

The Republic of South Sudan
Ministry of Agriculture and Food Security
Ministry of Livestock and Fisheries
Ministry of Environment and Forestry
Ministry of Water Resources and Irrigation

**Project for Capacity Development for the
CAMP/IDMP Implementation**

Project Completion Report

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Project for Capacity Development for the CAMP/IDMP Implementation

Project Completion Report

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Abbreviation

AI-CD	African Initiative for Combating Desertification
ALDWG	Agriculture and Livelihood Donor Working Group
AU	Africa Union
AWPB	Annual Work Plan and Budget
CAMP	Comprehensive Agriculture Master Plan
C/P	Counterpart
DP	Development Partner
EU	Europe Union
FAO	Food and Agriculture Organization of the United Nations
FAW	Fall Armyworm
GAFSP	Global Agriculture and Food Security Programme
HoCs	Heads of Cooperation
ICTT	CAMP/IDMP Implementation Coordination Task Team
IDMP	Irrigation Development Master Plan
IDPs	Internal Displaced Persons
IFAD	International Fund for Agriculture Development
ILO	International Labour Organization
IOM	International Organization for Migration
JCC	Joint Coordination Committee
JICA	Japan International Cooperation Agency
MAFS	Ministry of Agriculture and Food Security
MEF	Ministry of Environment and Forestry
MLF	Ministry of Livestock and Fisheries
MoU	Memorandum of Understanding
MTEF	Medium-Term Expenditure Framework
MWRI	Ministry of Water Resources and Irrigation
NFLC	National Farmers' Leadership Centre
NRSWG	Natural Resource Sector Working Group
OJT	On-the-job training
PDM	Project Design Matrix
PFMS	Project Financial Management System
PO	Plan of Operation
PPM	Project Planning & Management
PWG	Project Working Group
SNS	Social Networking Service
SPEDP	Support for Peace and Education Development Programme
UMI	Uganda Management Institute
UNCCD	United Nations Convention to Combat Desertification
WFP	World Food Programme

Summary of project results and evaluation

Project background

The implementation of the Project for Capacity Development for the CAMP/IDMP Implementation in the Republic of South Sudan (the Project) and the evaluation of its results were guided by the overall goal, project purpose, and the three project outputs expected to achieve the project purpose. The overall goal was stated as follows: "The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened". Accordingly, the project purpose also focused on strengthened capacity: "The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries". The Project aimed to improve the capacity of government officials assigned to the Project Working Group (PWG) and Development Partner Desks (DP Desks) to formulate projects, mobilise resources, and manage implementation. To achieve the project purpose, the Project attempted to generate the following three outputs: Output 1) The mechanism of medium-term planning for the resource mobilisation required for CAMP/IDMP implementation is strengthened; Output 2) The mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened; and Output 3) The legal framework to facilitate the CAMP/IDMP implementation is improved. The Project attempted to build the capacity of PWG members and DP Desks through activities to produce the three outputs.

The Project was implemented in two phases: a preparatory phase and a main phase. In the preparatory phase, implemented from 2017 to 2018, the Joint Coordination Committee (JCC) of the Project identified and approved the overall goal, project purpose, and three outputs for the main phase. The support from the expert team in the implementation of the preparatory phase was provided remotely from Uganda due to the security constraints in South Sudan. In the main phase, implemented from 2019 to 2022, the JICA Expert Team assisted the Project locally in South Sudan up to March 2021, assisted the PWG and DP Desks remotely from Japan for 18 months up to August 2022 to mitigate the risk of infection during the COVID-19 pandemic, and returned to South Sudan for the remaining period.

In a final JCC meeting held in February 2022, the PWG reported on the results of the preparatory and main phases. The results were reviewed, discussed, and approved by the undersecretaries of the four CAMP/IDMP implementing ministries participating as JCC members, and provided an overall review of the results and performance of the Project. This Executive Summary summarises the highlights of the outcomes in this report, the challenges identified by the JCC, the way forward, and overall assessments by the JCC members.

Outcomes and assessment based on the PDM

The PWG's self-assessment of the performance of the Project was reported based on a Project Design Matrix (PDM) structured around the overall goal, project purpose, and expected outputs. The assessment showed that some items were 100% achieved, while others fell short of the original targets. It is also important to assess, however, how the PWG and DP desks took the initiative in the process of achieving the three outputs determined in the PDM, how these processes were carried out, and what impacts they had on other the directorates within the Ministry. The approaches taken by the PWG members and DP Desks in overcoming financial, technical, and external constraints, and their daily efforts to motivate themselves, were the driving factors for capacity building. The positive attitudes of the PWG members and DP Desks in the

face of the difficult economic environment, including the long-lasting salary arrears, were commendable and appreciated, and reflected the leading roles the members played in invigorating the other directorates in the CAMP/IDMP implementing ministries.

Meanwhile, the protection of the health and well-being of the members of the PWG, DP Desks, and CAMP/IDMP Implementation Coordination Task Team (ICTT) took top priority in the aftermath of the civil unrest and the unexpected COVID pandemic. For this reason, these entities quickly shifted to activities that could be remotely supported by the expert team, such as the planning and drafting of legislation exercises. The shift in the priorities and the management of the negative impact of the external factors were performed swiftly. Bearing in mind that the PWG operated under such unfavourable conditions, this report provides an overall review of the achievements of the Project.

While the contributions of the members of PWG and DP Desks to the Project were significant, the budgetary contributions to the Project by the CAMP/IDMP implementing ministries were a challenge throughout the project period. While the human resource allocation of over 20 government officials from the ministries is appreciated, their contribution to the Project's operating budget was largely unrealised, and budgetary allocations to maintain and develop the Project's achievements are strongly recommended.

Output 1: The mechanism of medium-term planning for the resource mobilisation required for CAMP/IDMP implementation is strengthened

(1) CAMP/IDMP Working Group

The first meeting of the CAMP/IDMP Working Group was held in October last year and the second meeting was held on 15 February, 2022. This was a major achievement in promoting policy dialogue between the government and DPs towards working together on agricultural development in the future. After a 10-year gap in the Natural Resources Sector Working Group, the CAMP/IDMP Working Group re-established the policy dialogue and resource mobilisation platform. The four CAMP/IDMP implementing ministries will now take the lead in strengthening the functioning of the platform.

(2) Medium-term planning and resource mobilisation

With regard to the ability to formulate project concept notes as foundations for medium-term strategic planning, resource mobilization, and annual budgeting, the experience in defining project justifications and drafting plans has improved. The CAMP/IDMP implementing ministries will consider compiling a concept note as a medium-term strategic plan for CAMP/IDMP Working Group discussion and resource mobilization dialogues. To facilitate coordination, information exchange and interaction between the government and DPs in the process of project formulation and implementation, 10 DP Desk positions were established in the planning directorates of the four CAMP/IDMP implementing ministries. The DP Desks and PWG members have been playing an active role in the joint project formulation and implementation by the government and DPs. The four CAMP/IDMP implementing ministries will improve the DP Desk mechanism for coordinated project formulation and implementation, and strengthen the information channels with the DPs.

(3) Promoting peace building and the reconciliation process through agricultural projects

To mitigate and overcome the negative impacts of the prolonged conflict in South Sudan, the agriculture projects implemented should incorporate components that promote peacebuilding and reconciliation. Every peace-building and reconciliation opportunity must be captured, and mechanisms to widen the opportunities should be incorporated in the project design stage. The methods for integrating peacebuilding and reconciliation components into agriculture projects, however, have not been adequately explored. It is therefore significant that the draft guidelines have been developed based on the voices of the people on the ground. By heeding the voices of the people to understand their differences, better support will be provided in finding common ground and benefits. The application of the guidelines is recommended, as the guidelines can be used in this manner to design agriculture projects that address the welfare of the once conflicting communities.

Output 2: The mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened

(1) Validation of AWPB Procedures and development of AWPB Guidelines

Based on the pilot use of the AWPB Procedures approved by the CAMP/IDMP Technical Committee (TC) in 2018, a set of draft AWPB Guidelines has been developed. The AWPB Procedures have been used on a pilot basis to validate the procedures for the implementation of the State Nursery Subprojects. An important outcome is that the establishment bills of the CAMP/IDMP implementing ministries provide a legal basis for the application of the AWPB Guidelines. At the same time, the validation of the AWPB procedures has clarified the roles and responsibilities of the national and state governments in the form of a memorandum of understanding (MoU), in the absence of a legal framework defining demarcations of authority and responsibility between the governments. The temporal use of such MoU arrangements is adopted in the draft guidelines.

The pilot use of the AWPB Procedures confirmed the importance of developing and executing an AWPB to meet compliance requirements. The proper AWPB execution has resulted in the construction of quality facilities with better working environments, improved nursery production techniques, and more highly motivated nursery staff. However, a lack of legally supported procedures for supervising small-scale construction, a requisite component for proper AWPB execution in South Sudan, was revealed in the process of the AWPB verification. The AWPB Guidelines therefore drew on examples from Ugandan legislation to suggest ideal procedures for construction supervision. The guidelines also recommended the adoption of future legislation on civil works and architecture, areas outside of the jurisdiction of CAMP/IDMP implementing ministries.

Within the framework of the establishment bills, the AWPB Guidelines should be further refined while they are being applied to projects, in order to support the establishment of regulations, ministerial orders, and official standards governing the operation of the AWPB procedures. In this way, the government's capacity to organise and manage internally and externally sourced financial resources for agriculture sector development should be strengthened.

(2) The AWPB as a tool to manage coordination among the national and state governments and

DPs

The implementation process for the Desert Locust Control Monitoring Subproject was examined to verify the joint coordination, planning, and execution among the national and state governments and development partners. The subproject was jointly implemented by the National Desert Locust Control Committee, Eastern Equatoria State Government, FAO, and JICA. Though no AWPB was developed for this subproject, an AWPB is effective in the planning and management of a project that provides frontline public services with resource contributions from multiple sources. As the security situation in rural areas is improving, it is confirmed that the proper implementation of AWPB procedures will facilitate well-coordinated, efficient, and effective frontline service delivery in projects supported by multiple sources in the agricultural sector in the future.

Output 3: The legal framework to facilitate the CAMP/IDMP implementation is improved

(1) Establishment Bills of the three CAMP/IDMP implementing ministries

The drafting and validation of the establishment bills for the Ministry of Agriculture and Food Security, Ministry of Livestock and Fisheries, and Ministry of Water Resources and Irrigation are significant achievements, given that only two ministries in the country –the Ministry of Finance and Economic Planning and the Ministry of Justice– have establishment laws. An establishment law is the only way to give legal powers and responsibilities to a ministry. The bills clarify the jurisdiction of the three ministries and thus provide legal bases for the various regulations, ministerial orders, and official standards under their jurisdiction. Once the bills are approved into law by the legislative assembly, they will serve as foundations for the organisational capacity of the ministries. The CAMP/IDMP implementing ministries will continue to work for the formal approval and implementation of the establishment laws.

(2) Five technical bills

The Project developed a 1) Seed Bill, 2) Meat Control and Slaughter Facility Bill, 3) Animal Production Bill, 4) Livestock Marketing Board Bill, and 5) Hides, Skins, and Leather Processing Bill. The Seed Bill was newly drafted and the other four bills were revised from previous drafts. These legislative initiatives by the PWG have also attracted new support from the EU and the African Union (AU). The revision of other technical bills in the Ministry of Livestock and Fisheries is currently underway with the support of the EU and AU. This is an example of resource mobilisation and coordination by the planning directorate, PWG, and DP Desk of a ministry. The CAMP/IDMP implementing ministries will continue to work jointly towards the enactment and implementation of the technical bills as well as the establishment bills.

(3) Outcomes of off-the-job training for cross-cutting subjects

Administrative training was conducted in Uganda under the Third Country Training Scheme. The number of training sessions was only one due to the travel restrictions in place under COVID-19 pandemic conditions. For this reason, an alternative remote session was organised and conducted in January 2022. The Project understands that such off-the-job training is only effective if it is combined with on-the-job training that can be carried out under day-to-day working circumstances. In this respect, it is commendable that the

combination of the training modalities has improved the planning skills and know-how of the PWG members, despite the constraining factors. The CAMP/IDMP implementing ministries will continue to emphasise the capacity building and human resource development through the training of staff members.

1. Overview of the Project

1.1 Background of the Project

The Republic of South Sudan (hereinafter referred to as "South Sudan") is one of the least developed countries in the world. The majority of the population, which is mainly rural, engages in agriculture and cattle rearing for personal consumption, and many people are dependent on humanitarian assistance. South Sudan relies on oil for over 90% of its revenue, but instabilities in oil production and other factors keep the country in a chronic budget deficit. The development of alternative industries is urgently needed. On the other hand, South Sudan has abundant rainfall, fertile soil, and vast extensions of land, wetlands, and rivers such as the Nile. The potential of the agricultural sector as a whole has been highlighted, and the sector is expected to drive the economy as an alternative industry to oil in the future.

The Government of South Sudan (hereinafter referred to as "GRSS") developed the Comprehensive Agriculture Master Plan (hereinafter referred to as "CAMP") and the Irrigation Development Master Plan (hereinafter referred to as "IDMP") in May and December of 2015, respectively, with technical assistance from the Japan International Cooperation Agency (hereinafter referred to as "JICA"). These plans aim to overcome food shortages, improve rural livelihoods, and industrialise agriculture through the development of the agricultural sector. (Hereinafter, CAMP and IDMP are collectively referred to as the "previous project".)

In August 2015, the GRSS established the CAMP/IDMP Implementation Coordination Task Team (ICTT), an organization that facilitates and coordinates with internal and external stakeholders to promote the implementation of the CAMP and IDMP, and the implementation structure was strengthened to realize the CAMP and IDMP. The CAMP was subsequently approved by the National Assembly, in March 2017, and is now considered an official national document. Over the years, the GRSS has treated the CAMP and IDMP as important documents that set the direction for agricultural development in South Sudan up to 2040.

However, in order to ensure smooth implementation of the CAMP and IDMP, there have been challenges in organizational systems, human resources, and financial resources in the CAMP/IDMP implementing ministries, and the capacity of the ministries in these aspects needs to be strengthened. The areas where capacity building is most urgently required are: (i) medium-term project planning and implementation (including resource mobilization and aid coordination); (ii) annual project planning and implementation management; and (iii) development of legal frameworks for the CAMP/IDMP implementing ministries and agriculture-related technical laws and regulations.

In order to address these urgent issues, the GRSS requested Japan to undertake a technical cooperation project, the "CAMP/IDMP Implementation Capacity Enhancement Project" (hereinafter referred to as the Project).

