) specialising in this activity.

Financial management procedures are determined by who manages the funds:

- **Government:** Government managed funds are managed by MoFEP through the government's PFMS. MoFEP is responsible for ensuring that management of funds received from development partners is compliant with their requirements. The national government budget and funds from development partners are received into the national treasury. MoFEP makes payment for goods, works and services procured by the CAMP implementing authorities.
- **Fund custodian:** These funds are managed by the fund custodian through its own financial management system. Funds are received from development partners and/or the government budget into the fund custodian's CAMP designated bank account. The fund custodian makes payment for goods, works and services procured by the CAMP implementing authorities.

A CAMP project could have funds managed by the government and by a fund custodian.

2.1 Project funding arrangements

It is important to understand the various project funding arrangements (funding sources and financial management) which are possible and which have been used in the past.⁸

Possible sources for funding projects are: 1) Government of Republic of South Sudan (GRSS) budget, 2) development partner funds, and 3) private investment. However, currently the government budget is mainly used for recurrent expenditures (salaries etc.) with little available to finance development activities. Private investment will not be a major funding source in the early stages of CAMP implementation; it will take time to establish a favourable environment for private investors in South Sudan.

Development partner funding can be in-kind or financial contributions. From the point of view of the government, in-kind contributions are goods and services necessary for implementation of a project, procured directly by the development partners. Development partner funding for project operation is kept separately from mainstream government expenditures and PFMS. Although consultation with the government is required, ultimate authority to decide where the funds are to be spent is with the development partner.

Financial contributions by development partners can be earmarked or non-earmarked. Use of earmarked financial contributions is defined by the development partner; the government is given no or limited authority over usage. The use of non-earmarked financial contributions is not restricted; the government is given full authority to determine use of the funds. The financial contribution could be in the form of a loan (to be repaid) or a grant (no repayment).

Development partner funds can be given as: 1) standalone project support, 2) pooled funding, 3) budget support with earmarked funding and d) budget support with non-earmarked funding (Table 2-1).

Many CAMP projects will be funded jointly by development partners and government. Government contributions will be salaries of staff in the implementing ministries, office space etc.; the government will be both the fund manager and implementing authority. Government and development partner budget support funding has to go through the annual budget process described in Table 1-7. The AWPB will play an important role in integrating a project's possible multiple funding sources from government and development partners.

Table 2-1: Project funding arrangements

Arrangement	Characteristics	Funding sources and financial arrangement options	Preferred use
Standalone project support	<ul style="list-style-type: none"> Project support is funding which is kept separate from mainstream Government expenditures and PFMS Any aid separately identifiable from expenditures in GRSS plans, budgets and reports is considered by GRSS as standalone project support Project support can use GRSS planning, budget 	<ul style="list-style-type: none"> DP funds: managed by PFMS of DPs or fund custodian DP contributions are in-kind contributions GRSS funds: managed by PFMS of GRSS DP fund allocations are to be captured by AWPB but PFMS responsibility is with source of funds 	<ul style="list-style-type: none"> The preferred use of project support in support of service delivery is for large-scale and quick public infrastructure projects and humanitarian aid Project support is also an effective vehicle for the provision of time-bound technical assistance and capacity building, when the government leads in the process

⁸ Annex V. Situation Analysis Report 2013. Section 6.6.

	preparation, procurement and financial management systems		<ul style="list-style-type: none"> As they are strengthened, projects should use government procurement and financial management systems and processes Pooled project support is preferred to standalone projects
Pooled funding	<ul style="list-style-type: none"> Pooled funding is a form of project support but is jointly funded by multiple donors, providing a more coordinated implementation mechanism 	<ul style="list-style-type: none"> Pooled fund provided by several DPs, often managed by a fund custodian PFMS e.g. World Bank Fund manager could be MoFEP GRSS funds: managed by PFMS of GRSS Fund allocations from the pooled fund and GRSS allocations are to be captured by AWPB but PFMS responsibility of each budget line is with the source of funds DP contributions in form of project loan to GRSS can be managed in this manner 	
Earmarked budget support	<ul style="list-style-type: none"> Earmarked budget support is where DPs disburse their funds directly to the Government Treasury and uses government PFMS for planning and implementation Earmarked for specific uses Earmarked budget support expenditures will be separately identifiable Earmarked budget support may be jointly funded by multiple donors, or by a single donor 	<ul style="list-style-type: none"> DPs contribute their funds to a government account of the government established in the Treasury Managed by the government PFMS with additional controls/reporting as required by the DPs Earmarked funds will be managed by AWPB Requires trustworthy and accountable government PFMS. Not an option in the near future in South Sudan DP contributions in a form of project loan to GRSS can be managed in this manner 	<ul style="list-style-type: none"> The preferred use of earmarked budget support is for conditional transfers to states and local governments Specific and temporary safeguards may be put in place where there are significant weaknesses in GRSS systems, until such a time as those weaknesses are addressed The objectives of earmarked budget support should be linked to the achievement of sectoral outcomes and impacts
Non-earmarked budget support	<ul style="list-style-type: none"> Non-earmarked budget support is where DPs disburse their funds directly to the Treasury and use government PFMS for planning and implementation Funds under non-earmarked budget support are allocated through the government budget Expenditures funded by budget support will not be separately identifiable in the budget 	<ul style="list-style-type: none"> DPs contribute their funds to a government account established in the Treasury. Such contributions are not earmarked Managed by the government PFMS with additional controls/reporting as required by the DPs Non-earmarked funds will be managed by AWPB of the government Requires government PFMS to be accountable and transparent. Not an option in the near future in South Sudan 	<ul style="list-style-type: none"> Budget support is the preferred mechanism for funding overall government service delivery at national and state level in support of government expenditure priorities Provision should be linked to overall achievement of GRSS priorities set out in its development plan Budget support also can support improvements in systems for PFM, public service management and decentralized service delivery

Note: Management of funds includes establishment of project accounts, financial management, procurement, audit etc.

2.1.1 Standalone project support

Development partner funding is in-kind contributions, and by default is earmarked. Both the fund manager and implementing authority are a development partner and/or third party. Standalone project support is commonly applied for external support to projects where funding for project operation is kept separately from mainstream government expenditures and PFMS. Although the standalone project support funding arrangement is financially isolated, it should consider using the government PFMS for planning, budget preparation, procurement and financial management systems with special arrangements.

Development partners are recommended to participate in the public financial management (PFM) cycle and provide the financial data required in planning and budgeting to avoid duplications and gaps. Financial performance and outputs achieved from these projects will be reported by the government to development partners to facilitate comprehensive monitoring and evaluation. These projects will use the annual work plan and budget (AWPB) to ensure comprehensive planning, implementation, reporting and monitoring. This will facilitate harmonisation of activities and streamlined application of resources.

2.1.2 Pooled funding

The pooled funding arrangement is a form of project support but is jointly funded by the government and multiple donors, providing a more coordinated implementation mechanism. The pooled funding project funding arrangement can accommodate earmarked and/or non-earmarked funding from development partners.

Typically the fund manager in pooled funding is a third party. Development partners have preferred to use international organisations, government development organisations, or private companies specialising in this activity as the fund manager. They have also preferred to use a third party as the implementing authority for their funds rather than a government ministry. It would be possible for MoFEP to be the fund manager, if it could perform the necessary activities and meet compliancy requirements. Also, it would be possible for a government ministry to be the implementing authority, if it could perform the activities involved in implementing a project. Initially development partners may be reluctant to have MoFEP as the fund manager, but as government PFM capacity improves they may be more willing to consider this. Similarly, development partners are currently reluctant to consider a government ministry as the implementing authority for development partner funds, but as government capacity for this improves they may agree to it. This is further discussed in section 2.2. Obviously, for the government's own contributions from its budget, it is both the fund manager and the implementing authority.

There were several pooled funding arrangements, such as the Multi-Donor Trust Fund, South Sudan Recovery Fund, Capacity Building Trust Fund, Common Humanitarian Fund and Basic Services Fund. The Multi-Donor Trust Fund was established in 2005 and closed in 2012; it covered all sectors including the agriculture sector. Currently the only pooled fund arrangements in existence are the Health Pooled Fund, Rapid Results Health Project and Local Governance and Service Delivery Program. The Health Pooled Fund is a grant, whereas the other two arrangements are loans jointly managed by the World Bank and the government. It will be useful to investigate these arrangements to learn from their experience.

As an example of pooled funding the Health Pooled Fund is briefly described. For development partner funds both the implementing authority and the fund manager are a third party. However, there are several capacity building activities to improve government capacity to carry out these functions in other projects, in particular with respect to PFM of the government budget. Overall setting of priorities for development partner funds are set by a steering committee composed of development partners and the Ministry of Health, with the aim of achieving government objectives in health care. In this arrangement, the development

partners release funds to the custodian, who then disburses funds to the implementing authorities. Any movement of funds can only happen according to procedures agreed to by the development partners, custodian and implementing authorities. The custodian is responsible for ensuring all financial management is compliant with development partner requirements.

2.1.3 Budget support

Development partner funds are disbursed directly to the Government Treasury. The government is both the fund manager and implementing authority. The government PFMS is used for financial management of the funds and for planning, budget preparation, and execution. Development partners can require additional reporting.

2.2 Funding mechanism design

MoFEP considers that the rationale for the government's aid coordination effort is to ensure efficient public investment and maximize impacts; it will achieve this by coordinating national and external sources of funds. Involvement of all levels of government in the process of resource-allocation decision-making concerning inflows of external resources should result in better outcomes, provided that appropriate accountability and legal/financial risk management mechanisms are in place. The Ministry also considers that direct cash injection to the national economy is better than in-kind contributions to the economy from development partners; thus, the Ministry prefers direct budget support and engagement of local and regional consultants. For example, the Ministry of Information received development partner support amounting to USD 6 million. A large proportion of the contribution was used for the engagement of advisers and procurement of goods from outside the country. It is perceived that procurement of goods and services in east African countries is beneficial to the regional economy, and that untied assistance rather than tied projects is preferred. The Ministry also recognizes the necessity of institutional capacity development in order to secure an enabling environment for the realization of budget support.