1.2 Project period, target area, and implementing organization

(1) Project period

【Plan】

August, 2017 to December, 2021 (4 years and 5 months)

The First Phase: August, 2017 to August, 2018

The Second Phase: September, 2018 to December, 2021

【Actual】

22nd August, 2017 to 21st March, 2022 (4 years and 7 months)

First Phase: 23th August, 2017 to December, 2018

Second Phase: 15th January, 2018 to March, 2021

(2) Target area

Juba, South Sudan

(3) Implementing organizations (CAMP/IDMP implementing ministries)

Ministry of Agriculture and Food Security (MAFS)

Ministry of Livestock and Fisheries (MLF)

Ministry of Environment and Forestry (MEF)

Ministry of Water Resources and Irrigation (MWRI)

1.3 Overall goal, project purpose, expected outputs and activities

The overall goal, project purpose, expected outputs and activities of the Project are as follows.

Overall goals

The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened.

Project purpose

The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries.

Expected outputs

Output 1: Mechanism of medium-term planning for the resource mobilization required for CAMP/IDMP implementation is strengthened.

Output 2: Mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened.

Output 3: Legal framework to facilitate CAMP/IDMP implementation is improved.

Activities

Activity-0 (Completed at the end of the Preparatory Phase; outputs of Activity 0 to be approved by JCC)

[Review of the current situation]

0-1. Conduct the baseline study on the current administration of the Ministries concerned.

- *Identify the role and the scope of responsibility of each department of the Ministries concerned.*

- *Identify the current ministries organisational capacity particularly in the areas of project identification, resource mobilisation, planning and budgeting, designing of project implementation schemes, project implementation and budget execution, and monitoring and evaluation.*

[Development of the plan]

- 0-2. Identify gaps in the ministries organisational capacity and the areas of urgent needs for the capacity development to develop the capacity development plan based on the results of the baseline study and discussion.
- 0-3. Revise the Project Design Matrix (PDM) and the Plan of Operation (PO) based on the results of the baseline study and discussion.

Activity-1

[Development of the medium term strategic plans based on the CAMP/IDMP framework]

- 1-1. Necessary procedures and methods for the formulation, implementation, monitoring and evaluation of the medium term strategic plans for CAMP/IDMP implementing ministries are discussed and determined by the ministries concerned.
- 1-2. The medium term strategic plans for CAMP/IDMP implementation are developed in the CAMP/IDMP implementing ministries.
- 1-3. Monitoring and evaluation of the medium term strategic plans are conducted and results are shared with relevant stakeholders in a regular basis.
- 1-4. Necessary procedures and method for the formulation, implementation, monitoring and evaluation of the medium term strategic plans for CAMP/IDMP implementing ministries are improved and documented based on the review of the project activities.
- 1-5. Planned off-the-job training for improving medium term planning capacity of concerned government staff are conducted in South Sudan and other neighbouring countries.

[Strengthening the mechanism for coordination and resource mobilisation within and among the ministries concerned and with development partners]

- 1-6. The mechanism and procedures for the coordination and resource mobilisation within the government are strengthened through discussions among key Directorates of CAMP/IDMP implementing ministries.
- 1-7. The mechanism and procedures for the aid coordination and resource mobilisation between the government and development partners (DPs) are strengthened through the discussions among stakeholders.
- 1-8. The coordination and resource mobilisation within the government and between government and DPs are conducted by following the mechanism and procedures.
- 1-9. The mechanism and procedures for the aid coordination and resource mobilisation within the government and between the government and DPs are improved and documented based on the review of the project activities.

Activity-2

[Preparation, implementation and management of annual plan based on the medium term strategic plan and AWPB for each project]

- 2-1. The necessary procedures and methods for the formulation, implementation, monitoring and evaluation of annual budget and Annual Work Plan and Budget (AWPB) are discussed and determined by the ministries concerned.
- 2-2. AWPB for each project (including forest nursery sub-project) is developed based on the medium term strategic plans in the CAMP/IDMP implementing ministries.
- 2-3. Forest nursery sub-project is implemented and monitored in collaboration with the National and State ministries, and information on progress is shared with the relevant stakeholders.
- 2-4. AWPB for each project for coming year is developed by the ministries concerned, in collaboration with the State ministries.
- 2-5. The necessary procedures and methods for the formulation, implementation, monitoring and evaluation of the Annual Plan and AWPB are improved and documented based on the review of the practices.
- 2-6. Planned off-the-job training for improving annual planning capacity of concerned government staff are conducted in South Sudan and other neighbouring countries.

Activity-3

[Development of establishment acts]

- 3-1. Necessary procedures and methods for drafting bills of establishment acts for two of the CAMP/IDMP implementing ministries for CAMP/IDMP implementation are discussed and determined by the ministry concerned.
- 3-2. Bills of establishment acts for two of the CAMP/IDMP implementing ministries for CAMP/IDMP implementation are drafted.

[Enactment of pending bills and drafting of new bills]

- 3-3. Support activities for adoption of the selected pending bills of the CAMP/IDMP implementing ministries are planned and implemented.
- 3-4. New bills of CAMP/IDMP implementing ministries are drafted.

The implementation of the above planned activities, and their details, are described in Chapter 2 onwards.

For a summary of the project, including other information, see PDM Ver.2 (Annex 1). The PDM changed as follows during the course of the project.

Table 1-1: Changes of PDM

27th March 2017	R/D	Ver.0 in November 2016
29th November 2018	M/M for the change of R/D	On the basis of the activities carried out in the first Phase based on PDM Ver. 0, and consultation and discussion, PDM Ver. 1 was proposed and approved at the 3rd Joint Coordination Committee (JCC) meeting held on 5th November 2018. Following this, changes were made by the R/D.

		The main changes are the shortening of the project period (from 5 years to 4 years and 4 months), and changes in the overall goals, project purpose and outputs etc.
10th June 2021	M/M for the change of R/D	An extension to March 2022 was reflected.

1.4 Inputs from the Japanese side

Inputs from the Japanese side listed in the PDM are as follows.

(a) Dispatch of Experts:

Chief advisor, Deputy Chief advisor, Coordinator and other experts in the areas necessary for the project activities: e.g. Administrative and Financial Management & Monitoring, Donor coordination, Monitoring & Evaluation, Peace building and Conflict mitigation, Legal system advisor, Agricultural/Livestock Development, Nursery Construction Management, Nursery Management, etc.

(b) Trainings in Japan and in third countries, when deemed appropriate and necessary

(c) Machinery and Equipment, when deemed appropriate and necessary for the project activities

The actual inputs from the Japanese side during the project implementation are explained below.

(1) Operation expenses

A breakdown of the total project activity expenses spent by the Japanese side from the start of the Project in August 2017 to February is shown in Table 1-2.

Table 1-2: Operation expenses (Japanese side)

Total project cost

Project Phase	First Phase	Second Phase	Total
Amount (JPY)	103,115,160	345,079,786	448,194,946
Amount (USD)	94,615	2,993,872	3,088,487

Local activity cost only

Japanese Fiscal Year	2017	2018	2019	2020	2021	Total
Duration	August 2017- March 2018 7 months	April 2018- March 2019 12 months	April 2019- March 2020 12 months	April 2020- March 2021 12 months	April 2021- March 2022 12 months	August 2017- March 2022 55 months
General Staff Employment	415,990	20,590	1,219,115	1,238,637	1,539,077	4,433,410
Technical Staff Employment	2,157,629	727,440	8,264,271	10,723,280	23,034,371	44,906,992
Vehicle Related Expense	478,812	82,019	1,329,301	1,595,233	3,068,093	6,553,458
Rental	2,861,254	0	21,574	110,894	794,527	3,788,249
Maintenance	10,740	108,746	292,058	281,427	887,817	1,580,788
Consumables	450,577	491,727	1,666,655	1,689,174	3,717,504	8,015,637
Travel/Transport	1,922,010	2,153	2,773,258	0	1,172,617	5,870,038
Communication/Posting	419,281	800,037	3,067,581	2,494,088	2,924,691	9,705,679
Utilities Cost	40,929	0	0	0	0	40,929
Miscellaneous Expenses	673,485	0	442,031	371,471	8,176,633	9,663,619
Equipment Cost	35,255	2,520,178	671,302	359,526	626,579	4,212,840
Local subcontracting	4,146,460	0	0	0	50,232,048	54,378,508
CAMP Office Operation Expenses		982,199				982,199
Amount (JPY)	13,612,422	5,735,090	19,747,146	18,863,730	96,173,958	154,132,346
Amount (USD)	118,100	49,757	171,324	163,660	834,394	1,337,235

Local activity cost for sub-projects only

Japanese Fiscal Year	2019	2020	2021	Total
Duration	April 2019- March 2020 12 months	April 2020- March 2021 12 months	April 2021- March 2022 12 months	April 2019- March 2022 36 months
State nursery sub-project	862,943	0	35,460,998	36,323,941
Desert locust sub-project	0	0	24,029,873	24,029,873
Peace building/conflict mitigation	0	0	3,467,083	3,467,083
Amount (JPY)	862,943	0	62,957,954	63,820,897
Amount (USD)	7,487	0	546,216	553,703

* Exchange rate: 1USD=JPY115.262 (exchange rate for JICA in February, 2022)

(2) Equipment

The equipment procured and provided by the Japanese side consists of 25 laptop computers and 2 multifunctional photocopiers, at a total cost of 2.73 million JPY. For details on the equipment procured and provided, please see Appendix 2.

(3) Experts

Ten consultants were involved in the implementation of the Project with counterparts on the South Sudan side. Their areas of responsibility were: 1) Chief Administrative and Financial Management, 2) Deputy Chief

Advisor/Administrative and Financial Management 2, 3) Donor Coordination, 4) Public Relations/Administrative Coordination, 5) Legal System Advisor, 6) Peacebuilding/Conflict Mitigation, 7) Peacebuilding 2/Conflict Mitigation 2/Public Relations 2/Administrative Coordination 2, 8) Nursery Construction Management 1, 9) Nursery Construction Management 2, and 10) Nursery Management.

In addition, four staff members were employed to implement the Project in their respective areas of expertise. Their areas of responsibility were: 1) Senior Legal Expert, 2) Peacebuilding Researcher, 3) Nursery Construction Management, and 4) Desert Locust Sub-project Coordinator. In addition, two national staff were employed in the field to ensure smooth and efficient operation of the Project. See Appendix 3 for details on the experts and staff dispatched.

1.5 Inputs from the South Sudan side

Inputs from the South Sudan side listed in the PDM are as follows.

- (a) Counterpart personnel and administrative services from CAMP/IDMP ICTT and Ministries concerned
- (b) Project office space with necessary equipment
- (c) Local costs other than the equipment provided by JICA

The actual inputs from the Japanese side during the project implementation are explained below.

(1) Counterpart personnel (C/Ps)

Nine members, one Team Leader, and eight other staff members from MAFS were assigned to become members of the Project Working Group (PWG) from MLF, MEF, and MWRI (Two members from each ministry. Three members from only MWRI). Two Director Generals of the Planning Directorate assigned for quality control played a part in the implementation of the Project. In addition, as described below, a total of 10 staff members from the four CAMP/IDMP implementing ministries were assigned as the Development Partners (DP) Desk. See Appendix 4 for details on the C/Ps.

PWG members were selected for the implementation of the Project, mainly from the CAMP and IDMP Implementation Coordination Task Team (ICTT), a body established in the previous project as a part of the permanent implementing structure for the CAMP and IDMP in the GRSS. After the completion of the Project, the PWG will be dissolved, the CAMP and IDMP will be implemented according to the existing implementation structure of the GRSS (including the ICTT), and the DP Desks will continue to function in the ministries as a new permanent position established in the Project.

(2) Project office

The South Sudan side provided the project office at the premises of the Ministry of Foreign Affairs for the duration of the Project (the office had been developed in the previous project).

2. Project activities

2.1 Uganda-based activities in the first phase (Year 1)

2.1.1 Assessing the current situation and planning activities for the second phase

The first phase of the Project, which ran from August 2017 to August 2018, was implemented to identify and analyse information relevant to the implementation capacity for the CAMP and IDMP, and to plan specific activities based on this information, in order to carry out full-fledged activities in the ensuing second phase. However, no JICA Expert Team was allowed to enter South Sudan following the disturbances in July 2016. The JICA Expert Team was therefore based in Uganda, a neighbouring country, and usually communicated with the C/Ps remotely by email, etc. When there was a need for consultation, coordination and decision-making, the C/Ps were invited to Uganda, and JCC meetings and workshops with the PWG were held to exchange information and discuss and plan activities.

Specifically, a baseline survey of the current status of the CAMP/IDMP implementing ministries was conducted to identify the scope of the roles and responsibilities of each of the ministries involved, as well as their current organisational management capacities (in particular, their capacities in project identification, resource mobilisation, planning and budgeting, project implementation planning, project implementation and budget execution, and monitoring and evaluation). Using this information as a guide, we have identified three main directions for planning future activities: 1) Institutional capacity development, 2) Planning and resource mobilisation, and 3) the Annual project management cycle. The PWG members were divided into groups accordingly, and further information was collected and analysed by each group to formulate a concrete action plan for the second phase. The PDM and Plan of Operation (PO) were revised accordingly. The PWG also decided to extend the duration of the first phase until December 2018.

The activities and results of the work of the first phase (first year) are presented in Table 3 below. The JICA Expert Team operated in South Sudan from the second phase onward, except when the country was severely affected by the new coronavirus infection (COVID-19), as described below.

Table 2-1: Activities and achievements in the first phase (first year)

Activity	Achievement
Development of the Work Plan (Year 1)	The Work Plan was developed in October 2017.
Review of the Work Plan and consultation and agreement with the C/Ps	The Work Plan was developed in October 2017 and discussed and agreed with the C/Ps and JICA.
Implementation of the baseline survey	After the outsourcing contract was signed with a Ugandan consulting firm, a baseline survey was conducted from October 2017 to March 2018. The survey collected data on the following: (i) an up-to-date socio-economic overview of South Sudan, (ii) the development policies, strategies, and specific initiatives of the Government of South Sudan (especially in the agricultural development sector), (iii) the development policies, strategies, and specific initiatives of the major development partners, and (iv) the current status of the four CAMP/IDMP implementing ministries to which the C/Ps

	<p>belong. A report compiling the survey results and analysis was submitted to JICA and the C/Ps for approval in March 2019.</p>
<p>Development of a capacity building plan that will be central to this project activity (including planning for third country training)</p>	<p>In addition to the baseline survey, a survey of current staff in the four relevant ministries was conducted to identify capacity building needs. In addition to the targets for improvement, The competencies that may need to be improved in areas relevant to the four ministries were identified and categorised into two: general skills (introductory knowledge, functional skills and administrative skills) and technical skills. Based on this, a draft activity plan to be developed as a comprehensive action plan in the future was developed for the second phase of the project.</p> <p>From the second phase, the Project decided to conduct training in Uganda, Kenya, and other countries neighbouring South Sudan on the above-mentioned capacity and knowledge and skills in the agricultural fields related to the four ministries.</p>
<p>Review of the implementation structure for the CAMP/IDMP</p>	<p>After some discussion, the participants of the JCC meeting and workshops with the PWG proposed that the project planning function and the functions of the ICTT for internal and external coordination and resource mobilisation be transferred to the planning directorates of the four CAMP/IDMP implementing ministries. From the second phase, it was decided that the planning directorates of the four CAMP/IDMP implementing ministries would be further involved in project planning, promotion, and implementation.</p> <p>In addition, the need for establishment bills that could form a basis for the functions and responsibilities of the four CAMP/IDMP implementing ministries was discussed. Based on this discussion, the participants and PWG decided to develop such a law (supporting the drafting and approval process) together with the agricultural sector technical bills of the four ministries.</p>
<p>Development of an implementation structure for resource mobilisation</p>	<p>The C/Ps visited Development Partners (DPs) such as the EU to gather information for resource mobilisation. An action plan for the second phase of resource mobilisation was also developed.</p>
<p>Support for the development of various plans for the implementation of the CAMP/IDMP and progress management</p>	<p>The current status of the Medium-term Strategic Plan was reviewed, and plans for the use of the Annual Work Plan and Budget (AWPB) as a pilot tool for the management of future projects were discussed and confirmed with the Ministry of Finance and Economic Planning.</p>
<p>Selection of sub-projects</p>	<p>Through three workshops with the PWG, the sub-project to be undertaken under the Project (Sub-project for Improvement of State Nursery Facilities) was selected and presented to the C/Ps for approval at the 3rd JCC meeting held in November 2018.</p>
<p>Review of the project framework (Activity 0) and agreement with the C/Ps</p>	<p>At the first JCC meeting held in August 2017, the project framework was explained to the C/Ps and approved after consultation. After various subsequent meetings and workshops, PDM Version 1 and PO were approved at the 3rd JCC meeting held in November 2018. It was thereby confirmed that the second phase of the Project would be implemented based on the same.</p>

The following section describes the activities in the Second Phase (Years 2 to 4) based in South Sudan.

2.2 Activities under Output 1 “Mechanism of medium-term planning for resource mobilization required for CAMP/IDMP implementation is strengthened”

2.2.1 Development of the Medium-term Strategic Plan based on the CAMP and IDMP framework

The planning and budgeting of each spending agency of the GRSS is carried out based on the GRSS's Public Financial Management System (PFMS) according to a hierarchy consisting of a Medium-term Expenditure Framework (MTEF), Annual Plan, and Annual Work Plan and Budget (AWPB). The ministries and other spending agencies are supposed to prepare three-year medium-term expenditure plans and revise them annually. However, these procedures for planning and budgeting under the PFMS have not been implemented as stipulated, and no medium-term plans have been prepared.

In addition, resource mobilisation within the four CAMP/IDMP implementing ministries has yet to become fully functional, chiefly due to the budgetary constraints of the GRSS as a whole. Resource mobilization by the Development Partners (DPs) and other external organisations therefore takes on a greater importance, and active consultation and coordination with external agencies, including private sector agencies, are needed. External resource mobilisation has also been insufficient, partly due to a lack of mutual trust between the GRSS and DPs. Furthermore, the DPs have so far mainly provided humanitarian assistance and recovery and reconstruction activities at the grassroots level in collaboration with NGOs, and have rarely provided assistance through a government system.

In order for the four CAMP/IDMP implementing ministries to promote resource mobilization within the government and by external organizations (including the DPs) and to implement the CAMP and IDMP in the future, a realistic medium-term plan should be developed. This plan should be developed based on the CAMP and IDMP as well as the latest situation of the agricultural sector in South Sudan. Based on this, it will be necessary to develop an annual plan and AWPB. For this reason, the Project decided that each CAMP/IDMP implementing ministry would develop a Medium-term Strategic Plan (hereinafter referred to as the “MTSP”) as a medium-term expenditure plan for the CAMP/IDMP implementing ministries, based on the process and methodology discussed and agreed in the first phase of the project (Year 1). In order to make the MTSP concrete and useful in actual planning, budgeting and resource mobilization, it was necessary to develop a document that explained the background, objectives, purpose, activities, and budgets of various priority projects making up each ministry’s MTSP. Therefore, the CAMP/IDMP implementing ministries decided to develop concept notes for priority projects.

In developing the MTSP, the Project carried out the following activities, and by doing so strengthened the capacity of the staff involved, particularly the members of the PWG as the main C/Ps of the Project.

(1) Development of the concept notes

1) Preliminary consultations and coordination

In June, 2019, the draft list of priority projects for the four CAMP/IDMP implementing ministries was prepared for the preparation of the concept notes by the Planning Directorates of each ministry, based on the CAMP/IDMP investment plans and taking into account the current policies of the CAMP/IDMP

implementing ministries. At the same time, the Development Partner (DP) Desk (explained below) and JICA Expert Team discussed the contents of the concept notes and the template for budget estimation, the procedure, the roles of the relevant staff, and the schedule for the concept note development.

In July of the same year, a meeting was held in each ministry with the Director Generals of all Directorates to discuss and finalise a list of priority projects, with the Planning Directorate taking the lead. The basic concept, outline, and preparation procedure for the concept notes were also explained, and the future actions to be taken were decided, including the process to select a focal person to engage in the concept note development for each priority project.

The DP Desks then led a workshop on the development of concept notes for the focal persons in the four CAMP/IDMP implementing ministries. After hearing an overview of the CAMP and IDMP, the focal persons were briefed on the background and the detailed contents of the concept notes, the procedures and roles of the relevant staff involved, points to note in the development of the concept notes, and the schedule for their development.

After the workshop, the focal persons for priority projects and DP Desks started to develop the concept notes. It was found, however, that it would be difficult to proceed with all of the concept notes concurrently, as the focal persons were sometimes too occupied by their normal work in the ministries to engage in the concept note development. It was therefore decided, in the 4th Joint Coordinating Committee (JCC) meeting held in August of the same year, that the work to prepare the concept notes would focus on the top priority projects selected from among the high priority projects in each ministry.

However, as much room for improvement remained in most of the initial concept notes in terms of the project rationale, the development of the text, and the level of detail on implementation, budget, etc., the Project decided to hold a series of review meetings with the ministries, ordered chronologically as follows: MAFS, MLF, MEF and MWRI. In each review meeting, the DP Desk, PWG members from the relevant ministries, and JICA Expert Team (including national staff) reviewed and discussed the contents of the concept note. The first round of discussions focused on the main body of the concept note, the second, on the revised main body and budget, and the third, on the finalization of the main body and budget.

The table below shows the priority projects selected through the above-mentioned process in the CAMP/IDMP implementing ministries, as well as the top priority projects (highlighted in yellow). Three out of 11 projects in MAFS, 4 out of 12 projects in MLF, 7 out of 20 projects in MEF, and 3 out of 10 projects in MWRI were selected as top priority projects. Going forward, the focus will be on the preparation of the concept notes for these top priority projects.

While the selection of the priority projects for each ministry and agency was discussed from various perspectives, the following were the main points taken into account in the discussions and deliberations.

[MAFS] The elements of reconstruction and rehabilitation, which continue to be in high demand, and the elements for strengthening the farmer groups, which are essential for improving agricultural productivity.

[MLF] Areas where there is potential for industrialisation but where support is needed to promote it.

[MEF] Focuses on the measures to address climate change and related issues.

[MWRI] Focuses on areas and sub sectors where large numbers of farmer groups are operating and where agricultural production is expected to increase with support.

Table 2-2: List of priority projects and focal persons in the CAMP/IDMP implementing ministries

Ministry of Agriculture and Food Security (MAFS)

Priority	Concept note	Directorate	Department	Position	Name
1	IDPs and returnees settlement/ resettlement support project	Planning & Programming Agriculture production & extension	Projects and M&E	Inspector for Planning	Ms. Jackline Minda Francis
2	Establishment of firm legislative framework project	Planning & Programming	Projects and M&E	Inspector for Planning	Ms. Jackline Minda Francis
3	Quality seed production project	Research	Programs	Research Assistant	Ms. Dinah Charles Gulli
4	Strengthening of extension service delivery project	Agriculture Production & Extension	Crop Production	Inspector of horticulture	Mr. Pious Secondo
5	Subsistence farmer cereal production project (maize, sorghum and rice)	Agriculture Production & Extension	Crop Production	Inspector of horticulture	Mr. Pious Secondo
6	Subsistence farmer vegetable and fruit production project	Agriculture Production & Extension	Crop Production	Inspector of horticulture	Mr. Pious Secondo
7	Subsistence farmer cassava production and value addition project	Agriculture Production & Extension	Crop Production	Inspector of horticulture	Mr. Pious Secondo
8	Farmers organization support project	Co-operative Development	Field Management	Senior Inspector for Field Management	Mr. Ter Gatwech Chiok
9	National crop pest and disease control project	Plant Protection	Field Pest Control	Director of Plant Protection	Mr. Taban Charles Lupai
10	Enhancement of animal power utilization project	Agriculture Mechanization	Mechanization	Assistant Inspector	Mr. Abdalla Zachariah
11	Tractor assembly plant establishment support project	Agriculture Mechanization	Mechanization	Assistant Inspector	Mr. Abdalla Zachariah

Ministry of Livestock and Fisheries (MLF)

Priority	Concept note	Directorate	Department	Position	Name
1	Policy and legal framework development	Planning	Planning & Policy Analysis	D/G/ Planning & Policy Analysis	Mr. Augustino Atillio
2	Modern slaughter house development/ Slaughter slab development	Veterinary Services	Veterinary Public Health and Food Safety	Director for Vector and disease control	Dr. Matur Alembeny Dr. Mary Joseph Maker
3	Hides and skins processing development	Animal Production & Range Management	Animal Production	Senior Inspector/ICTT/PWG	Mr. Samson Bringi
4	Institutional development (Capacity development for all ministry staff)	Administration, Finance & HRD	Human Resources Development	Director of Human Resource Development	Mr. Emmanuel Samuel
5	Bee keeping development (support to small holder bee keepers)	Animal Production & Range Management	Animal Production	Senior Inspector/ICTT/PWG	Mr. Samson Bringi
6	Small-scale aquaculture development	Small Scale Aquaculture Development project	Fisheries and Aquaculture Development	Assistant Inspector of Fisheries	Ms. Suzan Gabriel Fandas
7	Livestock extension system development	Animal Production & Range Management	Animal Production	Director of Extension	Mr. Louis Kayanga
8	Quarantine system development in border towns	Veterinary Services	Disease and Vector control	Senior Inspector	Ms. Mary Joseph Maker
9	Fish landing site development	Fisheries & Aquaculture Development	Capture Fisheries	Inspector	Mr. Pio Anthony
10	Establishment of fisheries training center	Administration, Finance & HRD	Human Resources Development	Director of Human Resource Development	Mr. Emmanuel Samuel
11	Forage and feed crops production development	Animal Production & Range Management	Animal Production	Assistant Director	Mr. Girima Elikia Phillip Justin
12	Research on forage crops and bee keeping	Animal & Fisheries Research & Development		Inspector	Mr. Girima Elikia

Ministry of Environment and Forestry (MEF)

Priority	Concept note	Directorate	Department	Position	Name
1	Green Belt Forestry Inventory Projects	Forestry	Forestry Survey and Inventory	Director of Survey and Forestry Inventory	Mr. Christopher Barayona Lemi
2	Teak Plantation Rehabilitation Project	Forestry	Afforestation and Natural Forest Conservation	Director of Afforestation & Natural Forest Conservation	Mr. James Mindo Odrande
3	Establishment of three (3) Central Forest Tree Nurseries project	Forestry	Afforestation and Natural Forest Conservation	Director of Forest Industries	Mr. Dominic Siricio Iro
4	Waste Management Phase Two	Pollution Control	Pollution Control	Deputy Director Acting DG	Ms. Cecilia Mogga Kenyi Mr. Aban Jonkhor
5	Awareness and Environmental Advocacy Project	Environmental Information and Education	Education and Information	Director General	Ms. Roy Samson
6	Agroforestry and community-based forest Project	Forestry	Agro-forestry and Forest Extension	Deputy Director of Agroforestry	Mr. Suad Awad
7	Climate Vulnerability Project - (Flooding and Drought)	Climate Change and Meteorology	Climate Change	Director General	Mr. Lutana Musa
		Forestry	Climate Change	Deputy Director	Mr. Patrik Taban Abdulahi
8	Rehabilitation of Kegulu Training Institute	Forestry	Research and Training	Principle of Kagelu Forestry Training Center	Mr. Martin Tobiolok Lokure
9	Sudd wetland management plan	Wetland and Biodiversity	Wetlands and Biodiversity	Inspector	Mr. Lwanga Tiba Charles
10	Capacity building project (HRD - Legal, Institute, HR)	Forestry	Research and Training	Deputy Principle of Kagelu Forestry Training Center	Mr. John Taban Jacob
11	Non Timber Forest Processing Project (Gum Arabic, Shea Butter, Honey)	Forestry	Forestry Industries	Director of Forest Utilization and Sawmill	Mr. Ladu Philip Loboka
12	Capacity building on carbon sequestration project	Climate Change and Meteorology	Climate Change	Deputy Director	Mr. Samuel Baraba
13	Promotion of Solar Panel Project	Environmental Planning & Sustainable Development	Environmental Impact Assessment	Director of Environmental Impact Assessment	Mr. Joseph Kulang
14	Capacity Building on Environmental Assessment	Environmental Planning & Sustainable Development	Environmental Planning & Sustainable Development	Deputy Director	Ms. Winnie Richard
15	Natural forest conservation Project	Forestry	Afforestation and Natural Forest Conservation	Senior Forest Conservator	Mr. Justing Igu Eric
16	Environmental impact assessment and auditing project	Environmental Planning & Sustainable Development	Wetlands and Biodiversity	Inspector	Ms. Nadilile
17	Establishment of information data base system	Environmental Information & Education	Environmental Education and Information	Director	Mr. Malek Angelo
18	State of Environment Report	Environmental Planning & Sustainable Development	Environmental Planning & Sustainable Development	Deputy Director	Ms. Winnie Richard
19	Timber Processing Project - (Private Sector)	Forestry	National Project	Survey and Forestry Inventory	Mr. Simon Dralley Nimaya
20	Land Degradation Project	Forestry	Agro-forestry and Forest Extension	Deputy Director of Agroforestry	Mr. Suad Awad