CAMP financial management design takes into account the need to: (a) align CAMP to government public financial management procedures to the extent possible (b) respond to the weak PFM context and development partners reluctance to use the government PFMS and Government Treasury; and (c) avoid funding gaps/duplications and enhance aid coordination.

Currently development partners are reluctant to use the government PFMS and Government Treasury for pooled funding, earmarked and non-earmarked budget support funding arrangements. The usefulness and effectiveness of the standalone project funding arrangement will continue to be recognized and development partners will often prefer to use it. The PFM capacity of all levels of government and the underdeveloped coordination mechanisms are perceived to be inadequate. In later stages of CAMP implementation, it is expected that the government will strengthen PFMS and oversight standards, so as to allow earmarked and non-earmarked budget support as project funding arrangements.

Since the government of South Sudan intends to achieve a higher level of aid alignment with the PFM system and aid coordination, higher priority should be given to project funding arrangements such as pooled funding and earmarked and non-earmarked budget support whenever their adoption is deemed to be appropriate.

In the early stages of CAMP implementation, a major aid financing and project management instrument is expected to be standalone project support due to prevailing accountability issues in the PFMS.⁹ However, the PFMS is expected to improve its efficiency, transparency and

⁹ Annex V. Situation Analysis Report 2013. Section 6.1.

accountability due to the firm commitment of the government to do so. Also the implementing ministries capacity to implement projects should improve. In the Health Pooled Fund both the fund manager and implementation authority are third parties, due to perceived government weak capacity to carry out these functions.^{10,11} The long term objective over the 25 years of CAMP implementation should be that government capacity is improved so that it can carry out both these functions.

The establishment of an agriculture sector-wide CAMP pooled fund mechanism could be considered. In the shorter term development partners may require that the fund manager and implementing authority for their funds are third parties (as in the Health Poled Fund). However, activities to develop government capacity to take over these functions should be built in to all CAMP projects.

As the CAMP investment plan needs funds over several years, a mechanism to manage timely flows of internal and external financial resources must be established in collaboration with the MoFEP and development partners. A large portion of investment funds needed for CAMP implementation is expected to be provided by development partners, who will demand transparency and accountability. With the difficult conditions prevailing in South Sudan, it is inevitable that delays in project implementation will happen. Therefore mechanisms will need to be put in place to ensure projects are not left unfinished due to lack of funds.

2.2.1 CAMP pooled fund mechanism

In this regard, the agriculture sector-wide pooled funding arrangement is considered most responsive to the current situation and appropriate for CAMP. The Fund financial management arrangements would follow government PFM procedures and encourage sustainable capacity building. The sector's non-pooled resources will be accommodated through clear identification in the budgeting mechanism to avoid duplications and gaps in CAMP financing. To effectively coordinate the implementation, staff qualified in PFMS would be seconded to manage the pooled fund mechanism. External advisers will be introduced as appropriate to provide the necessary technical assistance to develop capacity for CAMP financial management and monitoring.

2.2.1.1 MoFEP as fund manager

The long term objective should be that MoFEP can be considered as a fund manager for development partner funds in pooled funding. The following describes a CAMP pooled fund management mechanism that has MoFEP as the fund manager, which could be acceptable to both development partners and the government. It would be based on experience with previous pooled fund mechanisms. The CAMP pooled funds would be accounted for separately in accordance with accepted international standards.

MoFEP and each participating development partner would enter into a binding legal funds management agreement, setting out the terms and conditions under which funds are made available by the development partners. The agreement would specify the total amount that the development partner intends to make available as a grant to the CAMP fund, together with a payment schedule of the initial and subsequent payments. Each agreement would provide full details of the MoFEP CAMP Fund account to facilitate efficient transfer of funds to MoFEP. This account could either be the MoFEP Bank of South Sudan account or a designated bank account with the Bank of South Sudan or a commercial bank.

¹⁰ Annex V. Situation Analysis Report. Section 9.1.

¹¹ Annex VI. Interim Report 2014. Section 4.2.

To initiate the transfer process, MoFEP would submit a payment request to the development partner, who would transfer the agreed initial amount into the specified CAMP Fund account and instruct the bank to include in the transfer advice: (a) the amount paid; (b) name of the development partner; (c) confirmation that the amount is for the CAMP Fund and (d) date of the deposit. The development partner would submit a copy of the transfer advice to MoFEP.

Subsequent transfers of funds by development partners would follow the payment schedule as prescribed in the CAMP Fund agreement. However, such transfers would be made subject to evidence provided by MoFEP that funds are being allocated and spent on CAMP project activities. This would be demonstrated through quarterly progress reporting. There would be need for a delicate balance between quick disbursement of funds and prudent use of resources.

MoFEP would ensure that risks are reduced to an acceptable level through: (a) prior assessment of implementing authorities' financial management capacity, in particular of government implementing authorities, and (b) periodic verification of results achieved and financial accountability. During the funding period, MoFEP would link disbursements of funds to implementing authorities to periodic demonstrations of project progress and financial accountability. This approach is intended to ensure that issues are identified early in order to facilitate effective risk mitigation measures.

2.2.1.2 Government as implementing authority

The long term objective should be that a CAMP implementing ministry (national, state or county government) can be considered as the implementing authority for development partner funds in pooled funding. It is most likely that this would be a national CAMP implementing ministry; the following describes a CAMP pooled fund management mechanism that has a CAMP implementing ministry as implementing authority, which could be acceptable to both development partners and the government. It would be based on experience with previous pooled fund mechanisms. The CAMP pooled funds would be accounted for separately in accordance with accepted international standards.

There would be a financing agreement between the fund manager (MoFEP or a third party) and the CAMP implementing ministry. It would require the CAMP implementing ministry to open and maintain a CAMP designated bank account into which the fund manager would transfer funds, and from which eligible project payments would be made to suppliers. The account could be with the Bank of South Sudan or a commercial bank on terms and conditions as specified in the financing agreement. The recipient would furnish the fund manager with the names of officials authorised to sign requests for funds and their authenticated specimen signatures.

Funds would be transferred into the CAMP bank account to finance eligible expenditures as they are incurred. The fund manager would establish disbursement arrangements for projects in consultation with the implementing authority on the basis of an assessment of their financial management arrangements, and the cash flow needs of an individual project. It would authorise disbursements of funds periodically based on requests from implementing authorities and updates on project progress and financial accountability.

2.3 Aid coordination structure

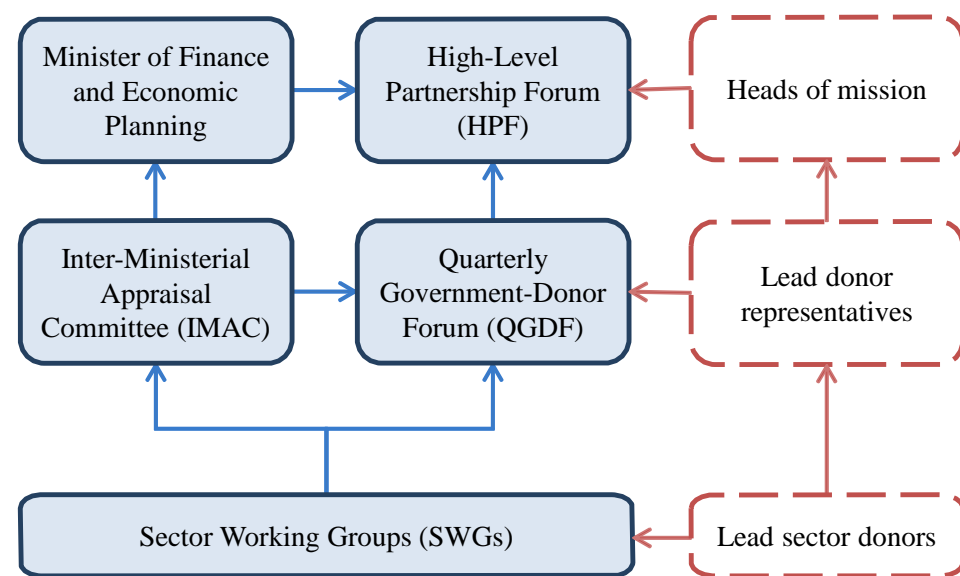
Figure 2-1 shows the current aid coordination structure defined in the SSDP.^{12,13} The structure consists of 1) the High-level Partnership Forum (HPF) which is to provide an opportunity for senior members of the government and development partners to discuss key

¹² Annex V. Situation Analysis Report 2013. Section 6.5.

¹³ Annex VI. Interim Report 2014. Section 4.6.

strategic policy issues of interest to both groups; 2) the Quarterly Government-donor Forum (QGDF) which will be the central mechanism for coordination and information exchange between the government and development partners; 3) the Inter-Ministerial Appraisal Committee (IMAC) which is to play a more strategic role, reviewing and approving overall donor country strategies, sectoral aid financing strategies and major aid operations (over USD10 million); 4) Sector Working Groups (SWGs) which will be central to aid coordination being enhanced through the introduction of a more strategic sector-based approach, with a 'lead donor' for each sector. Currently the QGDF is only functioning intermittently.

Figure 2-1: Aid coordination structure



Source: GOSS, 2011, South Sudan Development Plan 2011-2013, Juba, p.405 (hard copy)

The SSDP envisages that SWGs play the central role of aid coordination. SWGs are the forum where government and development partner commitment to project implementation and resource allocation are facilitated and coordinated based on examination of, for example, project rationale; sector and subsector priority of project sets; capacity assessment of key implementing authorities particularly those of state and county governments; implementation and monitoring mechanisms; and, resource requirements. CAMP implementation should make use of the government's SWG mechanism.

The SWG approach is a part of the budget preparation mechanism involving the sector Ministries and development partners supporting the sector; it is organized and managed by the Sectoral Planning Department, MoFEP. Currently, 29 ministries, 10 commissions, and other types of Spending Agencies are classified into 10 Sector Working Groups in order to avoid duplication in segmented public investment and delivery of services. MoFEP envisages that the Sector Working Group (previously the Budget Sector Working Group) concept enables the group to oversee all public financial management phases, including planning, budget preparation, execution, and evaluation of outcomes and impacts in order to secure effective feedback to the next PFM phase. It is expected that the Sector Working Group approach will enhance the mutual accountability of the government and development partners.