Ministry of Water Resources and Irrigation (MWRI)

Priority	Concept note	Directorate	Department	Position	Name
1	Safe water supply, sanitation and hygiene improvement project	Rural Water Supply & Sanitation	Rural Water Supply & Sanitation	D/D for Water Supply and Sanitation	Eng. Albert Eluzai Moni
		Rural Water Supply & Sanitation	Rural Water Supply & Sanitation	DG. For Rural Water Supply and Sanitation	Mr. Peter Mahal Dehiu
2	Development of Wau rice scheme	Irrigation & Drainage	Irrigation & Drainage	S/ Inspector Irrigation and Water Control	Eng. George Alphonse Wani
3	Water resources master plan	Water Resources Management	Water Quality Monitoring	Control	Eng. Phillip John
4	Construction and rehabilitation of hydro-met stations	Hydrology & Survey	Hydrology and Survey	A/Inspector for Hydrology	Eng. Koboji Charles
5	Construction of MWRI Headquarter	Administration & Finance	Administration & Finance	Controller of Accounts	Mr. Emmanuel John
6	Capacity building and institutional strengthening project	Planning & Programmes	Training & Capacity Building	A/Inspector for M&E	Mr. Nyariiek David Gatke
		Planning & Programmes	Training & Capacity Building		
7	Upgrading of the information management system	Hydrology and Survey	Information Management & Research	Computer Stipulation Technician	Mr. Seme Longer Isaiah
8	Establishment of irrigation legal framework	Water Resources Management	Policies, Sector Coordination & Regulations	Deputy Director for Regulation	Mr. Francis Wajo
9	Rehabilitation of Northern Upper Nile irrigation schemes	Irrigation & Drainage	Irrigation & Drainage	A/Inspector for Mechanical Irrigation	Mr. Charles Sebit Marko
10	Rehabilitation of water facilities (Hafir)	Irrigation & Drainage	Construction & Civil Works	Inspector for Water Resources	Mr. Richard Gama
11	Development of small scale irrigation schemes along the Nile	Irrigation & Drainage	Irrigation & Drainage	Inspector for Infrastructure Development	Mr. Kuajien Pal Chang

2) Development of concept notes for the top priority projects

In MAFS, the focal persons prepared draft concept notes for the top priority projects with the technical guidance of the JICA Expert Team and the support of the DP Desk. The concept notes were further elaborated through the review meetings mentioned above. As it was difficult to engage in field work due to the spread of COVID-19, all of the work taking place from March, 2020 to September, 2021 was done remotely. Although the remote condition significantly slowed the progress of the concept note development, the concept notes were finalised in January 2022.

Similar to MAFS, the Ministry of Livestock and Fisheries (MLF) had its concept notes prepared by a focal person with technical guidance from the JICA Expert Team and support from the DP Desk. The work for the ministry was finalised in January 2022, after a significantly delayed process due to the need to work remotely to limit the spread of COVID-19.

While the first draft of the concept notes and budgets for MEF has been prepared, the notes have yet to be finalised due to difficulties in coordinating the participation of the focal persons in the review meetings and the need to prioritise the preparation of the concept notes for MAFS and MLF (which have made relatively good progress). As a long time has passed since the work on the first draft was done, it will be necessary to reconfirm the focal persons for each of the top priority projects and to have the DP Desks take the lead in this work. In addition, the internal coordination to carry out the activities related to the CAMP and IDMP was not sufficiently secured in MEF. In the future, it will be necessary to once more explain the CAMP and IDMP activities to the entire management of MEF, and to consult on how MEF is to collaborate as a ministry for the implementation of the CAMP and IDMP.

Similar to MEF, the concept notes in MWRI have yet to be finalized due to the difficulty in coordinating the focal person's participation in the preparation of the concept notes and review meetings, and also the need to prioritize the preparation of the concept notes in MAFS and MLF (which have made relatively good progress). In addition, although the activities described in the concept notes were very large in scale and included the construction of new irrigation schemes, the construction and operation of community-level irrigation facilities using locally available materials was deemed appropriate, taking into account the current budget and implementation structure of MWRI, and the practicality of the DP's support. MWRI therefore needs to reconsider the methodology used for concept note development. The ministry could consider, for example, the development of a concept note together with MAFS for a project focused on improving the agricultural production of small-scale farmers using small-scale irrigation. In addition, since MWRI has since shared concept notes for other projects that have not been selected as priority projects, it will be necessary to reconfirm the ministry's top priority projects and appoint a focal person again.

(2) Development of the Medium-term Strategic Plan

1) Preliminary consultations and coordination

As already mentioned, the progress of the concept notes for the top priority projects and the work engagement of the focal persons and DP Desks differed from ministry to ministry, and only MAFS and MLF completed the development of the concept notes. In light of this, the Project decided that the development of the MTSP during the project period would be targeted at MAFS and MLF, and that an MTSP development

procedure that could be applied across the four CAMP/IDMP implementing ministries would be established. This was explained to and approved by the Director Generals of the Planning Directorates, the DP Desks, and the focal persons in the workshop on the MTSP held in October, 2020. The same was also explained to and approved by the JCC members at the 6th JCC held on 11th February, 2020.

On the other hand, in February 2020, the Ministry of Cabinet Affairs of the GRSS requested all ministries and agencies to develop a Policy Framework and Strategic Plan, and to keep the work to develop the same separate from the work to develop the MTSP in the Project. In response to this request, the JICA Expert Team and C/Ps in MAFS and MLF discussed how the development of the Policy Framework and Strategic Plan should proceed in this Project. Ultimately, they decided that the Project was to focus on the development of an MTSP based on the concept notes. This was decided because the Policy Framework and Strategic Plan requested by the Ministry of Cabinet Affairs are different in nature from the MTSP developed with the C/Ps under this Project. The Policy Framework and the Strategic Plan requested by the Ministry of Cabinet Affairs provide an overall direction for the ministries and agencies in the agricultural sector, while the MTSP developed in the Project is more practical and specific. The CAMP/IDMP implementing ministries can use the MTSP for the preparation of annual plans and budgets, and rely on external resource mobilization to actualize the implementation of the CAMP/IDMP. Another reason for focusing on the development of the MTSP had to do with the possible supports: while having an overall direction in policies and strategies for the agricultural sector is important, it was confirmed that it would be difficult to provide support within the project framework. Based on the above-mentioned discussions, meetings were held with the Director Generals of the Planning Directorate and the DP Desks of MAFS and MLF, respectively, and it was confirmed that MAFS and MLF would concentrate on the development of the MTSP based on the concept notes.

2) Development of the medium-term Strategic Plan

In October 2021, a workshop on the development of the MTSP was held with the participation of the Directors Generals of the Planning Directorates, the DP Desks, and the focal persons for the concept notes in MAFS and MLF. After hearing explanations, the participants discussed the position of the MTSP in the context of policy and strategy, the objectives and structure of the MTSP, the process of its development, and the division of roles among the relevant staff involved. The participants confirmed, during the discussion, that the core of the MTSP, i.e., the priority projects and accompanying budgets, would be prepared by the C/Ps based on the concept notes, while the resource mobilisation and monitoring aspects would be drafted by the JICA Expert Team and then finalised after consultation with the C/Ps.

The development of the MTSP was commenced based on the decisions made in the above-mentioned workshop. The development of the MTSP did not progress as planned at the beginning, as the work had to be carried out remotely again from November, 2021 onward, and the DP Desks, the entities leading the development process, were preoccupied with other regular work. The MTSP could be finalised, however, while the JICA Expert Team performed its field work from January to February, 2022. The chapters of the MTSP are set out below.

Chapters of the MTSP

Chapter 1: Introduction (Background information on the development of the MTSP)

Chapter 2: Strategic directions of the ministry (Summarized Information on the selected priority projects for the ministry)

Chapter 3: Implementation matrices and budgeting for the ministry (Summarized information on the budget by year and expected results for each activity)

Chapter 4: Strategies for resource mobilization for the implementation of the MTSP (Methodology of resource mobilization based on the current process of resource mobilization in GRSS)

Chapter 5: Monitoring and evaluation of the MTSP (Methodology of M&E based on the current process of M&E in GRSS)

It was confirmed, during the process to develop the MTSP, that the two ministries were able to harmonize the contents of Chapter 1 (describing the background and objectives of the MTSP, the position of the MTSP in the government's policy, and the strategy documents and process used to develop them) with the contents of Chapters 4 and 5 (describing the resource mobilization and monitoring and evaluation to be carried out based on the framework of the government's PFMS and elements within the coordination framework of the CAMP/IDMP, such as the DP Desks and the CAMP and IDMP Working Group) as much as possible. In addition, MAFS and MLF will each need to hold internal validation workshops to formally confirm the MTSP and obtain formal approval. Furthermore, in future, it will be necessary to reflect the MTSP in the annual plan and budget that are prepared each year based on the instructions from the Ministry of Finance and Planning.



Workshop on the development of the MTSP.



Director General of the Planning Directorate in MAFS making a presentation on the MTSP.

2.2.2 Strengthening of the mechanisms for coordination and resource mobilization within the ministries and with the DPs

In order for the four CAMP/IDMP implementing ministries to effectively and efficiently develop the MTSP based on the CAMP/IDMP framework and to mobilize internal and external resources for its implementation, MAFS and MLF needed a focal point to facilitate information-sharing within the ministries and with external organizations such as the DPs, NGOs, and other private sector organizations, and to facilitate consultation and coordination for planning, implementation, and monitoring. To this end, DP Desks

have been established in the Planning Directorates of the four CAMP/IDMP implementing ministries to act as contact points for these roles.

The DP Desks provide a range of coordination services, such as connecting internal and external stakeholders and arranging meetings, to internal stakeholders such as Technical Directorates in the four CAMP/IDMP implementing ministries. A DP Desk also acts as a single point of contact for external stakeholders, such as DPs, to ensure coordinated and efficient communication.

It was also necessary to revive and strengthen the mechanisms for coordination and resource mobilisation between the GRSS and DPs to ensure efficient and effective external resource mobilisation. The Natural Resource Sector Working Group (NRSWG), a platform for coordination between the GRSS and DPs, has not been actively organised since the beginning of the civil war in December 2013, and dialogue on resource mobilisation has been disrupted. In spite of GRSS's mid-2020 announcement on the resumption of Sector Working Groups, including the NRSWG, to facilitate annual planning and budgeting, there has been no real concrete action. Therefore, the four CAMP/IDMP implementing ministries formed a plan to establish a cross-sectoral CAMP and IDMP Working Group for the agricultural sector to ensure more efficient and effective aid coordination and resource mobilization. In the CAMP and IDMP Working Group, the four CAMP and IDMP implementing ministries will share information with DPs on (i) the status of the formulation of the agricultural sector policies, strategic plans, budgets, priority projects and key activities related to the CAMP/IDMP, (ii) mechanisms for the monitoring and evaluation of relevant projects, and (iii) the status, results and achievements of policies, projects, and activities implemented by the GRSS and DPs-

Based on the above, the implementation coordination structure of the CAMP/IDMP is shown in the figure below.

The Project carried out the following activities in relation to the establishment and operationalization of the DP Desks and the CAMP and IDMP Working Group, and through these activities, the capacities of the C/Ps were also strengthened.

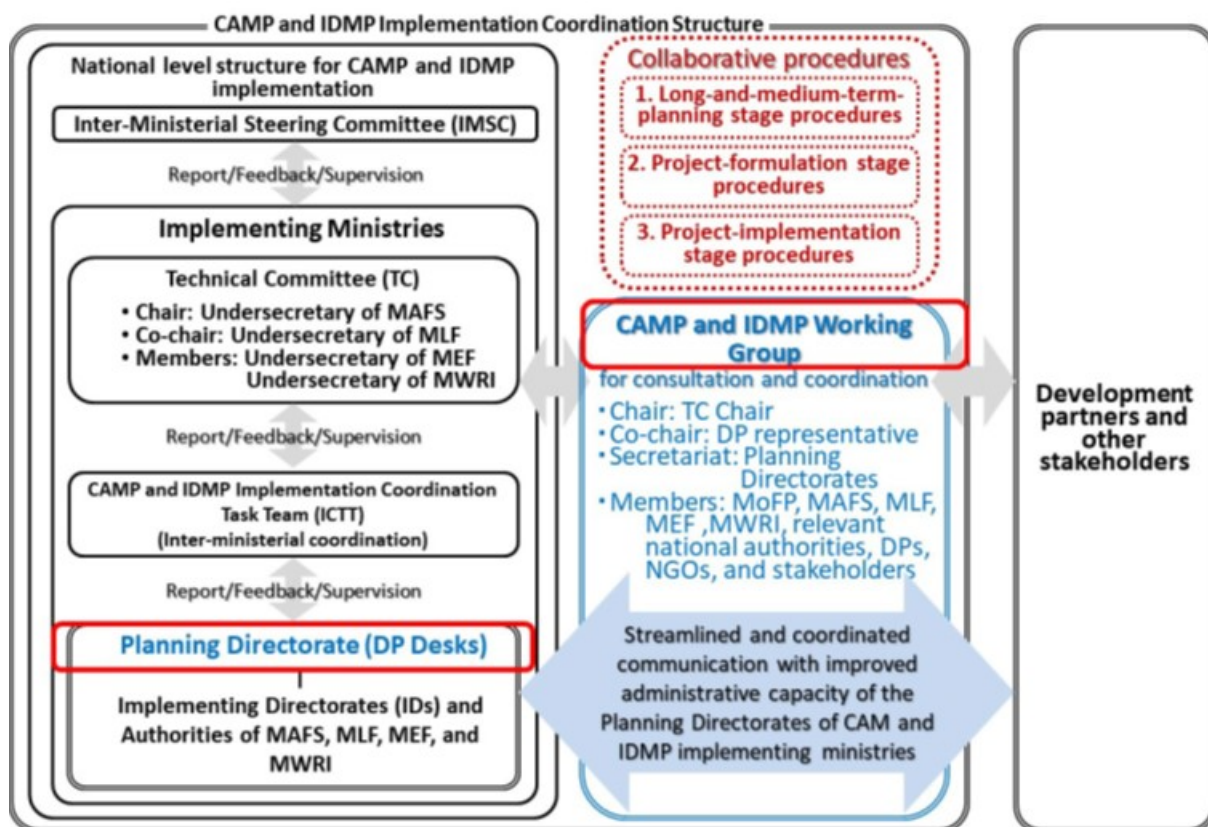


Figure 2-1 : CAMP and IDMP implementation and coordination structure, including the DP Desks and the CAMP and IDMP Working Group

(1) Consultation and coordination on the establishment of the focal point for resource mobilisation

During February and March 2019, the Project paid visits individually to the ministers of MAFS, MLF, and MWRI to explain the project outline. The Project also explained the purpose of the DP meeting to be held in March and invited the ministers to the meeting to participate and deliver messages.

The Project and the Undersecretary of MAFS, who chairs the JCC of the Project, discussed the future activities of the Project and the DP meeting in March. In particular, the Project discussed and agreed on the development of an effective coordination and collaboration system for information sharing, formulation, implementation, and monitoring of the project activities with the DPs through the DP Desks, and the process and schedule for the establishment of the CAMP and IDMP Working Group and regular meetings of the group for the realization of the CAMP and IDMP in the future.

Subsequently, specific discussions on the establishment of the DP Desks and CAMP and IDMP Working Groups were held with the Director Generals and staff of the Planning Directorates in the four CAMP/IDMP implementing ministries. Based on these discussions, a Technical Committee (TC) meeting was held to approve the establishment of the DP Desks and the CAMP and IDMP Working Group and approve a plan to introduce them at the DP meeting in the presence of the deputy ministers of the four CAMP/IDMP implementing Ministries.

In March of the same year, a DP meeting was held with the attendance of then First Vice President Taban Deng Gai, then Vice President Wani Iga, and the ministers of MAFS, MLF, and MWRI. In the first half of

the DP meeting, the aforementioned vice president and ministers discussed the promotion of agricultural development based on the CAMP and IDMP and cooperation with the DPs. In the second half, the Undersecretary of MAFS, the ICTT Leader, and the PWG Leader explained the CAMP and IDMP, a proposed mechanism for dialogue with the DPs, and a plan for future activities. The presentation was generally well received by the donors, and the European Union (EU), one of the major DPs, expressed support for the establishment of the dialogue mechanism.

(2) Operationalization of the DP Desks

1) Allocation of the personnel

The staff from the four CAMP/IDMP implementing ministries who were selected as the DP Desks were briefed on the CAMP and IDMP, the purposes and roles of the DP Desks, and the future work of the DP Desks. They were also provided with laptop computers and mobile phones on loan. The DP Desks thereupon started working at the CAMP/IDMP offices three times a week, from July 2019. In addition, in August 2019, two additional DPs were selected from environment-related departments in MEF, after two DPs had been previously selected from the Department of Forestry, the department responsible for the forest sector, one of the CAMP sub-sectors. The members of the DP Desks are shown below.

Table 2-3 : Members of the DP Desks

Ministry	DP Desk
Ministry of Agriculture and Food Security (MAFS)	Mr. Peter Mazedo
	Mr. Angelo Joseph Lemor
Ministry of Livestock and Fisheries (MLF)	Mr. Mark Wani
	Mr. Noel Lomude
Ministry of Environment and Forestry (MEF)	Mr. Bullen Baggu
	Ms. Rosina Obede
	Mr. Joseph Kulang
	Ms. Winnie Richard
Ministry of Water Resources and Irrigation (MWRI)	Mr. Alberto kandido
	Ms. Hellen Achia

2) Development of the concept notes and the Medium-term Strategic Plan

As mentioned above, the DP Desks were engaged in the entire process for the selection of the priority projects in the CAMP and IDMP implementing ministries, development of the concept notes, and development of the MTSP based on the concept notes, and facilitated consultation and coordination of relevant parties and the actual writing of the concept notes and MTSP.

3) Information collection on the activities by the DPs

Various project formulations have been carried out by the DPs. However, the Directorates of Planning in the four CAMP/IDMP implementing ministries have not been fully informed about the DP activities. For this reason, the PWG, DP Desks, and JICA Expert Team discussed and developed a draft communication and coordination system to consolidate and manage the DP project information to be provided to the Directorates of Planning, especially to the DP Desks. The system was approved by the TC in December 2019. Subsequently, the four CAMP/IDMP implementing ministries sent the ministries and DPs a letter requesting that they adhere to this communication and coordination structure.

In light of the above, in March 2020, a "Management List of Pipeline Projects" was developed and launched to provide an overview of the projects being planned and prepared by the DPs, along with details on the progress of consultations and coordination, and to help the four CAMP/IDMP implementing ministries consider future actions.

For some time after their launch, the DP Desks took the lead in continuously collecting information on ongoing and pipeline projects by the DPs, updating the list based on this information, and sharing the latest information in regular online meetings with the Expert Team. The activities stalled, however, both due to the spread of COVID-19 and the heavy work burdens on the DP Desks from other normal ministerial duties. To resume the collection and management of information on ongoing and pipeline projects by the DPs, the DP Desks should be encouraged to update the list. The need for an improved list should also be recognized. Discussion between the DP Desks and C/Ps on ways to more effectively and efficiently use the list will also be important for further coordination with the DPs on concrete actions to mobilize resources.

Meanwhile, JICA took the lead in the Agriculture and Livelihood Donor Working Group (ALDWG), a working group of DPs in the agriculture sector, to develop a "Project Management Table" listing the ongoing projects in the agriculture sector in South Sudan by the DPs.

However, it was suggested that the table be simplified to allow the DPs to more easily and conveniently update and share information. The EU took the lead in discussing the way forward, and a revised version was subsequently developed. This control list, together with the above-mentioned "Control List of Pipeline Projects", is useful for understanding the current status of projects in the agricultural sector. Therefore, the DP Desk is expected to use the CAMP and IDMP Working Group meetings as a platform for obtaining and managing this information, as described below.

(2) Launching of the CAMP and IDMP Working Group

1) Preliminary consultations and coordination with DPs

In June 2019, the Undersecretary of State, Director General of the Planning Directorates, representatives of the PWG members, and DP Desks in the four CAMP/IDMP implementing ministries participated in a monthly meeting of the ALDWG. After the GRSS explained the background and role of the CAMP and IDMP Working Group and the schedule for future activities, the GRSS and DPs exchanged views. Although the ALDWG had no objection to the establishment of the DP Desks, the GRSS and DPs decided to review the ToR for the CAMP and IDMP Working Group and to share comments with the four CAMP/IDMP implementing ministries.

In October 2019, the JICA Expert Team participated in the Heads of Cooperation (HoCs) meeting, an aid coordination mechanism among the DPs. After the JICA Expert Team presented the concept and role of the

CAMP and IDMP Working Group as a platform for implementation and coordination at the working level in the agricultural sector between the GRSS and DPs, the meeting participants exchanged views. The meeting chair confirmed that there would be no objections if the ALDWG consulted with the relevant ministries at the technical level.

In March 2020, the TC of the CAMP/IDMP participated in the monthly meeting of the ALDWG to have a dialogue with the DPs. The CAMP and IDMP Working Group was explained again, and its establishment and operationalization were confirmed and agreed.

While the DPs at the meeting appreciated that the TOR of the CAMP and IDMP Working Group was much improved, they suggested that a change of its name be considered to better reflect its purpose and function. They also suggested that other ministries relevant to development and humanitarian assistance, such as the Ministry of Roads and Bridges, be included. It was confirmed that these suggestions from the DPs would remain under consideration in future meetings of the CAMP and IDMP Working Group.

As mentioned above, the establishment and operationalization of the CAMP and IDMP Working Group were formally agreed. The spread of COVID-19, however, made difficult to hold CAMP and IDMP Working Group meetings while the situation remained unstable. In response, the four CAMP/IDMP implementing ministries decided to continue to participate in the ALDWG monthly meetings from March 2020, in order to maintain good relations and exchange information with the DPs. After six months, however, the four CAMP/IDMP implementing ministries decided to stop participating in the ALDWG monthly meetings, in order to consider an effective and efficient plan for convening the government-led CAMP and IDMP Working Group in the future based on the experiences gained from participating in the ALDWG meetings.

A preparatory meeting for the First CAMP and IDMP Working Group meeting was held in October 2021 with the participation of the Undersecretaries of the four CAMP/IDMP implementing ministries, the Director General of the Planning Department, and the DP Desks. Basic information on the background and objectives of the CAMP and IDMP Working Group was again shared, and the agenda for the first meeting and the content of information to be shared with the DPs were discussed. The basic idea of the first meeting was reaffirmed through the discussion. The importance of holding working-level discussions was emphasized, with a view to reaching clear agreement with the DPs on the structure of the Working Group towards the building of a better a relationship in the future. It was also agreed that the four ministries would need to make demonstrable efforts to work together for the implementation of the CAMP and IDMP, rather than merely counting on resource mobilisation by the DPs.

2) Convening of the CAMP and IDMP Working Group meetings

The First CAMP and IDMP Working Group meeting was held in October 2021. The meeting was attended by 12 bilateral and multilateral DPs, and the government side was represented by the Undersecretaries, the Directors of the Directorates of Planning, and the DP Desks in the four CAMP/IDMP implementing ministries. The GRSS presented its current priorities in the agricultural sector and the annual activity plans of the ministries. It also shared a list of ongoing and pipeline projects planned and being implemented in collaboration with the DPs, and a list of priority projects for each ministry. From the DP side, the Food and Agriculture Organization of the United Nations (FAO), International Fund for Agricultural Development (IFAD), World Food Programme (WFP), and JICA made presentations on their current policies and specific

activities in South Sudan. After the presentations, the GRSS proposed a method for holding future meetings of the CAMP and IDMP Working Group, and the DPs confirmed it.

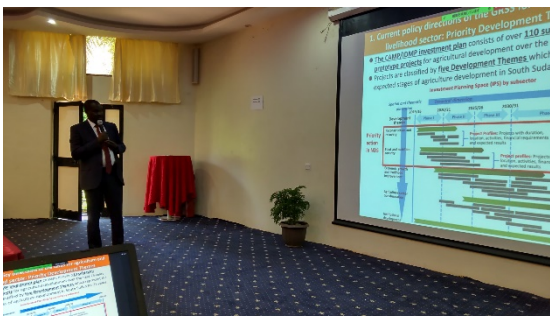
While there was little concrete discussion on the content with the DPs, the presentations were a useful way to emphasize the need for ongoing dialogue at the working level and to confirm the government's willingness to engage in dialogue. After the meeting, the DPs expressed appreciation for the government's initiative to hold a meeting for collaboration and coordination. They described the meeting as an effective forum for information sharing, consultation, and coordination on the planning and implementation of activities and resource mobilization, and policy dialogue. There was also a suggestion that the next meeting could be more meaningful for both sides if information was shared and discussed on specific themes rather than just general information sharing.

The Second CAMP and IDMP Working Group meeting was held in February, 2022. Based on comments from the DPs and ministries after the first meeting, more focused information sharing and discussions were conducted. After JICA presented an overview of the achievements and challenges of the Project and future actions as a general issue, the participants watched and discussed a presentation on the strengthening of the legal framework in the agricultural sector in South Sudan as a thematic topic. The meeting helped the DPs better understand the current ideas and needs of the CAMP/IDMP implementing ministries vis-à-vis the development of a legal framework in the agricultural sector, and served as an opportunity to discuss the kinds of activities and supports that would be desirable in the future. In addition, MAFS and MLS presented an overview of the MTSP they developed, and discussions were held on coordination with the DPs in the development and implementation of the MTSP. The session provided the DPs with a clear picture of the specific plans being developed by the ministries for the implementation of the CAMP and IDMP, and the specific priorities for resource mobilisation.

The CAMP and IDMP Working Group meetings were originally intended to be attended not only by DPs, but also by NGOs, the private sector, research institutions, and other agricultural organisations. However, as it was important to build a certain level of trust between DPs and the government as main actors before holding meetings with a broader range of participants, the next few meetings will be attended only by the four CAMP/IDMP implementing ministries and DPs. The participation of other relevant organizations will be considered after assessing the relation between the DPs and government, and the maturity of the meetings.



The First CAMP and IDMP Working Group



Presentation by the Undersecretary of MAFS

(4) Cases of information sharing and project formulation in collaboration with the DPs

As for the strengthening of the mechanisms for coordination and resource mobilization within the

ministries and with the DPs, in some cases, the JICA Expert Team and JICA South Sudan Office assisted the government's resource mobilization activities. Following are some examples of information sharing and project formulation activities performed in collaboration with the various DPs.

European Union (EU)

As described below, the need for legal framework development was high and it was decided to explore the possibility of resource mobilisation by other DPs outside the project. Therefore, the European Union (EU) expressed interest in supporting this field through the Agriculture and Livelihood Donor Working Group (ALDWG), in which JICA regularly participates.

Since June 2020, several online meetings have been held between the EU, JICA South Sudan Office, and JICA Expert Team to discuss the possibility of EU support with the legal framework. Information was shared on how to coordinate with the four CAMP/IDMP implementing ministries to enable the EU to formulate a project in this area in the future. Information was also shared on need for the development of legislation in the ministries and the status of the drafting of the establishment bill and livestock-related technical bills under the Project.

Subsequently, views were continuously exchanged on the development of the ToR of the legal framework expert from the EU, etc. The EU also had discussions with the Directorate of Planning in MLF, and eventually agreed to provide the "Technical Assistance for Policy Reviews and Regulatory Frameworks Development in Support of the Key CAMP/IDMP Implementing ministries - South Sudan" from January 2021. After this Project commenced, the JICA Expert Team continued to hold online meetings with the EU experts to share information and exchange views on relevant areas.

Food and Agriculture Organization of the United Nations (FAO)

As part of its East Africa Regional Programme, the Food and Agriculture Organization (FAO) had been implementing a project to respond to the desert locust, another problem that severely affected South Sudan in 2020. Therefore, since September 2020, the JICA headquarters, JICA South Sudan office, and JICA Expert Team have held several online meetings to exchange information and views on the need for additional support to respond to the desert locust. A need for assistance was later found in Eastern Equatoria State, where the desert locust is a major cause of damage. A proposal to conduct activities in Magwi County of Eastern Equatoria State in collaboration with FAO as a sub-project of this project was then discussed. The stakeholders and C/Ps thereupon discussed a more detailed activity proposal, including a TOR and a method for selecting NGOs who could actually work in the field. Finally, it was decided that the activity would be officially implemented as a sub-project of the project, in the Fifth JCC meeting held in June 2021. (See below for details on the activities.)