The Natural Resources Sector does not include the MEDIWR, and this arrangement may hinder effective coordination between the ministries within the Sector and MEDIWR; this will be critical because of the importance of water resources for the Sector. Therefore, it will be necessary to consider a broader coordination arrangement inclusive of MEDIWR.

3. Operational management

3.1 Multi-year workflow

The CAMP investment plan is the main tool for the multi-year management of CAMP implementation. The three steps of management workflow are 1) commitment to a project and implementation based on policy and technical dialogues between the government (e.g. implementing ministries) and development partners, 2) evaluation and review of priority setting by periodical evaluation of CAMP performance, and 3) realignment of projects in the CAMP IP by adding and/or eliminating projects, and/or changing sequencing, contents and/or sizes of projects. Projects are prioritised based on various criteria, such as projects with fundamental and immediate impacts, projects that other projects depend on, funding and human resource availability etc.

3.1.1 Commitment to a project and implementation

The government and/or development partners and other stakeholders agree to fund and implement a complete project or one formed by re-assembling projects and/or components specified in the CAMP IP. The ownership and implementation authority of the project will be determined. There will be the following steps: 1) policy and technical dialogue between the government and development partners for selection or formation of a project, 2) determination of project funding arrangements and sources and project management schemes, 3) collaborative design of project details, costing, and alignment of development partner procedures to the CAMP implementation mechanism and, 4) implementation. Multi-year commitment of project funding occurs during this stage, which connects the multi-year workflow of the CAMP IP and the annual workflow of NAB, SAB and AWPB. Selected projects are continuously monitored for implementation and funding status, as part of the CAMP IP portfolio of projects.

3.1.1.1 Overall project plan

The basis of the project's annual work plan and budget (AWPB) is the multi-year overall project plan, which lays out what the project will achieve in terms of outputs, outcomes and impact.

The overall project plan consists of project objectives, expected outcomes, outcome indicators, overall targets, components, key activities, expected outputs, output indicators, targets by year, budget by activity, budget allocation by year, including the total project cost and the sources of funds. Table 3-1 is a sample format for the overall project plan.

Table 3-1: Sample format for the overall project plan

Name of the Project:							Code:				
Development Theme:							CAADP Pillar:				
Total Project Cost (SSP):							Found source/s:				
Objectives	Expected Outcomes	Indicators	Overall Targets	Components	Key Activities	Expected Outputs	Indicators	Targets (by year)			Budget
								Year 1	Year 2	Year 3	
1				1	1.1						
					1.2						
					1.3						
2				2	2.1						
					2.2						
					2.3						
3				3	3.1						
					3.2						
					3.3						
Budget allocation by year (SSP):											

Source: CAMP TT

The project components of the overall project plan correspond to project objectives and outcomes. For every component there are key activities, and for every activity there is an expected output. An output should have a maximum of three indicators so as to be manageable. Each output indicator should have a yearly target. A budget is allocated to every activity in a component. In developing the AWPB, the costing of each activity will be broken down further into expenditure items with specific costs and quantities.

3.1.2 Evaluation and review of priority setting

3.1.2.1 Evaluation activities

Project evaluations or assessments are usually conducted at mid-term (mid-term evaluation), at the end of the project (final evaluation), and a few years after the end of the project (after project evaluation).

A mid-term evaluation is conducted to assess whether the project is on the right track, that is, whether the identified outcomes are being accomplished which accomplish the objectives of the project. If the project has a life span of five years, the mid-term would be in the third year. In shorter projects it may not be necessary to conduct a mid-term evaluation, but project management must ensure regular progress monitoring and annual reviews of the project. For a longer project with a lifespan of five years or more, it is normal for the mid-term evaluation to be performed by independent external evaluators, but project management can decide to do it internally.

Final evaluations (or end-of-project) are necessary to understand the extent to which the objectives of the project were achieved. It looks particularly at the achievement of outcomes.

Some impacts could possibly be determined during a final evaluation. Final evaluations are normally conducted by independent external evaluators.

It is also very important to determine the impacts of the CAMP projects on South Sudanese society, especially on the vision for the agriculture sector. Impact evaluations should be implemented from time to time to assess sector, subsector and project-wise impacts of the implementation of CAMP projects. The results of these impact evaluations will be the basis for setting new strategic directions, priorities and policies for the sector. A project team should plan for an after project evaluation, which should be at least two or three years after the end of the project. The after project evaluation looks specifically at the impacts of a project. When the impacts have been identified, decision-makers may identify new priorities and decide on future directions of investment in the sector. After project evaluations are conducted by independent external evaluators.

CAMP implementation, however, should not be too strict concerning these definitions; there may not be enough resources for these activities. While the project teams should endeavour to plan for after project evaluations, it is possible to use final evaluations to identify emerging impacts, which can be used to determine future priorities.

In these evaluation activities, the initiative comes from the implementing directorates and authorities. The role of the CAMP ICTT, whether at the national, state or county level, is to assist in finding competent independent external evaluators. The recommendations of the external evaluators will be used by the implementing directorates and authorities to set priorities.

3.1.2.2 Guidelines

All evaluations, mid-term, final and after project, should be planned during the project planning stage. Any project plan (short-term, medium-term and long-term), is deemed incomplete without an evaluation plan and its required budget and source of funding. Table 3-2 is a simple project evaluation plan which can be used by project managers, supported by the CAMP ICTT M&E Coordinators in coordination with the M&E officers of the implementing directorates and authorities.

Table 3-2: Project evaluation plan

Name of Project	Duration	Schedule of Evaluation					
		Mid-term	Budget and Sources	Final	Budget and Sources	Impact	Budget and Sources
1							
2							
3							
4							
etc							

Source: CAMP TT

Mid-term and final evaluations shall focus on outcomes but should also consider emerging impacts that may have already been achieved during the evaluation period. Final project evaluations should be linked with the overall impacts envisioned in CAMP, i.e. how the particular project in the subsector contributed to reconstruction and recovery, food and nutrition security, economic growth and livelihood improvement and agriculture sector transformation, and institutional development.

If resources are limited, the mid-term evaluation can be conducted internally, that is, by the project team supported by the CAMP ICTT and the M&E Unit or M&E Officers of the implementing directorates and authorities. Final and after project evaluations¹⁴ should be conducted by independent evaluators, in order to avoid bias and to provide an outside perspective on the projects.

While the methodology in conducting project evaluations shall depend on the external evaluators, all evaluation activities shall be conducted in a transparent manner using participatory methodologies involving relevant stakeholders and be gender sensitive. The CAMP ICCT shall develop a standard evaluation design and Terms of Reference (TOR) for evaluators which could be adapted by the implementing directorates and authorities.

3.1.2.3 *Feedback, review and follow-up*

The evaluators, whether external or internal, shall communicate the major findings and recommendations to the stakeholders, project management and staff, and key decision-makers at all levels (national, state and local) as part of the evaluation process.

The various stakeholders (i.e. communities, civil society, project management and staff, key decision-makers) shall provide their comments and suggestions on the findings and recommendations to the evaluators for consideration when they write the evaluation report.

The project management and the M&E officers of the implementing directorates and authorities shall comment on the evaluation report before it is finalised.

The project management and/or the senior management at the implementing directorates and authorities are required to prepare a management response to the evaluation report which shall be shared with the stakeholders and key decision-makers. The management response is to be considered as an action plan with details on how each recommendation will be addressed by whom (persons responsible) and when (timeframe).

The CAMP ICTT shall develop a design for the project management's response to the evaluation findings and recommendations. Also, the CAMP ICTT and other M&E officers (implementing directorates and authorities), shall follow-up on implementation of the action plan, whether it is a mid-term, final or after project evaluation. Recommendations from a final evaluation may affect succeeding phases of CAMP implementation.

3.1.3 *Realignment of projects*

CAMP projects complement one another in the achievement of the overall vision of the agriculture sector.

The Undersecretaries and Director Generals (DGs) of the implementing ministries at the national level, or the DGs at the state ministry level, or the subsector commissioners at the county level, will have to look at how projects individually and together contribute to the overall vision, mission and goals of the sector. Part of the purpose of project evaluations is to

¹⁴ In case there are no resources for an after project evaluation, the final evaluation should be able to analyze the potential impacts of the project in relation to the vision, mission and goals of the sector.

allow decision-makers to see to what extent projects contribute. They can decide to rearrange their project plan set based on their priorities.

A similar realignment of projects and their activities can take place as a result of monthly, quarterly and particularly annual M&E activities, which can identify implementation issues and recommend corrective measures to achieve planned targets. Corrective measures could be adjustments in targets and activities, but the indicators for outputs and outcomes would remain the same.

3.2 Annual workflow

The project teams at the implementing directorates and authorities must develop an overall project plan before developing the annual work plan and budget (AWPB). The overall project plan is the basis of the AWPB and incorporated into AWPB.

A project can be financed from multiple sources, by: the government from its own budget (officers' salary at the least), a pooled fund, an ear-marked or non-earmarked funding arrangement, and/or in-kind contributions from development partners. The AWPB is a government document for planning, management, evaluation and monitoring of project activities financed by these various sources.

Funds sourced from the government's own budget or from development partner budget support will be subject to the NAB and SAB process.¹⁵ Although funds from other sources will not be subject to this process, all CAMP projects will participate in the annual budget cycle through the AWPB.

Once the overall project plan has been developed, the project team formulates the annual work plan for the first year, and its corresponding budget. When the AWPB is finally approved the project team executes the planned activities during the year.¹⁶ Annual operations include monthly and quarterly monitoring, and an annual review, to identify outputs achieved, and outcomes if applicable. After the annual review, the project team formulates the next year's AWPB making use of the review findings to improve project implementation. Table 3-3 shows the CAMP annual workflow.

Table 3-3: CAMP annual workflow

Action	When	Activities	Outputs/controls
Preparation of draft annual work plan and budget (AWPB)	2 nd quarter of fiscal year (October-December)	Initial plan of CAMP activities to be implemented in the next fiscal year based on priorities agreed in the Sector Working Group and with DPs. Also takes into account project activities initiated but not completed in the current fiscal year to ensure funding is set aside to complete activities.	Draft annual work plan and budget (AWPB)
Budget negotiation and allocation	3 rd quarter of fiscal year (January-March)	Determined annually by Ministry of Finance and Economic Planning (MoFEP) and approved by the National and state Legislative Assemblies	
Approval of NAB, SAB and AWPB	4 th quarter of fiscal year (April-June)	Details of the AWPB (activities, objectives, performance indicators, outputs, inputs, cost estimate (budget) and implementing unit or agency) finalised. Budget confirmed.	Final annual work plan and budget (AWPB)
Fund	Starting in 1 st	Done by MoFEP to line ministries, states	Bank reconciliation

¹⁵ Annex V. Situation Analysis Report 2013. Sections 6.2, 6.3.

¹⁶ Annex V. Situation Analysis Report 2013. Section 6.4.

Action	When	Activities	Outputs/controls
disbursement	quarter of fiscal year and ongoing	and counties as per planned disbursement schedule. Disbursement of government funds must be timely and predictable.	
Project implementation and budget execution	Throughout year	Procurement of goods, works and services and payments to internationally recognised standards. Activities performed.	Financial record keeping, sound internal control system, internal audit, monitoring visits, and interim external audit
Reporting	Throughout year	Reporting on progress of implementation, financial activities, procurement by ministries, development partners etc.	Monthly and quarterly financial reports, half year budget performance reports and annual reports, final financial statements for audit purposes
External audit	Within 6 months of fiscal year end	Carried out annually by Auditor General or contracted professional audit firm.	Auditor General reports to implementing agencies and the NLA.

Source: CAMP TT

3.2.1 Draft annual work plan and budget

Here the AWPB is presented primarily as an operational management tool. It is also a financial management tool. Operational management is closely linked to financial management, as funds are required to carry out project activities.

3.2.1.1 Structure of the annual work plan and budget

The AWPB gives the entire picture of what the project intends to achieve, at the same time it focuses on the annual activities. The AWPB provides detailed information regarding the annual work plan and budget and is the basis for annual project implementation management. It includes the overall project plan as a reference. Table 3-4 shows the structure of the AWPB.

Table 3-4: AWPB structure

Section
Elements
1. Overall project plan
<ul style="list-style-type: none"> • Objectives, rationale, and project description • Expected outcome • Components and expected outputs • Total budget including source of funds, cost items, and allocation plan • Responsible parties, time frame and other necessary information for M&E
2. Annual work plan and budget
<ul style="list-style-type: none"> • Outcome and output review of previous year • Planned annual activities assembled under relevant components • Estimated budget including source of funds, expenditure items, unit costs, quantities, costs by line items, procurement method, and other information necessary for M&E for operational, financial and human resource management • Timing and locations of activities and expenditure
3. Sub-tools

-
- Quarterly and monthly plan
 - Monitoring and evaluation plan
 - Risk assessment plan
 - Procurement plan
 - Gantt chart
 - Formats of monthly, quarterly and annual reports
-

Source: CAMP TT

Table 3-5 presents a summary of the AWPB by component, and Table 3-6 presents summary of expenditure items by component.

Table 3-5: Summary of the AWPB by component

(Name of Component):											
Component Objective:											
Outcomes	Indicators	Targets	Key Activities	Outputs	Indicators	Targets	Timeframe				Persons responsible
							Q1	Q2	Q3	Q4	

Source: CAMP TT

Table 3-6: Summary of expenditure items by component

Activity	Budget items	Cost per unit (SSP)	Quantity	Total Cost (SSP)	Budget (SSP)	Budget source/s
1						
2						
3						
Etc.						

Source: CAMP TT

3.2.1.2 Drafting the AWPB

The planning process for the next fiscal year starts in the second quarter of the fiscal year (October-December) and continues until the approval of the budget by the National and State Assemblies in the month of June (Table 3-3). In October stakeholder consultations will be held at national, state and local levels to consider activities planned for the next fiscal year and their funding requirements. By November the project teams in the implementing

directorates and authorities will develop an initial draft of the AWPB for review by senior management. The draft AWPB is submitted to the ministry early in the third quarter of the fiscal year (January or February). Approval of all AWPBs comes in June before the start of the next fiscal year, and in July the new fiscal year's activities start.

In May, while awaiting approval of the AWPB, the project team will conduct an annual review to assess what has been achieved during the year. The lessons learnt from the annual review will be incorporated in the APWB. The annual accomplishment report is drafted in June. At this time project teams will: 1) identify potential risks for the next fiscal year and develop the risks register, 2) develop the monitoring and evaluation plan (M&E plan) for the upcoming fiscal year, 3) develop the first quarter activity plan based on the AWPB and an accompanying Gantt chart of activities.

Quarterly activity plans will be developed every quarter by the project teams. Similarly, individual monthly activity plans will be developed by individual project team members. When the project AWPB is finally approved, it will be executed throughout the year and will be monitored monthly, quarterly and annually using M&E reporting formats.

3.2.1.3 Related Planning Activities

Monitoring and Evaluation Plan (M&E Plan)

The M&E plan is the instrument that will guide monitoring and evaluation in terms of what information will be gathered: baseline data; outputs and outcome indicators; sources of data; methods and tools to use for data gathering; frequency of data gathering; and, who is responsible for gathering the data.

The baseline data is the information on the indicators and targets (for both outputs and outcomes) before implementation of a project. In order to measure what changes have occurred, it is necessary to establish the baseline as the reference for measuring the changes. The project team will need to establish a baseline before executing the AWPB.

The sources of data could be the project participants, such as the communities and other stakeholders. The methods and tools for gathering data may vary, such as field visits and observations or field validations, focus group discussions, or interviews, while tools for data collection could be check lists, field observation guides, or monitoring and reporting formats.

The frequency of data collection could be monthly, quarterly, semi-annually or annually as decided by the project team. The project team will be responsible for collecting data. A sample M&E plan is provided in Table 2-7.

Table 3-7: Sample M&E plan

Name of the Project:				Development Theme:		CAADP Pillar:			
Objective/s:									
Project Components	Key Activities	Expected Results				Sources of data	Methods and tools	Frequency	Responsible for data collection
		Outputs (w/ indicators and targets)	Baseline	Outcomes (w/ indicators and targets)	Baseline				
Component A.									
Sub-Component1	1. 2. 3.								
Sub-Component2	1. 2. 3.								
Sub-Component3	1. 2. 3.								
Component B.									
Sub-Component1	1. 2. 3.								
Sub-Component2	1. 2. 3.								
Sub-Component3	1. 2. 3.								
Component C.									
Sub-Component1	1. 2. 3.								
Sub-Component2	1. 2. 3.								
Sub-Component3	1. 2. 3.								

Source: CAMP TT

Risk Assessment.

An assumption is a positive external condition beyond the control of project management, but which is necessary in order to achieve the objectives of the project or its desired results. A risk is a negative assumption; a risk is a negative condition that may arise in the course of the implementation of the project which may affect or hinder the achievement of the project objectives.

It is very important to anticipate possible risks in order to be able to plan how to mitigate them. In risk management planning identification of all possible risks and their impact and likelihood is performed. Risk impact could be “high”, “medium” or “low”, and its likelihood could be “very likely”, “likely” or “unlikely”.

In preparing risk mitigating measures it is important to identify which risks have high impact and are very likely to happen. These risks most require mitigation measures. Other risks have high impacts but are not likely to happen, or are very likely to happen but have low impacts. The project team will develop a risk management plan as part of the AWPB using the risk register (Table 2-8).

Table 3-8: Sample risk register

Risk	Assessment		Mitigating measure	Responsible
	IMPACT (High-Medium-Low)	LIKELIHOOD (Unlikely-Likely-Very likely)		

Source: CAMP TT

3.2.2 Budget negotiation and allocation

Project teams determine the project budget required for the upcoming fiscal year based on planned project activities. This applies to activities financed from the government's own budget and by development partners.

Project activities from the government's own budget will have to work within the given budget ceiling. However the AWPB will provide a sound basis to request a budget sufficient to carry out planned activities. The draft AWPBs for all projects are consolidated by the national and state ministries together with the ministries other funding requirements. They then negotiate with MoFEP to include their requirements for funds from the government budget in the draft budget submitted to the National and State Assemblies.

3.2.3 Approved national annual budget, state annual budget and AWPB

Once the draft annual budgets are approved, MoFEP is able to disburse government funds for the implementation of the AWPBs.

3.2.4 Fund disbursement

Once the draft annual budgets and the AWPBs have been approved by the respective assemblies, the MoFEP disburses funds to the different ministries at the national, state and county levels for the implementation of the AWPBs.

It is important for project managers at all levels to understand how much budget they have in order for them to be able to command the resources for timely implementation of project activities. Project managers should not only depend on the advice of finance people at the ministry on the availability of funds but should be able to demand from them disbursement of funds that have been duly allotted to their projects.

In this regard it is crucial that both project managers and project accountants have a sound understanding of their budgets and financial management and/or accounting systems in collaboration with the finance people at the ministry. They have to work closely together so that a smooth project execution is achieved and avoid delays in the implementation of the planned activities.

3.2.5 Project implementation and budget execution

Project implementation and budget execution¹⁷ is the actual implementation of the AWPB based on the costs of the planned activities. Planned activities can only be implemented efficiently if they have a corresponding planned budget. Project managers must ensure that approved planned budgets are available, so that project activities are implemented as scheduled.

3.2.5.1 Detailed plans for project implementation and budget execution

Quarterly activity plan

The implementation of the planned activities of the AWPB is based on the quarterly activity plan. Ideally quarterly plans should be developed after the drafting of the AWPB, but must be done before the end of the previous quarter.

Developing a quarterly activity plan should not be difficult as the information required is provided by the AWPB; it is focused on outputs. The team will have to distribute the activities over the three months of the quarter. Whereas the AWPB document includes narrative, the quarterly plan is in a tabular format. It will be done in a half day quarterly planning exercise. Table 3-9 is a sample quarterly activity plan.