The African Initiative for Combating Desertification to Strengthen resilience to Climate Change in the Sahel and Horn of Africa (AI-CD)

AI-CD is being implemented by the Government of South Sudan with the support of JICA and the AI-CD secretariat established in Kenya. From June 2019, the Project facilitated a number of discussions with the focal person from MAFS, the JICA Global Environment Department, the JICA South Sudan Office, and the AI-CD consultant team on the possible measures to mobilize funds through the Project. The

Project's outreach attempted to take advantage of the policy dialogue framework between the government and development partners through the DP Desk and the CAMP and IDMP Working Group established by the government, with the objective of resource mobilisation.

With regard to the project concept note for the implementation of the UNCCD (United Nations Convention to Combat Desertification) prepared by the focal person, the Project supported coordination within the government to have the concept note placed in the framework of the "Medium Term Strategic Plan" supported by the Project. However, the Project's support for the resource mobilization of the AI-CD process did not proceed at the expected pace. There were two reasons for the stalled progress: (i) a delay in starting the CAMP and IDMP Working Group (a framework for policy dialogues and resource mobilization coordination between the government and development partners) resulting in delay in the proposal of a medium-term plan and concept notes to the development partners, and (ii) the government has not yet developed capacity to respond flexibly in prioritizing projects that have been discussed with development partners (JICA) to a certain extent and are highly mature in terms of resource mobilization, as in the case of the concept note developed by the focal person. It is recommended that these issues be addressed after the completion of the Project.

Other

African Development Bank: AfDB

In February 2019, during the visit of the AfDB's preparatory mission for Drought Resilience and Sustainable Livelihood Project V, the JICA Expert Team, in consultation with the C/Ps, exchanged views with the mission on its activities and collaboration with the CAMP and IDMP. In this meeting, the mission and JICA Expert Team decided to collaborate as appropriate in the process of finalizing the project formation. Before this project be finalised, however, it was cancelled in the process within the AfDB.

Discussions were also held with the AfDB and the preparatory mission on the collaboration with the Agricultural Markets, Value Addition and Trade Development Project (AMVAT) to be implemented by the AfDB. Both sides presented the overview of each of their project, and the JICA Expert Team requested the involvement of ministries in the planning and implementation process of AMVAT and the establishment of a single point of communication. The Expert Team also provided advice on the designs for the AMVAT activities by reviewing the concept notes for the priority projects and activities of each ministry, both to ensure consistency and to reflect the concept notes in the project formulation.

Global Agriculture and Food Security Programme (GAFSP) fund

As part of the government's resource mobilisation activities, the GRSS decided to apply for the Global Agriculture and Food Security Programme (GAFSP) fund. A Preparatory Working Group was formed by the C/Ps, with support from the JICA Expert Team, to review the application requirements and documents to be submitted, and to confirm future action points and timelines in preparation for the application in early September 2019. Through a series of meetings, it was decided that the project proposal would be prepared not from scratch, but as an additional component of the above-mentioned Drought Resilience and Sustainable Livelihood Project V to be implemented by the AfDB. Therefore, a proposal was prepared and sent to the GAFSP Secretariat, with the assistance of a consultant and financial support from the AfDB.

However, one of the application documents, the Independent Review by a third party on the National Agricultural Investment Plan (CAMP) and the applicant country's position on the review, had not been submitted, which resulted in disqualification due to incomplete documentation. During the application process, it was also discovered that a separate proposal had been submitted by a different Unit within MAFS, exposing a lack of information sharing, coordination, and collaboration within the ministry.

In 2021, however, MAFS again requested IFAD to support its application to the GAFSP. In response, IFAD, in collaboration with MAFS and the International Labour Organization (ILO), developed a proposal for the South Sudan Livelihoods Resilience Project (SSLRP) to GAFSP. Subsequently, the proposal was recommended for a GAFSP-funded project with a budget of approximately 20 million USD.

World Bank

In June 2019, the JICA Expert Team, working in consultation with the C/Ps, entered discussions with the Project Implementation Unit (PIU) of the World Bank's Agriculture Development and Food Security Project/Resilient Agricultural Livelihood Project. The Expert Team and PIU shared information on the outline of the two projects and confirmed the continuous exchange of information and collaboration in the project formulation process. The Expert Team also requested the World Bank to coordinate with the ministries and agencies in the planning and implementation process, to establish a single point of contact, and to confirm and harmonize the priority projects of each ministry and agency.

In addition, as the World Bank is implementing the South Sudan Safety Net Project (SSSNP) and will be implementing the Emergency Locust Response Project, an online meeting was held in August 2020 to discuss the possibility of collaboration with this Project. During the meeting, the participants heard an overview of the two projects and confirmed that MAFS was planning a project related to the desert locust response in coordination with the World Bank's project.

In the course of the ongoing consultations and coordination between MAFS and the Bank for the above three projects, a member of the DP Desks in MAFS has been appointed as Interim Programme Director with interim responsibility for the preparation and coordination of these three projects. The person is leading the various consultations and coordination for the planning, preparation and implementation of the projects until the projects are ready for implementation and the external recruitment for the same position begins.

Furthermore, an online meeting was held in January 2021 with the World Bank and FAO focused on their information-gathering study on "Transforming Agriculture: from Humanitarian Aid to a Development Oriented Growth Path". The principal aim of the meeting was to identify the shift from humanitarian aid to agricultural sector development and its effectiveness. Another online meeting was held with the World Bank and FAO in the same month, January 2021. The participants heard an overview of the activities of both parties and shared information on the challenges in the development of the agricultural sector in South Sudan. Details on priority projects of the CAMP/IDMP implementing ministries and related documents from this Project were shared.

International Fund for Agriculture Development (IFAD)

In July 2020, the International Fund for Agricultural Development (IFAD) held online discussions with

JICA on collaboration on the South Sudan Livelihood and Resilience Project (SSLRP) that IFAD was planning in South Sudan. Both parties gave an overview of the project, and the Expert Team requested the involvement of ministries and agencies in the IFAD project planning and implementation process and the establishment of a single point of communication. They also agreed to further discuss the proposed IFAD project activities, especially the capacity building component, as there are strong prospects for collaboration in that component. The JICA Expert Team also shared the relevant documents on the Project and the concept notes on the MAFS priority projects.

As same to the World Bank's projects, in the course of the ongoing consultations and coordination between MAFS and the IFAD for the above three projects, a member of the DP Desks in MAFS has been appointed as Interim Programme Director with interim responsibility for the preparation and coordination of these three projects. The person is leading the various consultations and coordination for the planning, preparation and implementation of the projects until the projects are ready for implementation and the external recruitment for the same position begins.

2.2.3 Peacebuilding/Conflict mitigation

The protracted conflicts and natural disasters in South Sudan have displaced a large number of people both inside and outside the country. With the progress of peace, on the other hand, refugees and IDPs are returning to their homelands or settling in new lands.

A significant number of organizations support voluntary returns only, without supporting or advocating for direct returns per se. According to information from UNHCR, 390,000 South Sudanese voluntarily returned to South Sudan over the period between the signing of the R-ARCSS in September 2018, and October 2021. In addition, UNHCR and several other partners supported the return of 19,000 IDPs over the period from September 2018 to July 2021.

Livelihood improvement for the returnees has thus become an urgent issue in South Sudan. Agricultural development, in turn, has been essential for livelihood improvement throughout the country, where agriculture plays an important role among the livelihoods available. Therefore, MAFS selected resettlement support for returnees as a project priority and developed a concept note for a "Resettlement support project for IDPs and returnees". To update the concept note, the Project decided to collect up-to-date and detailed information on the return and resettlement trends for refugees, as well as the activities of relevant policies and institutions related to resettlement and agricultural support. The project also decided to collect detailed information by conducting interviews with residents in the suburbs of Juba city, where a diverse range of residents, including IDPs, returnees, and host communities, coexist. Based on the information collected, MAFS is expected to exchange opinions with the relevant organizations and to produce an updated concept note with improved precision on a project to develop the guidelines for agriculture and livelihood improvement projects with a peacebuilding perspective. Through these efforts, the Project C/P aims to strengthen its project planning and implementation coordination functions.

(1) Conducting the Information Collection Survey

This complementary survey analysed international conventions, domestic policies, and policies on

agriculture and land use related to the return and resettlement of the refugees and IDPs. In addition, interviews were conducted with 15 governmental organizations, international organizations, research institutes, NGOs, and other organizations that engage in activities related to the return of refugees and IDPs, support for the resettlement of the returnees, and agricultural support.

In addition, focus group discussions (FGDs) were held with returnees, IDPs, and host community members in the Gumbo sherkat area of Rajaf Payam, Juba County, Central Equatoria State, and Mangaten and Luri Rokwe, Northern Bari Payam, Juba County, to understand the situations and challenges they faced.

The table below summarises the survey items and information collected.

Table 2-4 : Survey items and information collected during activities

Survey items	Information collected through literature reviews, interviews, and FGDs
Policy, legal framework	Policy and legal framework of the Government of South Sudan and Central Equatoria State on refugee returns, IDP camp management, IDP resettlement, resettlement of returnees, resettlement plans, the roles, staffing, and budgets of relevant ministries and agencies, and the division of roles among local administrators and relevant ministries and agencies in the resettlement plans
Status of Refugee and IDP returns (South Sudan as a whole, Central Equatoria State)	Status of refugee returns by the South Sudanese state and Central Equatoria State county, trends in IDP returns and resettlement in South Sudan as a whole, the IDPs’ intention to return and visions for the future, and the factors promoting and hindering refugee and IDP returns
Social survey on IDP resettlement and returnee resettlement (target communities near Juba)	Social relations among residents (decision-making mechanisms, traditional administrative systems, dispute-resolution functions, the existence of dominant and non-dominant groups, etc.), relations between returnees (ex-refugees and ex-IDPs), the host communities at the resettlement sites and surrounding communities, land systems (customary laws and statutes), main livelihoods of returnees (agricultural and non-agricultural income), employment opportunities, vulnerable groups (widows/husbands, orphans, disabled, elderly, illiterate, etc.), types and numbers of vulnerable groups (widows/husbands, orphans, disabled, elderly, illiterate, etc.), social conditions requiring consideration (relationship between vulnerable groups and host communities, gender relations in the household, schooling status of children, etc.), and mutual aid organizations
Survey on agriculture and livelihood activities (South Sudan as a whole)	Cases and projects to support livelihood activities, mainly agriculture, in IDP camps and resettlement sites for IDPs and returnees to date
Survey on agriculture and livelihood activities (Target communities near Juba)	Status of agricultural land, human and material resources related to agriculture, agricultural population, achievement of self-sufficiency, the technical level of individual farmers in IDP camps and resettlement areas,

	<p>crops grown and actual farming conditions in IDP camps and resettlement areas, the agricultural extension system, agricultural potential, technical support needs, etc., the market functions and stakeholders, business practices, methods farmers use to access markets, household food inventory management methods, eating habits, access to food (quantity and methods) throughout the year, methods to prepare and eat meals at home</p> <p>Agricultural development plans, budgets, and donor initiatives in the target communities, staffing status and roles of state and county agricultural departments in the target communities, technical level and challenges, short-term and long-term support needs</p>
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(2) Summary of the Information Collection Survey

The survey confirmed that although the Government of South Sudan is a signatory to international and regional conventions on the protection of IDPs, a lack of national legislation on IDP protection has hindered its efforts to establish a substantial protection system. On the other hand, the Ministry of Humanitarian Affairs and Disaster Management and cooperating organizations prepared a Framework for the Return, Reintegration and Relocation of Displaced Persons in 2017, and the relevant organizations validated the content of the framework in 2021. South Sudan has shown a determination to protect and promote activities for the settlement of its displaced persons. As this framework moves into the implementation phase, the domestic and international partners are expected to make stronger coordinated efforts to improve the situation for displaced persons.

Through interviews with relevant organizations and residents, information was collected on trends refugee and IDP returns and issues related to return and resettlement, as well as on the status of agricultural and livelihood activities in and around Juba and the relationships among the returnees, IDPs, and members of the host community. The survey confirmed that IDPs staying in IDP camps near Juba tend to want to settle in urban areas. Poor security and a lack of infrastructure in their hometowns prevent the IDPs from returning to their homes, and thus are considered challenges hindering the implementation of agricultural activities in the suburbs of Juba. The returnees who have settled in the urban areas, meanwhile, find it difficult to secure land. They have the advantage of access to markets, on the other hand, which confirms that there is a high need for income-generating activities.

After the survey, a workshop was held to report the findings to the C/Ps, the government agencies that participated in the interviews (Ministry of Agriculture and Food Security of Central Equatoria State, South Sudan Land Commission, South Sudan Relief and Rehabilitation Commission, Ministry of Peacebuilding, Ministry of Humanitarian Affairs and Disaster Management), and international organizations (IOM). The participants exchanged opinions on issues related to the return and reestablishment of IDPs and considerations regarding the implementation of IDP return and resettlement projects in and around Juba. Recognizing the important issues of security and the acreage of the available land when conducting resettlement support activities in Juba, the participants in the opinion exchange commented on the importance of planning projects with an understanding of the characteristics of urban areas, the need for coordinated support among the donors, and the key role of income generation activities.



Interview with a host community



Workshop Presentation by the MAFS DP desk

2.3 Activities to achieve "Output 2: The mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened"

2.3.1 Project preparation, implementation, supervision, and evaluation based on the AWPB

The project preparation, implementation, and supervision were carried out based on the Annual Work Plan and Budget (AWPB) to achieve Output 2, budget execution, and management and evaluation of results during the project period, by 1) obtaining the approval on the contents of the Standard Operation Procedures of the AWPB (AWPB Procedures) and their pilot use and verification, 2) implementation of the pilot use of the AWPB Procedures with Central Equatoria State Forest Nursery Improvement Subproject (State Nursery Subproject), and 3) rendering of the recommendations to the CAMP/IDMP implementing ministries on the effective use of the AWPB in the future.

To illustrate the results and lessons learned from this activity, the past process leading up to the development of the AWPB Procedures and State Nursery Subproject, the subject of the pilot use for validation of the AWPB Procedures, is explained. Table 2-5 shows the process leading up to the development of the AWPB Procedures and the development and implementation of the subproject.