Table 3-9: Sample quarterly activity plan

Project Components	Key Activities for the quarter	Expected Outputs (w/ indicators and targets)	Timeframe			Responsible
			M1	M2	M3	
Component A.						
Sub-Component1	1.					
	2.					
	3.					
Sub-Component2	1.					
	2.					
	3.					
Sub-Component3	1.					
	2.					
	3.					
Component B.						
Sub-Component1	1.					
	2.					
	3.					
Sub-Component2	1.					
	2.					
	3.					
Sub-Component3	1.					
	2.					
	3.					
Component C.						
Sub-Component1	1.					
	2.					
	3.					
Sub-Component2	1.					
	2.					
	3.					
Sub-Component3	1.					
	2.					
	3.					

Source: CAMP TT

Monthly activity plan

¹⁷ This has two parts: a) the implementation of project activities in order to achieve the set targets which is the responsibility of the project manager; and, b) budget execution (financial management terminology) is the responsibility of the project finance manager and project manager as implementation is dependent on inputs and costs of activities.

Each project team member will develop their own individual monthly activity plan which will be submitted to the project manager. This is a functional tool to guide each individual staff in their daily and weekly activities and expected outputs, with minimal supervision from the project manager. It will help individual staff assess their performance at the end of the year. Staff will have to distribute the activities over the four weeks of the month.

The achievement of planned outputs and outcomes depends on how well the planned project activities were implemented by the project team as a whole and as individual members. With individual monthly activity plans, team members do not have to wait for their project manager for frequent direction. It also empowers each team member to contribute to the achievement of project results. Table 3-10 is a sample monthly activity plan.

Table 3-10: Sample monthly activity plan

Project Components	Key Activities for the month	Expected Outputs (w/ indicators and targets)	Timeframe				Person/s involved
			Wk1	Wk2	Wk3	Wk4	
Component A.							
Sub-Component1	1.						
Sub-Component2	2.						
Sub-Component3	3.						
Component B.							
Sub-Component1	1.						
Sub-Component2	2.						
Sub-Component3	3.						
Component C.							
Sub-Component1	1.						
Sub-Component2	2.						
Sub-Component3	3.						

Source: CAMP TT

Quarterly Gantt chart

The Gantt chart is a very useful tool for the project team, especially for the project manager and M&E coordinators to see the flow of activities during a quarter and to facilitate monitoring. It can easily be derived from the quarterly plan and could even be posted on the office wall. This would make the project team aware of the quarter's activities.

The Gantt chart can be used in planning and monitoring. The project manager and team members will easily be able to organise their monthly activities by referring to the quarterly Gantt chart. A project team can monitor the status of project implementation by referring to the Gantt chart, and determine whether activities are on track, what activities are not being implemented and why etc. Table 3-11 is a sample Gantt chart of activities.

Table 3-11: Sample Gantt chart of activities

Key Activities	Month 1				Moith 2				Month 3			
	Wk1	Wk2	Wk3	Wk4	Wk1	Wk2	Wk3	Wk4	Wk1	Wk2	Wk3	Wk4
Component A.												
Sub-component 1:												
Sub-component 2:												
Sub-component 3:												
Component B.												
Sub-component 1.												
Sub-component 2.												
Sub-component 3.												
Component C.												
Sub-component 1.												
Sub-component 2.												
Etc,												

Source: CAMP TT

3.2.5.2 Field activities

Implementation of project activities requires field work, especially at the state and county levels, although national project team members will also conduct field activities. For each field activity (meetings, consultations, field observations, etc.), project team members will write a field activity report or “back-to-office” report using a simple format. It will be submitted to the project manager and highlight key results, lessons learnt, or issues that need immediate action. Table 3-12 is a sample “back-to-office” report.

Table 3-12: Sample “back-to-office” report

Nature of Activity: (e.g. field visit, community consultation, workshop, etc.)				
Inclusive Dates:				
Place:				
Activities conducted	Organizations/ People who participated	Significant accomplishment of the activity	Issues/ or lessons	Recommendation/ Action to be taken

Source: CAMP TT

3.2.5.3 Regular monthly meeting

A regular monthly meeting of the whole project team is conducted in the last week of the month and is facilitated by the project manager (or his designated replacement). Project team members update one another on the monthly project accomplishments and discuss key issues related to project implementation. They also share their individual plans for the coming month. During the last monthly meeting of the quarter, they formulate and/or review the next quarterly plan and prepare the corresponding Gantt chart. One of the team members will take minutes of the meeting using a simple report format (Table 3-13).

Table 3-13: Minutes of the monthly meeting report

Date and time:
Attendance:

Updates from the previous meeting's agreements and action points	Updates in the implementation of project activities	Any issues in the implementation of project activities	Agreements and action points	Responsible for the action points
<i>(identify whether resolved or work-in-progress):</i>				

Prepared by: _____

3.2.5.4 Monitoring and Evaluation

For CAMP implementation “monitoring and evaluation” (M&E) is the ongoing operational monitoring. It does not include mid-term, final or after project evaluations. It monitors the progress of project implementation each month, quarter and year to determine if targets have been achieved, identify bottlenecks and other implementation issues etc., so that corrective measures can be taken.

The project team is responsible for implementing both the planned activities and for monitoring their implementation on a monthly and quarterly basis. The M&E Coordinators at national and state levels provide technical assistance to the project teams on the conduct of M&E activities. The M&E units at the various concerned ministries or directorates assist in monitoring the implementation of project activities, especially in the analysis of data collected. Regular monitoring at national, state and county level is monthly and quarterly, and cumulative. However in the last quarter an annual review replaces quarterly monitoring. The annual review assesses the whole year to determine the cumulative achievement of planned outputs and outcomes.

These monthly and quarterly monitoring activities look at the efficiency of project implementation, where actual achievement of outputs is assessed against budget utilisation; this is called “efficiency monitoring”. If the cost of an output is equal to the amount budgeted for the activities to achieve it, project implementation is said to be financially efficient; if the cost is less than the amount budgeted it is said to be financially very efficient. However if the cost is more than the amount budgeted, then the implementation of the project is not financially efficient and the project is actually over-spending on planned activities and outputs. Sample monthly and quarterly monitoring and progress reports are provided in Table 3-14 and Table 3-15.

Table 3-14: Sample monthly monitoring and progress report

Project Components	Key Activities	Expected Outputs (w/ indicators & targets)	Actual Outputs	Deviations/Reasons
Component 1				
Sub-component 1				
Sub-component 2				
Sub-component 3				
Component 2				
Sub-component 1				
Sub-component 2				
Sub-component 3				
Component 3				
Sub-component 1				
Sub-component 2				
Sub-component 3				
Etc.				

Source: CAMP TT

Table 3-15: Sample quarterly monitoring and progress report

Project Components	Key Activities	Expected Outputs (w/ indicators & targets)	Actual Outputs	Participants		% Budget Utilization	Remaining Budget (Balance)	Efficiency issues (or reasons for deviations)
				M	F			
Component 1								
Sub-component 1								
Sub-component 2								
Sub-component 3								
Component 2								
Sub-component 1								
Sub-component 2								
Sub-component 3								
Component 3								
Sub-component 1								
Sub-component 2								
Sub-component 3								
Recommendations:								

Source: CAMP TT

Annual review (effectiveness monitoring)

The annual review assesses both output and outcome accomplishments at all levels. The results of this review will be used for the next annual plan.

The annual review will look into the cumulative accomplishment of outputs as well as the cumulative accomplishment of outcomes against the planned outputs and outcomes, and determine to what extent the targets have been achieved. It carries out efficiency monitoring (what is the cost of the activities to achieve an output compared to the budgeted amount) but also performs effectiveness monitoring. It will compare the cost of the output with the value of the outcomes achieved by the output. For example the cost to train an extension worker (an output) will be compared to the value he adds to agricultural yields (an outcome). Some of the questions that should be asked: *“To what extent have we been efficient in the implementation of activities?” “Are there more cost-efficient ways of implementing project activities?” “To what extent have the outputs contributed to achieving the outcomes?” “With the current rate of outcome achievement, can we say that we would be able to achieve the project objectives?”*

Where the outputs and outcomes have been achieved as planned, the project team will look into the factors that facilitated this. Where the accomplishment of outputs and outcomes did

not meet the expectations set by the AWPB, the team will look into the hindering factors, which may include, among others, the ineffectiveness of risk mitigation measures. Based on this analysis, the project team will decide on what to stop, continue or start in the next year's annual operation. Table 3-16 is a sample annual review report.

Table 3-16: Sample annual review report

Project Components	Planned Outputs (w/ indicators & targets)	Actual outputs	% achieved	Planned Outcomes (w/ indicators & targets)	Actual Outcomes	% achieved	Participants		Facilitating/hindering factors	% Budget Utilization	Balance
							M	F			
Component 1											
Sub-component 1											
Sub-component 2											
Component 2											
Sub-component 1											
Sub-component 2											
Component 3											
Sub-component 1											
Sub-component 2											
Lessons and recommendations: 1. To what extent have we been cost-efficient in the implementation of activities? Are there more cost-efficient ways of implementing the project activities? 2. To what extent have the outputs contributed to achieving the outcomes? With the current rate of outcome achievement, can we say that we would be able to achieve our project objectives? 3. Given the facilitating and hindering factors, what do we need to stop, continue or start?											

Source: CAMP TT

Risk assessment during the annual review

Another important activity during the annual review is the assessment of risks that have been encountered during the year. It is important to understand what risks actually occurred from the list of anticipated risks in the risk register, and to see how effective the mitigating measures were. Ineffective mitigation measures can be a cause of non-achievement of planned outputs and outcomes. In this case the project team needs to consider how to improve its mitigating measures.

The team will also have to consider any new risks for project activities that have emerged and plan on how to mitigate them. Table 3-17 is a sample risk assessment report that could be used for this activity.

Table 3-17: Sample risk assessment report

Risks encountered during the year	Impact			Mitigating Measures	Effectiveness (weak/strong)	How to enhance mitigating measures
	High	Medium	Low			
Are there any new risks that are likely to happen?					Any lesson learned in risk mitigation?	

Source: CAMP TT

3.2.6 Reporting

3.2.6.1 Reporting activities

Operational reporting consists of monthly and quarterly monitoring and progress reports and the annual review report at all levels (national, state and county). There are corresponding monthly, quarterly and annual financial reports. If donors have additional reporting requirements, the project will have to meet them.

It is the responsibility of project managers at all levels that progress reports are submitted in a timely fashion to concerned decision-makers, i.e. to the department directors or DGs at the national level, to the DGs at the state level, and to the commissioner and Executive Director at the county level.

For both quarterly and annual reports, a simple narrative report will be sent to senior management (Table 3-18). The quarterly monitoring and progress report will be attached to the quarterly narrative report, while the annual review and risk assessment reports are attached to the annual narrative report. Corresponding financial reports will also be attached.

Table 3-18: Quarterly/annual narrative report

<p><i>Reporting period (quarter/annual):</i></p> <p><i>Name of project:</i></p> <p><i>Development theme:</i></p> <p><i>CAADP Pillar:</i></p> <p><i>Project objectives:</i></p> <ol style="list-style-type: none"> (1) <i>Planned outputs (with indicators and targets)</i> (2) <i>Planned outcomes (with indicators and targets)</i> (3) <i>Key accomplishments (outputs and outcomes)</i> (4) <i>Reasons for deviations (quarterly report only)</i> (5) <i>Implementation issues/challenges (efficiency issues)</i> (6) <i>Management of risks (annual report only)</i> (7) <i>Lessons learnt (efficiency/effectiveness, facilitating/hindering factors, etc.)</i> (8) <i>Recommendations</i>
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For collaborative projects between national and state ministries, as well as the counties, and also the private sector, progress reports are shared between them as well.

The M&E units at county, state and national level will play an important role in project monitoring and reporting. They will provide technical support to the implementing directorates and authorities on monitoring and evaluation and ensure that monitoring and reporting are conducted regularly. The M&E units will assist in data analysis, identifying issues and recommendations, and will consolidate progress reports for regular reporting to the national/state ministries and counties. They will perform this for non-CAMP activities as well. The CAMP ICTT can assist the M&E units.

3.2.6.2 Supervision and feedback

The quarterly narrative progress reports from the project teams serve as feedback to senior management at the national, state and county levels on the status of project implementation. Senior management is expected to respond to these reports using a simple format as shown in Table 3-19.

Table 3-19: Management feedback on the quarterly progress reports

Recommended actions by the project teams	Management response and justifications (accept/partially accept/reject)	Management directive for the review and adjustment of planned activities

Source: CAMP TT

After the annual review, the project team will prepare an annual accomplishment report which highlights the cumulative accomplishment of outputs and outcomes, an analysis of efficiency and effectiveness in relation to the utilisation of the planned budget, and the lessons learnt, including lessons in risk management, with appropriate recommendations for the next annual planning cycle.

The annual accomplishment report will be submitted to senior management and donors as required. Senior management will provide their comments using the suggested format in Table 3-20.

Table 3-20: Management feedback on the annual accomplishment report

Feedback on the overall accomplishments for the year	Recommendations by the project team	Management response and justification (accept/partially accept/reject)	Management directives for the next planning cycle
On outputs accomplishment and efficiency			
On outcomes			

accomplishment and effectiveness			
On risk management			
On financial management			
On human resources management			

Source: CAMP TT

Project managers at all levels are responsible for the supervision of project implementation. Regular monthly meetings of the project team will be held and serve as a feedback mechanism within the project team on how to improve project implementation. Aside from the regular monthly meetings, project managers may conduct one on one meetings with their individual team members for supervision and feedback.

The CAMP ICTT is copied on all reports, including responses by project managers and senior management, which it consolidates. It will follow up with project teams and/or implementing directorates and authorities concerning review and adjustment of the activities and targets of the AWPB for succeeding quarters/years, based on the recommendations by project teams to senior management and management's response.

3.2.7 External audit

External audit is a tool for transparency and accountability. All expenditures related to the annual operation are examined by competent external auditors to determine whether the project implementation and budget execution have followed the proper and necessary controls based on the guidelines of the PFMS. In this sense it is a tool for measuring efficiency. Given the importance of results (accomplishment of outputs and outcomes), the conduct of external audits should be based not only on financial control mechanisms but also on whether the budget is sufficient and appropriate to achieve the desired results. This will improve the analysis of efficiency and effectiveness.

4. Financial management

Financial management is presented for funds managed by both government and fund custodians, but with particular reference to government managed funds. Government managed funds would be the government's own budget and development partner budget support. Generally, in this situation, the implementing authority would be a CAMP implementing ministry (and not a third party).

4.1 Annual workflow

4.1.1 Draft annual work plan and budget

During preparation of the draft AWPB, a budget will be developed based on expenditure estimates for the upcoming fiscal year. The main expenditure categories envisaged during CAMP implementation include: technical assistance (consultancy services), training/capacity building, operating costs (travel and office running costs), and goods, works and services.

AWPB includes accounting information which will enable the accounting staff to generate reports for use by management on the utilisation of CAMP funds by project and expenditure category. Such information produced on a regular basis enables management to monitor progress and make informed decisions on project activities.

4.1.2 Budget negotiation and allocation

Budget negotiation and allocation applies to government funded projects/activities.¹⁸ As previously described, during the initial stages of CAMP implementation most project funds are expected to be coming from standalone project support or pooled funding. Although sources of these funds will be outside of the government their planning and execution will be managed by AWPB processes.

Government budget preparation, as shown in table Table 1-7, is a combination of top down and bottom up processes. The initial budget ceilings are given by the Ministry of Finance and Economic Planning to the line ministries (top down). If ministries wish to increase their ceiling they must justify it, usually by presenting previous years' expenditures or projected activities/expenses in the next fiscal year (bottom up). This is usually done at the end of the budget process.

The estimated expenditures in the AWPB will be negotiated in the 3rd quarter of the fiscal year. The AWPBs will provide a sound justification basis to request a budget sufficient to carry out planned activities. To establish a sound basis for negotiation, financial management will play a critical role in providing historical information on expenditure trends and outputs, outcomes, and impacts achieved by the project concerned. Ministries, that use funds prudently in a timely fashion for the intended purposes, are more likely to be supported with larger allocations.

4.1.3 Approved national annual budget, state annual budget and AWPB

Government funded projects/activities will be dependent on approval of the national annual budget (NAB) and/or state annual budget (SAB). Once the NAB and/or SAB has been approved, ministries then allocate their budget along with development partner contributions to the project. Approval of NAB and/or SAB secures the implementation of AWPBs. Approved budgets will be uploaded into the appropriate PFMS. Monthly and quarterly expenditures will be compared against budget to measure project budget performance.

¹⁸ Annex V. Situation Analysis Report 2013. Section 6.2, 6.3.

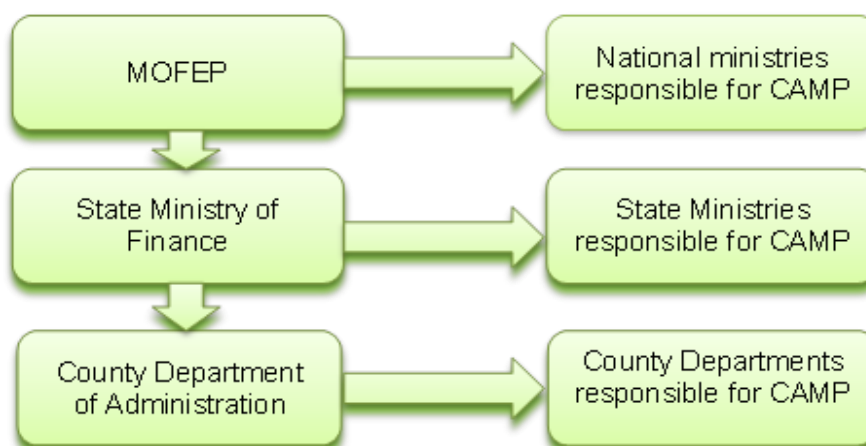
4.1.4 Fund disbursement

Funds will be made available to implementing authorities either monthly or quarterly depending on their requirements. For government budget and development partner budget support, disbursement will be made into government treasury accounts. In standalone project support, fund disbursement will be handled by a fund manager or the development partner itself. For pooled funding, the development partners will transfer funds into the fund manager's bank account; the fund manager will pay suppliers from this account. In all cases the implementing authority's accounting officer will ensure regular preparation of bank reconciliations of project funds, and on a quarterly basis furnish each project manager with a schedule specifying all transfers from the CAMP project account, together with copies of bank statements and bank reconciliation.

4.1.4.1 Fund disbursement of government managed funds

The following describes disbursement by MoFEP (the fund manager) of government budget and development partner budget support, when a CAMP implementing ministry is the implementing authority (and not a third party). The government will ensure budget allocations for CAMP projects funds are transferred at national, state and county levels in a timely manner and in accordance with the PFM legislation. For the local government level, MoFEP will transfer government funds through the state MoF to the county Departments of Administration (Figure 4-1).

Figure 4-1: GRSS funds flow to state and county levels



Source: CAMP TT

Budget execution at all levels is based on a centralised payment process with a single government treasury account at each level. The national treasury account is with the Bank of South Sudan, a public institution. State and county treasury accounts are held in designated bank accounts in commercial banks. At the national level, MoFEP transfers funds to a CAMP implementing ministry by updating IFMIS so that the funds appear as being available to the ministry. To transfer money to the states and counties, funds are transferred to their designated commercial bank accounts.

When a national CAMP implementing ministry needs to pay a supplier it makes a payment request to MoFEP, who then pays the supplier of goods, works or services directly. Payment requests will: 1) use a payment request form; 2) identify the budget line against which the payment request is to be charged; 3) be accompanied by supporting documentation, such as an invoice; 4) be signed by the accounting officer responsible for the CAMP project, who will confirm that funds are available.

When a state implementing authority needs to pay a supplier it makes a payment request to the state MoF, who then pays the supplier of goods, works or services directly from the designated commercial bank account. The process is similar to that for national payment requests.

The state ministries responsible for CAMP will secure funds for county level CAMP project activities. However, these funds will not pass through the state ministry responsible for CAMP implementation. Each month, the state MoF will make a direct transfer to the designated county commercial bank account, which will be charged against the state ministry's budget.