Table 2-5: Process for the AWPB Guideline development and Nursery Subproject implementation

Government's fiscal year	FY16/17	FY17/18	FY18/19	FY19/20	FY20/21	FY21/22	
Calendar year and month	2016	2017	2018	2019	2020	2021	2022
Major external events							
Civil unrest in 2016	█						
Establishment of the Revitalized Transitional Government of National Unity (RTGoNU)					█		
Comprehensive Agriculture Master Plan (CAMP) Formulation Project: JICA supported period							
Implementation after the civil unrest in 2013	South Sudan						
Implementation after the civil unrest in 2016	Uganda						
Project for Capacity Development for the CAMP/IDMP Implementation: JICA supported period							
First Phase		Uganda					
Second Phase				South Sudan	COVID-19 remote op.	S. Sudan	
Activities for Output 2: Mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened							
Development of AWPB Development and Execution Guidelines based on Standard Operation Procedures of AWPB							
Drafting of the establishment bills of the three ministries (MAFS, MLF, and MWRI)							
Standard Operation Procedures of AWPB drafted	█						
Approval of Standard Operation Procedures of AWPB for pilot use			█		Assumed timing	Actual timing	
AWPB of Central Equatoria State Forest Nursery Improvement Subproject was approved for pilot use				█			
Pilot use of AWPB for planning and execution of annual budget						█	
Development of AWPB Development and Execution Guidelines							█
Implementation of Central Equatoria State Forest Nursery Improvement Subproject based on AWPB							
A: Concept development and basic design	█						
B: Detailed design and cost estimation of nursery facilities improvement works				█			
C: Selection of contractor for nursery facilities improvement works					█		
D: Contract management and supervision						█	
<i>(Pilot use of Standard Operation Procedures of AWPB was performed to the following Steps of E, F and G)</i>							
E: Obtaining of approvals from and agreement with concerned government authorities							
a) AWPB approval by the national and state governments					Assumed timing	Actual timing	
b) Agreement of the MoU between the national and state governments					█		
c) Obtaining construction permit from the state government							█
d) Addendum to the MoU between the national and state governments due to change in state name							█
<i>(Developed AWPB captures activities and their budgets of subproject components F and G)</i>							
F: Forest Nursery Facilities Construction Component							
a) Assignment of officers of the national government							█
b) Assignment of officers of the state government							█
c) Appointment of supervision expert and implementation of construction supervision							█
d) Execution of construction works and payments to completed works							█
e) Payments to completed works							█
G: Improvement of Commercial Forest Nursery Management Component							
a) Capacity assessment and designing of facilities and training plans				█			
b) Assignment of officers of the national government							█
c) Assignment of officers of the state government							█
d) Implementation of remote training by nursery specialist (including preparation)							█
e) Procurement of consumables and materials for training							█
f) Implementation of hands-on practical training							█

Source: Project Working Group

(1) Formulation, pilot use, and verification of AWPB Procedures, and proposal of the AWPB Development and Execution Guidelines

As shown in Table 2-5, in February 2017, the draft Standard Operation Procedures of the AWPB (AWPB Procedures) were prepared, and the concept and basic design of the State Nursery Subproject were formed (Government of South Sudan fiscal year 2016/2017; hereinafter fiscal years are the fiscal years of the Government of South Sudan), by the preceding "Project to Support the Formulation of a Comprehensive Agricultural Development Master Plan for the Country of South Sudan".

Based on the outcomes of the previous project, the Project has elaborated and finalized the AWPB

Procedures into the AWPB Development and Execution Guidelines¹ (AWPB Guidelines). As a result of the legal support provided by this project, the establishment bills of the three ministries were formulated, and the legal basis for the AWPB operation was presented in the bills. Based on this, a resolution of the JCC of the Project held in February 2022 confirmed that the draft guidelines will be considered bases for a government regulation² or ministerial order³ under the framework of the establishment bills. Reflecting this background, the AWPB Guidelines were finalized.

The process from the pilot use of the AWPB Procedures to the submission of this proposal on the AWPB Guidelines during the project period is described in the following section.

1) Establishment Bills of the CAMP IDMP implementing ministries as legal bases for the AWPB Guidelines

The Ministry of Agriculture and Food Security Establishment Bill, 2021, the Ministry of Livestock and Fisheries Establishment Bill, 2021, and the Ministry of Water Resources and Irrigation Establishment Bill, 2021, contain provisions that form the legal bases for the AWPB Guidelines. It is essential, for the effectiveness of the AWPB Guidelines, that these Bills have provisions to ensure the legal validity of the Guidelines. The Bills specify that the ministries as a whole shall be responsible for the formulation and implementation of the AWPBs, and that planning directorate shall be responsible for ensuring that the AWPBs are properly formulated and executed by the directorates concerned in the ministries. The planning directorates of the CAMP/IDMP implementing ministries are expected to promote and manage the application of the AWPB Guidelines with a view to further elaborating the procedures required for proper implementation.

A review of the AWPB Procedures for the nursery construction component and the training component of the State Nursery Subproject has identified the need for the development of a number of other laws and regulations necessary to formulate and implement AWPBs that meet the compliance requirements. For example, there is a lack of legislation governing the detailed demarcation of authority and responsibility between the national and state governments when the components are implemented by the state government and monitored by the national government. There is also a lack of legislation outlining the authority and responsibility required to supervise the nursery construction component. In the absence of such laws and regulations, the state government is applying the former Sudanese legal system, which became null and void in 2011 when the current constitution came into force, to conduct its licensing and authorization operations.

The next best response to demarcate the authority and responsibility between national and state government was to enter into a Memorandum of Understanding (MoU) agreed by the national supervising ministry, the Ministry of Agriculture and Food Security, and the implementing ministry, the State Ministry of Agriculture, Environment and Forestry. For implementation of the standardised supervision of the construction works, it was decided to follow mainly the Ugandan legislation and standards. The Ugandan

¹ Technical Cooperation Output : Annual Work Plan and Budget development and execution guidelines

² Regulations become law when approved by the Council of Ministers (Cabinet). (Source: MAFS, MLF, and MWRI establishment bills)

³ A ministerial order becomes a statute by approval of the minister if it does not involve additional budgetary requirements, or by approval of the Council of Ministers if it does involve additional budgetary requirements. (Source: Bills establishing MAFS, MLF, and MWRI)

legislation and standards were chosen as references because they accord with international standards and because the construction supervision expert is a board member of the Ugandan Architects Association and is familiar with the Ugandan legal framework for construction. Since South Sudan and Uganda are members of the East African Community, the regional common standards for construction supervision are expected to be adopted in South Sudan.

In addition, the implementation of the training component involved the introduction of seeds and grafting scions of established varieties from Uganda to strengthen the production capacity of the nursery. The need for technical legislation on phytosanitary, variety registration, and agricultural chemical registration was recognised in the process. The Seeds and Plant Varieties Bill, 2021, which is currently being drafted, will strengthen the legal framework for these needs. It was also recognised, however, that further detailed technical regulations will be needed under that framework to define specific standards and procedures to regulate genetic materials and agricultural inputs.

2) Approval and pilot use of AWPB Procedures and development of the AWPB Guidelines

Table 2-5 indicates that during the first phase of the Project, in November 2018, the Ministry of Finance and Economic Planning and the CAMP/IDMP implementing ministries approved the Standard Operation Procedures of the AWPB (AWPB Procedures) drafted at the end of the preceding Comprehensive Agriculture Masterplan Formulation Project. The ministries also approved the pilot use of the AWPB Procedures with a view to verifying the extent to which the formulation and execution steps and substeps set out in the AWPB Procedures could be followed. The steps and substeps are shown in Table 2-6. Subsequently, in March 2021, the ministries decided to apply the AWPB Procedures for the nursery construction component and the training component of the State Nursery Subproject. An AWPB was prepared and approved in the same month, accordingly. Following the approval of the AWPB, the AWPB Procedures were followed and the results of the application were evaluated between March 2021 and January 2022. Based on the results of the pilot application, a set of AWPB Development and Execution Guidelines (AWPB Guidelines) was developed in February 2022. Table 2-7 shows the table of contents of the AWPB to give an overview of the AWPB structure.

Table 2-6: Steps and substeps of the AWPB operation at the national level and substeps verified

Steps and substeps (<i>Verified substeps are shaded</i>)			
No.	Who	Actions	When
Step 1: Preparation of a draft AWPB by the project team			
1-1	Directorate of Planning	Call for draft AWPBs	Nov.
1-2	DG of implementing directorate	Instruction to draft AWPBs	Nov.
1-3	Directorate officers / project managers (the project owners)	Preparation & submission of draft AWPBs	Nov.
Step 2: Preparation of a draft AWPB and draft Ministry Budget Plan (MBP) at the national ministry			
2-1	DGs / focal officers of implementing directorates	Submission of draft AWPBs & three-year draft Directorate Budget Plan (draft DBP)	Dec.-Jan.
2-2	Directorate of Planning	Draft three-year Ministry Budget Plan (draft MBP)	Dec.-Jan.
2-3	Undersecretary	Review of the draft AWPBs and submission of the draft MBP	Jan.
Step 3: Preparation of final draft AWPBs and final draft Ministry Budget Plan (MBP) at the national ministry			
3-1	Directorate of Planning	Call for final draft AWPBs	End of Mar.
3-2	DG / focal officers of implementing directorates	Instruction to prepare final draft AWPBs	Apr.
3-3	Directorate officers / project managers (the project owners)	Preparation & submission of final draft AWPBs	Apr.
3-4	DG/focal officer of implementing directorates	Approval of final draft AWPBs	Apr.
3-5	Directorate of Planning & Undersecretary	Approval of final draft AWPBs	Apr.
Step 4: Determination of annual budget			
4-1	Directorate of Planning & Undersecretary	Confirmation of Ministry Budget Plan (MBP) and AWPBs	Jun.
Step 5: Project implementation and budget execution			
5-1	All authorities concerned	Project implementation and budget execution	Entire fiscal year
Step 6: Monitoring & evaluation, and reporting			
6-1	Directorate officers / project managers (the project owners)	Submission of monthly report to implementing directorate and directorate of planning	Monthly
6-2	Directorate officers / project managers (the project owners)	Submission of quarterly report to implementing directorate and directorate of planning	Quarterly
6-3	Directorate officers / project managers (the project owners)	Submission of annual report to implementing directorate and directorate of planning	End of fiscal year

Source: AWPB Development and Execution Guidelines

Table 2-7: Table of contents of the AWPB

Cover page for approval

1. Project identification
 2. Brief description of the project
 3. Planned components and activities in FY20**/**
 4. Planned project total budget
 - 4.1 Plan at the start of the project
 - 4.2 Actual expense and projection
 5. Annual budget required for FY20**/**
- Signature (National Government)
Signature (State Government)

Annual work plan and budget for fiscal year 20XX/XX

1. Annual objectives and expected outcomes
2. Outputs and outcomes accomplished up to the previous fiscal year

-
3. Description of project components, activities, and outputs with the classification scheme
 4. Description of project management
 - 4.1 Implementation management structure and required human resources
 - 4.2 Beneficiaries of the project
 - 4.3 Monitoring and evaluation of outputs and outcomes
 - 4.4 Environmental and social impact, and mitigation measures
 - 4.5 Risk assessment
 - 4.6 Other special considerations and/or notes
 5. Annual activity schedule
 6. Annual budget estimate
 7. Fund Classification summary

Annexes

1. Approved project document (Overall project plan)
2. Revenue and expenditure classifications
3. List of CAMP implementing ministries

Source: PWG

The delays in the implementation of the Project due to the Corona Pandemic worsened from March 2020. With the subsequent implementation of remote support by the experts, the development and approval of the AWPB was delayed significantly up to March 2021 of FY2020/2021, when the project was due to start. According to AWPB Procedures, the AWPB should have been developed in the FY2019/2020, one year prior to the project commencement in FY2020/2021. As such, the decision on the implementation of the components for pilot use and the AWPB development and approval were assumed to have occurred in March 2020 of FY2019/2020. Table 2-5 indicates this assumption.

(2) Pilot use of AWPB Procedures and their verification through the State Nursery Subproject implementation

The public financial management system (PFMS) of South Sudan requires AWPBs for all government activities and resources used for the provision of public services, whether financial and/or in-kind. To this end, as shown in Table 2-8, the activities and required resources for the State Nursery Subproject should be planned and proposed in an AWPB in the fiscal year prior to the fiscal year of AWPB execution, and reflected in the annual budget request. In the following fiscal year, when the budget has been secured and the final AWPB is approved according to the budget allocations, the AWPB will be used to manage the execution of the planned activities.

As shown in Table 2-5, State Nursery Subproject started in FY2016/2017 and took six years to complete. The implementation was remotely assisted by the experts in Uganda due to the outbreak of civil unrest in 2016. Later, it was remotely assisted by the experts in Japan under COVID-19 pandemic conditions from February 2020 to August 2021. The subproject was finally completed in January 2022 of FY2021/2022. Thus, as indicated in Table 2-5 and Table 2-8, the implementation of the subproject was multi-year, and involved the following steps: of *A) Subproject concept development and basic design, B) Detailed design and cost estimation, C) Selection of a construction contractor, D) Contract administration, E) Establishment of an MoU agreement and obtainment of approvals from relevant government authorities, F) Construction supervision of the nursery construction component, G) Implementation management of the training*

component, H) Evaluation of subproject implementation. Of these steps, A to E were not subject to the pilot use and verification of the AWPB Procedures, hence no AWPB was prepared. Steps A to D were mainly financed by in-kind contributions from JICA, and step E was financed by the national and state governments. The pilot use of AWPB Procedures and their validation were performed up to steps F) Construction supervision of the nursery construction component, G) Implementation management of the training component, and H) Evaluation of subproject implementation. The AWPB was assumed to have been formulated in March 2020 of FY2019/2020, to secure the budget for two fiscal years (FY2020/2021 and FY2021/2022) (as mentioned above, the AWPB was actually formulated in March 2021 of FY2020/2021). Of these steps, the steps A to E were not subject to the pilot use and verification of AWPB Procedures due to the fact that preparation of the verification was not completed, and therefore no AWPB was prepared. The steps A to D were mainly financed by the in-kind contributions from JICA and the step E was mainly financed by the in-kind contribution form the national and state governments.

By going through Step E, the roles of the Ministry of Agriculture and Food Security (MAFS) as the central government and the Ministry of Agriculture, Environment and Forestry (MAEF) of Central Equatoria as the state government were agreed upon. The constitution defines that investment in agricultural development is concurrent responsibility of the national and state governments. In the absence of any other legal basis, a MoU defines detailed roles of the governments and their officials. In the AWPB Guidelines, it was decided that for the time being the MoU will be used to define the demarcations of roles between MAFS and MAEF, pending the development of related legislation.