The county department responsible for a CAMP project will make a payment request to the county Finance Unit, who then pays the supplier directly from the designated commercial bank account. The process and supporting documentation is similar to that for national and state level payment requests. The accounting officer for the county is the Executive Director who approves all payments.

4.1.5 Project implementation and budget execution

4.1.5.1 Accounting and internal controls of government managed funds

Each CAMP funded project will be expected to maintain a detailed accounting and internal control system.¹⁹ The accounting system should be capable of recording and reporting on all commitments and expenditures (project recurrent and capital expenditures) and comply with the government PFM and development partner requirements. At a minimum, records should include: (a) cashbooks; (b) bank statements and reconciliations; (c) commitment and expenditure records; (d) procurement records; (e) approved work plan and budget; (f) financial monitoring support by keeping records of approved activities and outputs aligned to work plans and budget. These may initially be simple stand-alone records at the county level, but are expected to be based on the Integrated Financial Management Information System (IFMIS) at the state and national levels. The CAMP operations manual will provide financial management guidelines consistent with the government PFM procedures.

The internal control systems should ensure the conduct of an orderly and efficient payment and procurement process, and proper recording and safeguarding of assets and resources. Adequate segregation of duties should be in place to ensure internal checking and prevent errors and misuse/misappropriation of project funds. Also each project Finance Manager must maintain a separate file for the project where they will file all payment vouchers together with supporting documents in a sequential order to facilitate efficient project audits/other reviews.

Prior to making any payments, the project manager must ensure that goods, works and services, have been appropriately procured and delivered by contractors/suppliers. In this regard he must ensure that:

1. Quotations and contracts negotiated with contractors/services provider have been duly approved;
2. Purchase orders have been generated and issued to suppliers of goods, works and services;
3. Details of quotations and contracts have been entered into the project's accounting system; and
4. Amounts totalling the quotations and contracts have been committed.

¹⁹ Annex V. Situation Analysis Report 2013. Section 6.4.2.

With regard to delivery of works, the payments should be made in stages, (unless the work is very small such as minor repairs), and the construction plan and contract will have clearly stipulated stages at which payments shall be made. This could for instance be a certain percentage of the works being complete. The contractor would also issue a certificate of works at each stage. Project managers must carefully compare the certificate of works with the construction plan and contract. They must physically inspect the works in order to ensure satisfactory performance. When satisfied with all these conditions, the contractor can invoice for this stage of the construction activity.

With regard to delivery of goods, payment would normally be made only after all the goods have been delivered according to specifications. On receiving goods from suppliers, the project team must verify quantity and quality and immediately notify the supplier of any deficiencies or defects. On satisfactory delivery, the receiving officer must sign a goods received note or delivery note and retain one copy. The supplier's invoice must be carefully compared to the purchase order and delivery documents to verify that the invoiced amount is correct and that the goods received match those ordered.

With regard to delivery of services, the payments would normally be phased. A services contract typically indicates the stages at which payments can be effected. This is normally linked to the delivery of specific outputs such as reports, training or installation of systems.

4.1.5.2 Internal audit of government managed funds

CAMP projects will be implemented country-wide and it will be important to adopt a risk based approach to financial management so as to ensure informed audit scoping, planning and execution. The purpose of internal audit is to provide assurance that risk management processes are managing risks effectively, in relation to defined risk appetite. Internal audits will be carried out by the Directorate of Internal Audit, MoFEP.

The approach will include formal annual planning and updating the plan before interim and final field work is conducted. It will involve:

1. An understanding of the project's activities to identify specific risks that could cause project management not to meet objectives and evaluate controls established by management to mitigate these risks. This will allow the internal auditor to focus on activities based on their risk factors.
2. An initial risk assessment at the start of the project to determine the level of risk and adequacy of controls in the various activities to determine the areas of greatest risk. Based on this a risk matrix showing low, medium and high risk will be developed that will enable the internal auditor to determine the desired audit scope.
3. An audit plan based on the risk matrix, with input from management will be developed. Low-risk activities will be audited every three years, moderate-risk every other year, and high-risk activities every year. The three-year audit plan will be revisited each year and adjustments made based on new or changed risk factors. This will allow the internal auditor flexibility in a changing risk environment.
4. A secondary (prior to field visits) risk assessment will be conducted through in-depth interviews, walk-throughs, and other observations to determine the effectiveness of the control design. Following this the audit scope will be adjusted and audit plan finalised.
5. The internal audit program will be executed through interim and final field visits. The standard program will be guided by the secondary risk assessment; the higher the risk assessment, the more detailed the audit procedures to be performed.
6. A formal audit exit meeting will be conducted with both operational and senior management prior to leaving the field to present issues noted during the audit, as well as best practice suggestions for improving controls, efficiency and operational

performance. Minor exceptions or findings will be discussed verbally, and may not be included in the audit report. The formal exit meeting will also provide an opportunity for the internal auditor and management to discuss recommendations for improvement and to clear any factual issues that are still in question. The internal auditor should be sure to give management credit for actions already taken and offer consultative advice on those issues that are unresolved.

7. A draft report will be issued to operational management to validate findings and/or ensure there is no disagreement on factual findings and to obtain corrective action plans. The draft report will include findings and recommendations ranked as high, moderate, or low risk. High risk indicates management should immediately remedy the situation to prevent significant risk of financial loss; moderate risk indicates that timely remedy by management is suggested; and low risk indicates that there does not appear to be an immediate risk, but improvements are still possible.

Based on testing of the design and operating effectiveness of internal controls to address identified risks, this risk based approach will enable the internal auditor to conclude if:

1. Management has identified, assessed and responded to risks above and below the risk appetite;
2. The responses to risks are effective but not excessive in managing inherent risks within the risk appetite;
3. Where residual risks are not in line with the risk appetite, action is being taken to remedy;
4. Risk management processes, including the effectiveness of responses and the completion of actions, are being monitored by management to ensure they continue to operate effectively; and
5. Risks, responses and actions are being properly classified and reported.

4.1.5.3 Procurement using government managed funds

Current regulations and legal framework

Any procurement done using government managed funds will need to comply with government laws and regulations concerning procurement.²⁰ Procurement during CAMP implementation will need to consider value for money, efficiency and transparency, and compliance with the Interim Public Procurement and Disposal Regulations, 2006 (IPPDR) and any other procurement legislation that will be enacted by the government.

The IPPDR lays down procedures to be followed by all government procuring entities in processing public contracts. These regulations ensure that (a) public procurement is conducted in a transparent and efficient manner so as to achieve value for money, (b) contracts are awarded in a competitive manner and not in a discretionary manner, (c) all eligible suppliers are given equal opportunity to provide goods, works and services via public contracts, (d) public contracts are awarded in accordance with the requirements of the procuring entity (budget holder) and allocated budget, (e) public procurement is monitored and action taken against public officials and suppliers, contractors and consultants that do not comply with the public procurement regulations, (f) any stakeholder, including civil society and the private sector, can appeal for redress if not satisfied with the way public procurement is conducted and/or contracts are awarded and managed, (g) public confidence in the government is enhanced; and (h) public stores and equipment are disposed of in a transparent and rational manner.

The government is committed to public procurement reform which will put in place comprehensive public procurement legislation. This legislation would meet the objectives

²⁰ Annex V. Situation Analysis Report 2013. Section 6.4.2.

of the IPPDR; it would include: public procurement policy, oversight, decentralization, institutional and organizational arrangements, mechanisms for dealing with complaints and appeals, capacity building and training and review processes. The procurement bill now before the National Legislative Assembly is consistent with international standards and, if passed into law, will provide for adequate public disclosure to enable civil society and the private sector to fully participate in all aspects of public procurement. The law, once enacted with all support mechanisms, is expected to increase the confidence of foreign investors and increase the confidence of development partners to use public procurement systems.

Current public procurement procedures are that all procurement at the national level is to be done by the Procurement Unit of the Ministry of Finance and Economic Planning. No other government entity should undertake procurement unless it is designated as a procuring entity. Unfortunately, to date no government entity has been designated a procurement entity. However, the Procurement Unit of MoFEP does not have the capacity to carry out procurement on behalf of all government entities, which are now carrying out procurement in contravention of the IPPDR.

Government procurement

A procuring entity is required to prepare a procurement plan to support every program of a user ministry, department or agency. The procurement plan would indicate: (a) goods, works, services to be provided by each contract (or contract package), (b) estimated cost for each package, (c) procurement method, and (d) processing steps and timelines. The procurement plan must conform with the allocated budget cycle and can only be executed after MoFEP confirms availability of budget. A procuring entity is required to set up:

- procurement unit to undertake procurement functions on behalf of the entity;
- procurement committee to approve all procurement plans, consider tender evaluation reports and make decisions on proposed contract awards;
- tender evaluation panel to evaluate tenders and recommend award based on a predetermined and published evaluation criteria specified in the tender documents.

A procuring entity is required to maintain a record of procurement proceedings to facilitate inspection by authorized officials of the procurement unit, Auditor General and National Audit Chamber. Development partners also have access to procurement records pertaining to their funds for the purpose of audit and review. The content of the records is clearly stipulated in the IPPDR. Lessons learnt from recent programs implemented by the government indicate that procurement record keeping is a major challenge for government ministries and agencies.

Procurement methods for goods and works and consultants are clearly stipulated in the IPPDR. The common methods likely to be used in CAMP implementation are open competitive tendering and request for quotations depending on the values. For procurement of consultants, the most likely methods will be quality and cost based selection to ensure quality and economy as well as transparency. The guiding principle will be equal opportunity to consultants, and selection based on consultants' qualifications for small value assignments. The single source selection method should be used sparingly.

Tendering procedures are clearly spelt out in the IPPDR and they include International Competitive Tendering (ICT) and National Competitive Tendering (NCT). Details of tender processing are also provided.

Thresholds for use of different methods of procurement and authority for approving contract award was set in 2006 and still remain in effect (Figure 4-2).

Figure 4-2: Method of procurement

	Type of contract	Contract value USD (Threshold)	Procurement method	Authority approving proposed contract award
1	Goods	Less than 20,000	Quotations	Head of procuring entity
		20,000-150,000	NCT	Procurement committee
		Over 150,000	ICT	Procurement committee
2	Works	Less than 50,000	Selective tendering	Head of procuring entity
		50,000-300,000	NCT	Procurement committee
		Over 300,000	ICT	Procurement committee
3	Consultancy services (individuals)	Less than 2,000	Comparison of qualifications	Head of procuring entity
		Over 2,000	Comparison of qualifications	Procurement committee
4	Consultancy services (firms)	Less than 10,000	Comparison of qualifications	Head of procuring entity
		10,000-50,000	Quality and cost based selection and least cost selection ²¹	Procurement committee
		Over 50,000	Quality and cost based selection and least cost selection ²²	Procurement committee

Source: IPPDR, 2006

CAMP procurement

During CAMP implementation, procurement will be carried out at national, state and county level. The majority of procurement will be carried out at the national level, because of the lack of procurement capacity at state and county levels. Only low value procurement will be carried out at state and county levels in the early years of CAMP implementation. This will include goods valued at less than USD20,000; works of less than USD50,000 and individual consultancy services of less than USD2,000.

The Public Financial Management Manual for Local Governments provides detailed guidelines on how procurement should be conducted at the state, county, payam and boma levels. The PFM manual will need simplifying in light of the weak capacity at county levels. Also, capacity building will be needed at all levels in use of the manual and procurement procedures. Government officers will need to adhere to public procurement procedures to enhance public faith in transparent procurement. They will also need to avoid actions that would result in conflict of interest.

For CAMP implementation, the stages in the procurement process are shown in Figure 4-3.

Figure 4-3: Overview of stages in the procurement process

Stage	Who is involved
1. Planning	CAMP government officials and the various stakeholder groups during the annual planning and budgeting.
2. Requisition	User sector head/head of department, the chief administrator and the procurement officer
3. Solicitation and selection	The procurement committee, procurement officer, tender evaluation committee, chief administrator, suppliers.
4. Contract administration	The contract manager/head of user department; procurement unit processes payment claims, the finance director and the chief administrator pay contractors/suppliers.
5. Contract	For general goods, payment of the supplier closes out the contract; for long

²¹ Direct short listing.

²² Advertisement for expression of interest required.

close out	contracts, the contract administrator advises the chief administrator to issue a completion/takeover certificate and any final payment is made by the director of finance
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Source: MoFEP and the Local Government Board. May 2013. Public Financial Management Manual for Local Governments. p.32.

4.1.6 Reporting

CAMP project financial reporting for government managed funds will include:

1. Monthly receipt of funds and expenditure report to the Department of Administration for county level projects, to the state MoF for state level projects and to MoFEP for national level projects. These will be accompanied by a monthly bank reconciliation statement, and should be submitted on or before the 10th of the next month.
2. Quarterly budget performance/progress report, clearly showing progress against budget and supported by:
 - a. Physical progress report, which provides performance in output indicators (agreed during project preparation), links financial information with physical/outputs progress and highlights issues that require attention;
 - b. Procurement reports, which provide procurement performance against the plan (agreed during project preparation/subsequent updates) and narrative highlighting key procurement issues relating to the procurement of goods, works, and related services.

Quarterly budget performance/progress reports will include cumulative project performance columns.
3. Annual budget performance report accompanied by financial statements and the last quarter budget performance/progress reports.

The quarterly and annual budget performance reports will be submitted to the Executive Council at the county level and to the state Ministry of Local Government within 30 days of the end of the each quarter for scrutiny by the County Transfers Monitoring Committee. The State MoF will analyse and upload county level financial reports into IFMIS for consolidation into state level reports before upward submission to MoFEP.

4.1.6.1 Reporting to government and development partners

The government will ensure that funds allocated to CAMP projects are used for their intended purpose. To this end, all funds will be administered and supervised in accordance with due diligence for value for money, efficiency and effectiveness, and in compliance with international financial management practices. If development partner funds are managed by the government PFMS, the government will maintain records and accounts in respect of funds received from the development partners, and prepare quarterly statements of receipts, disbursements and fund balances. These will be forwarded to each development partner before the 25th of the month after the end of the quarter. Annually the government will furnish the CAMP development partners with a consolidated report describing the annual operations.

4.1.7 External audit

Both government and custodian managed funds will be audited regularly by external auditors. Custodian managed funds will be audited by commercial auditing companies, the development partners own auditors etc.

4.1.7.1 External audit of government managed funds

The Auditor General will undertake an annual audit of CAMP projects in accordance with government legislation. For effective independent audit, field visits to projects' sites should be conducted both for the interim and final project audits. As the CAMP projects will be

implemented at all government levels country-wide, the Auditor General will include the use of delegated/sub-contracted external audit arrangements to ensure effective and timely conduct of both the CAMP interim and final audits in order to address capacity constraints within his staff.

The main objectives of the CAMP audit are to:

1. Express a professional opinion(s) on the financial statements of the projects at the end of each fiscal year
2. Ensure that funds received and expenditures incurred during the relevant accounting period were for the purpose intended.
3. Ensure that the project books of accounts were kept based on the Generally Accepted Accounting Principles and the financial transactions there in reflect a true record of the transactions that took place during the fiscal year
4. Ensure that adequate internal control processes were maintained by the CAMP implementing ministries during the fiscal year.

Scope of the audit

The Auditor General and the contracted external audit firm shall do everything necessary to assist the CAMP implementing agencies at all government levels to achieve the objectives stated above; and in so doing shall carry out all necessary tasks, including but not necessarily limited to the following:

1. Development partner and government financing has been used in accordance with the conditions of the relevant financing agreement (s), with due attention to economy and efficiency, and only for the purposes for which the financing was provided.
2. Goods, works, and services financed have been procured in accordance with the relevant financing agreements including specific provisions of the government procurement policies and guidelines.
3. All necessary supporting documents, records, and accounts have been maintained in respect of all project activities.
4. National laws and regulations have been complied with, and that the financial and accounting procedures approved for the project (e.g. operational manual, financial procedures manual etc.) were followed and used.
5. Financial performance of the project (s) is satisfactory.
6. Expression of opinions on the financial statements.
7. Carry out the audit of the project (s) in accordance with the International Standards on Auditing, as promulgated by the International Federation of Accountants. Particular attention will be paid to the following matters: fraud and corruption, compliance with laws and regulations and governance.
8. Request from the implementing agency written confirmation concerning representations made in connection with the audit.
9. Verify that the project financial statements have been prepared in accordance with the agreed accounting standards and give a true and fair view of the financial position of the project at the relevant date and of resources and expenditures for the financial year ended on that date. The project financial statements should include:
 - a. Statement of funds received, showing funds from the development partners, project funds from government and expenditures incurred.
 - b. Balance sheet (if deemed necessary);
 - c. Summary of the principal accounting policies that have been adopted, and other explanatory notes;
 - d. List of material assets acquired or procured to date with project funds.

A signed audit report will be provided to the CAMP implementing ministries and CAMP ICTT within six (6) months following the end of the government financial year. Also, in accordance

with Article 185(8) of the Transitional Constitution, the Auditor General will present the report to the National Legislative Assembly.

5. Human resource management

Human resources management of government staff is discussed here.

5.1 Multi-year workflow

Without an adequate budget and proper human resources management the government will find it difficult to recruit and retain staff. Measures to improve human resources management will be needed throughout CAMP implementation, as quality human resources will be critical for a successful CAMP implementation. The CAMP implementing ministries need to plan for this.

CAMP ministries need to analyse their staff requirements. They will need to confirm the current status of staff likely to be deployed to CAMP projects, including their capacity, past performance, training needs etc. Based on this analysis, it will be possible to estimate recruitment needs. The information collected in this analysis should be properly managed in a human resources management system, either paper-based or computerised. All human resources information about staff should be added to this system, such as training attended, performance appraisals etc.

Job descriptions (duties, responsibilities, expected qualifications and experience etc.) must be developed and/or improved for all positions, including managerial. Current staff should be matched to these job descriptions. The job description should be the basis for recruitment of new staff, reassignment of staff, expected daily duties, training and performance appraisals. It is a tool for human resources management.

New staff should be recruited based on fair and transparent procedures using the job descriptions. When assigning staff to CAMP projects, the information in the human resources management system should be compared to the job description so that the process is fair and transparent.

Managers should supervise and appraise their subordinates properly and fairly. Training and improved performance should be reflected in their performance appraisals, which should be the basis for promotion. Fair appraisal and promotion processes can help motivate staff.

Training is fundamental to develop the required human resources for CAMP implementation. Introductory training for new staff is essential. Ongoing training will include technical skills relevant to the subsector; functional skills (e.g. writing reports, making a presentation, facilitating meetings, project management, etc.); and, administrative skills (e.g. information and communication technology, budget and financial management, supervision/management, leadership, etc.).

Staff who are paid a reasonable salary in a timely fashion are motivated to work effectively and efficiently. It is important that salaries are commensurate with job responsibilities. Pension schemes should be developed so as to give older staff an incentive to retire. Staff, who no longer work at a ministry (resigned or retired), should not be paid (ghost workers). They should be detected and their salaries stopped. These issues affect other ministries as well as the CAMP implementing ministries.

Addressing all the above issues will develop committed, productive and motivated staff. Additionally, appropriate office space, furniture and ICT equipment should be secured for efficient operation but will also motivate staff.

5.2 Annual workflow

All of the improvements to human resources management must be considered during implementation of a CAMP project. When the initial planning of a CAMP project takes place human resources management must be taken into account and included in the AWPB. As project implementation starts, the project authority (usually a Director General at the national level) will assign staff to be the project team, including a project manager. They will decide the number of staff necessary and the qualifications required. By reviewing the human resources information of current staff, they will assign qualified staff to the project. If there are not sufficient qualified ministry staff, they will need to recruit new staff based on the job descriptions developed for each position.

Project team member should be provided with clear terms of references (TORs) so they understand their duties. Training should be provided as necessary. Performance appraisals will be based on their TORs.

During project execution, good management will be essential to maximise staff performance, by giving proper guidance as to expectations and allowing staff feedback. Regular team meetings and sharing of information will give staff the opportunity to participate fully in the project