In the case of this subproject, the roles of MAFS of the national government and MAEF of Central Equatoria state government were defined by the MoU agreed. The MoU indicates that the responsibility of MAFS includes national-level mobilisation of resources (i.e. securing resources from JICA and deploying the government's officers to the subproject), communication and coordination with DP (JICA), jointly supervise the expert services provided by JICA, monitor the progress of construction component and the training component undertaken by MAEF with technical support from the expert team, coordination with other national ministries, and provision of other necessary support to construction management activities of MAEF. The MoU also indicates that the responsibility of MAEF includes mobilisation of state government's resources (i.e. deployment of state officers), coordination with other state ministries, reporting to MAFS on the implementation of the subproject, management of the construction component in collaboration with the expert team, management of the implementation of the training component by the expert team, adoption and application of the training content to the production operations, and inspection of the completion of the constructed facilities. In addition, MAEF of the state government will also evaluate the performance of the subprojects in collaboration with MAFS of the national government. In terms of resource mobilisation, both MAFS and MAEF could not contribute budgets other than human resource contribution to the subproject, and therefore further efforts to secure budgets for such subprojects are expected in the future.

The pilot use of AWPB Procedures and their validation were performed to the steps of F) Construction supervision of the nursery construction component, G) Implementation management of the training component, and H) Evaluation of subproject implementation. It is assumed that the AWPB was developed to secure the budget for the two fiscal years (i.e. FY2020/2021 and FY2021/2022) in March 2020 of FY2019/2020 (as mentioned above, it was actually formulated in March 2021 of FY2020/2021). The national

and state governments and JICA consultant team worked closely to manage the AWPB execution and monitoring and evaluation of the subproject according to the resources indicated in the AWPB.

Table 2-8: State Nursery Subproject implementation steps and assumed fiscal year of AWPB development and execution

State Nursery Subproject implementation steps	Key sources of project resources	Fiscal year of AWPB development and budget request	Fiscal year of execution with secured budget
A: Subproject concept development and basic design	JICA	FY2015/2016	FY2016/2017
B: Detailed design and cost estimation	JICA	FY2018/2019	FY2019/2020
C: Selection of construction contractor	JICA	FY2018/2019	FY2019/2020
D: Contract administration	JICA	FY2018/2019 FY2019/2020 FY2020/2021	FY2019/2020 FY2020/2021 FY2021/2022
E: Establishment of MoU agreement and obtainment of approvals from relevant government agencies	National and state governments	FY2018/2019 FY2019/2020	FY2019/2020 FY2020/2021
(AWPB Procedures have been piloted and evaluated to steps F, G and H below.)			
F: Construction supervision of the nursery construction component	National and State Governments, and JICA	FY2019/2020 (Budget for two fiscal years)	FY2020/2021 ~ FY2021/2022
G: Implementation management of the training component	National and State Governments, and JICA	FY2019/2020 (Budget for two fiscal years)	FY2020/2021 ~ FY2021/2022
H: Evaluation of subproject implementation	National and State Governments, and JICA	FY2019/2020 (Budget for two fiscal years)	FY2020/2021 ~ FY2021/2022

(1) Construction supervision for execution of the nursery construction component of the AWPB

Construction supervision for the nursery construction component, which accounts for 70% of the total budget of USD 386,100 presented in the AWPB, is an important procedure for appropriate budget execution based on the AWPB in meeting compliance obligations. In other countries, construction supervision is a routine task based on well-developed legislation and technical standards. Through the pilot use of the AWPB Procedures for the nursery construction component, a lack of legislation and standards to guide construction supervision activities was clearly observed. This absence of legislation and standards is a major risk factor for the proper execution of AWPBs in South Sudan. Currently, the former Sudanese legal arrangements are administratively employed by the Central Equatoria State Government without any judicial power to manage construction works.





Table 2-9 indicates that even for the nursery construction component, which consists of relatively small construction works, the construction supervision involves a number of contract management tasks to accommodate constraining weather conditions, specification changes, and additional works. Each contract amendment further involves a number of administrative documents and procedures. In addition to issuing a contract amendment proposal with justifications, the parties must review and confirm the validity and feasibility of the proposal, confirm the changes in construction costs, negotiate the contract amendment, apply to and obtain approval from the funders (in this case JICA), and brief the central and state governments as stakeholders. Contract management requires abundant paperwork and the adherence to many standards and procedures to ensure compliance. For AWPB execution, the Ugandan laws and standards are therefore

referred to, in addition to the Japanese standards, in carrying out the construction supervision works, contract management, and evaluation of construction outputs for payment.

Even with the use of foreign laws and standards in conjunction with former Sudanese legal frameworks, there is no legal protection for construction supervision services in South Sudan. Thus, the supervision is carried out based only on the contract between the contractee and contractor and the goodwill of both parties. The situation incurs a high risk of inappropriate AWPB execution. Therefore, the AWPB Guidelines include guidelines for the construction supervision of small-scale construction works in accordance with the current legal frameworks of South Sudan and the Ugandan legislation and standards.

Table 2-9: Construction supervision process for the nursery facilities construction component

Government's fiscal year Calendar year and month	FY2020/2021												FY2021/2022											
	2020						2021						2022											
	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03			
F: Forest Nursery Facilities Construction Component																								
Agreement of the original contract (2019/12/26-2020/11/30)																								
1st amendment: Extension of contract period (2019/12/26-2021/11/30)																								
Commencement of construction work (2021/04/05)																								
2nd amendment: Increase in costs (2021/05/10)																								
3rd amendment: Change in specification and increase in costs (2021/07/15)																								
First payment invoice for 50% completion (2021/07/15)																								
4th amendment: Extension of construction completion date (2021/07/31)																								
5th amendment: Extension of construction completion date (2021/08/31)																								
6th amendment: Extension of construction completion date (2021/09/15)																								
7th amendment: Increase in works and costs, and extension of construction complete date (2021/09/27)																								
Second payment invoice for 80% completion (2021/10/15)																								
First payment for 50% completion (2021/11/01)																								
Pre-handover joint site inspection (2022/11/05)																								
Second payment for 80% completion (2021/11/11)																								
8th amendment: Extension of contract and defect liability period (2021/11/13)																								
Finalization and circulation of Interim Construction Defects Report (2021/11/24)																								
9th amendment: Extension of contract and defect liability period (2021/12/15)																								
Technical handover from the contractor to the state government (2021/12/15)																								
Certificate of practical completion of the works (2021/12/16)																								
Completion Payment Certificate for the 3rd payment (2022/01/12)																								
Third payment for 100% completion (2022/01/31)																								
Ceremonial handover from national to state government (2022/01/24)																								
Final Construction Defects Report (2022/02/05)																								
Final payment (10%) (2022/02/10)																								

Note: Date is expressed as YYYY/MM/DD Legend  : Occurrence of incidences  : End of contract period  : Construction completion date  : End of defect liability period

Source: Project Working Group

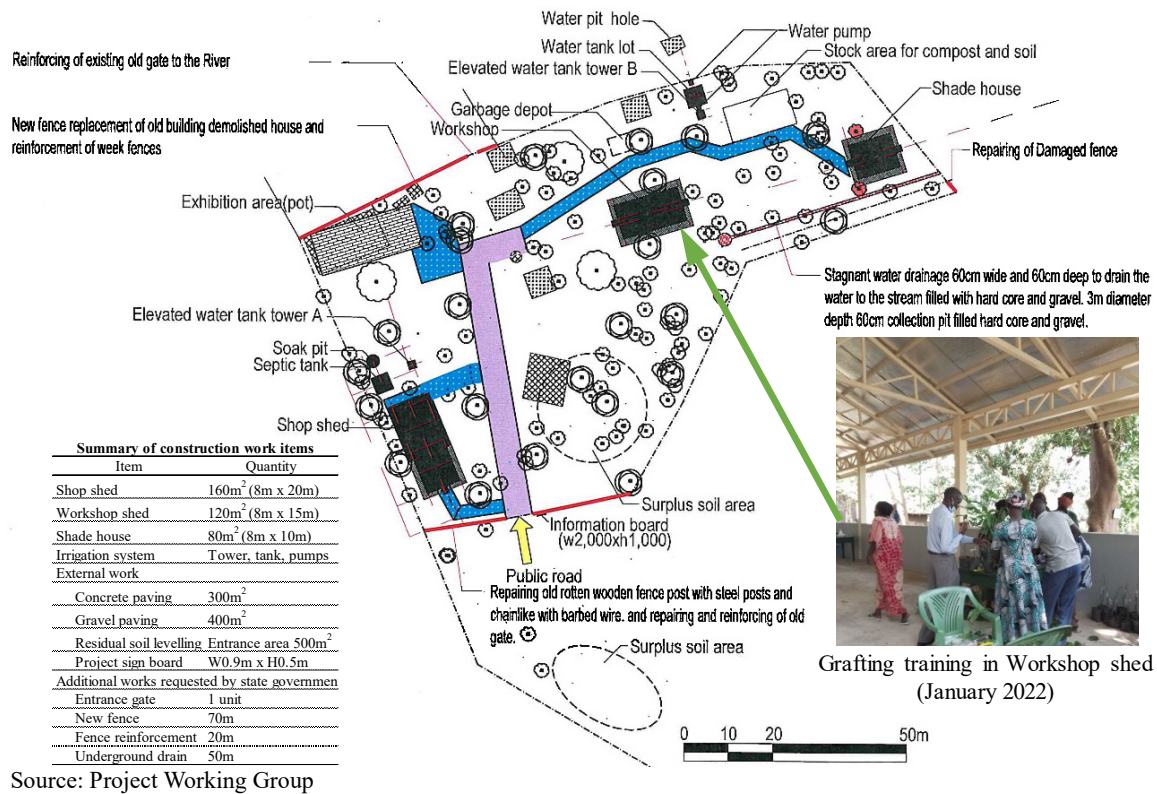


Figure 2-2: Summary and locations of the construction work items and training in the Workshop Shed

Figure 2-2 shows an overview of the facilities developed by the nursery construction component, the layout of the constructed facilities, and how the training component uses the facilities for grafting training. The construction work started in April 2021 and was completed on 30 October, 2021. The handover ceremony of the completed nursery facilities from the national government to the Central Equatoria State Government took place on 24 January, 2022 in the presence of the Minister of Environment and Forestry, the Minister of Agriculture and Food Security, the Deputy Governor of Central Equatoria, and the State Minister of Agriculture, Forestry and Fisheries.



Newly constructed workshop shed among standing trees



Media coverage of the handover ceremony held on January 24, 2022

2) Management of the implementation of the training component in the execution of the AWPB

Nursery management training, including the nursery production technology training, was conducted online in September 2021. Subsequently, hands-on practical training was provided at the site of the newly established nursery facilities, in October/November 2021 and January 2022 of FY2021/2022. A technical assessment of the State Nursery conducted in August/September 2019 of FY2019/2020 found issues related to skills in pest management, soil management, fertilizer and water management, and marketing. Thus, training modules were developed to improve these skills. Seeds and scions of well-defined genetic origins were introduced from Uganda, and the necessary equipment (pruning shears, grafting knives, etc.) was procured and used for the training.

The training covered production techniques such as sowing, grafting, basic disease control using pesticides, compost production, the use of chemical fertilisers, and the preparation of culture media for pots. New cultivars and varieties were introduced from Uganda, which encouraged the nursery officials to actively seek new knowledge from Uganda and other neighbouring countries on the selection and introduction of varieties to meet market demand in and around Juba. It is important to consider new varieties that are appreciated in the market and are resistant to diseases and pests. For implementation of the training component in a way that ensures compliance, it became clear that the technical legislation on phytosanitation, variety registration, and pesticide registration in South Sudan needs to be enhanced. In this context, the seed bill currently under development should help to significantly enhance the technical legislations.

Table 2-10 shows the content of the online training conducted in September 2021, the practical hands-on training conducted at the nursery facility in October and November 2021, and the follow-up training conducted at the same facility in January 2022. The follow-up training (shown in the following pictures) was carried out based on a review and evaluation of the extent to which the results of the previous training had been reflected in the practical nursery production activities. Specific results of the training, such as the acquisition of vegetable seedling production techniques, disease and pest control, and site and landscape management, were self-evaluated by the training participants to confirm the issues that needed to be further resolved in the future. A vision for the future developed in the last part of the training facilitated the direction of the participants' production activities in the nursery. The training also enabled the introduction of the well-defined genetic resources listed in Table 2-11 from the national research institute in Uganda, and encouraged the State Forest Department to actively introduce useful genetic resources for marketing.

The training component consisted of technical and follow-up training to evaluate the results of the acquisition and application of the skills and know-how in the actual nursery operations. In the follow-up training, the participants verified the results of the training through a participatory review and discussed future developments. The results of the training showed that there was potential for further improvement in production techniques and nursery management.

One potential technical improvement is the propagation of authentic fruit varieties such as mango and avocado by grafting. While the success rate of grafting is very low, around 10%, due to the fact that the delicate handling of water and humidity management after grafting is still not fully understood, a high demand for genuine varieties propagated by grafting is found to be very high. Currently, all the fruit nursery trees such as mangoes produced in the nursery are seedlings which are genetically not genuine varieties. The nursery manager has a plan to secure mother trees from the successfully grafted nursery trees for production

of scions which will be used to propagate grafted nursery trees. With the high market demand and the awareness of the nursery managers to improve the grafting success rate, a significant improvement in the grafting techniques is expected.

The results of disease and pest management using the newly introduced pesticides and fungicides to the nursery have been remarkable, and awareness of the appropriate use of agricultural chemicals has increased significantly. The improvement in quality and quantity of the seedlings and nursery trees in the future is expected with proper use of agricultural chemicals. The short-term production of vegetable seedlings such as seedlings of tomatoes and okras was introduced through training. As a result, it was found that although there were few problems with the production techniques, there was a significant difference in demand between the dry and rainy seasons. The demand for vegetable seedlings peaks during the rainy season and is very low during the dry season when the training was conducted. Therefore, it was decided that the vegetable seedlings would be produced for the rainy season market.

In terms of nursery management, there is a potential for contract-based production through contracts with, for example, DPs and NGOs that provide development and humanitarian assistance. As development assistance in the fields of agriculture, forestry, environment, infrastructure development is likely to increase in the future, there is significant scope for the market for contract production to expand, and the nursery is willing to expand contract-based production. In addition, it is expected to improve its function as an event venue. The newly upgraded facilities, aesthetic tree covers, view of the Nile and the location in an urban area indicate a high tourism value and the nursery are already being used as an event venue. The nursery managers are aware that there is still room for further landscaping and are working on the greening of the bare sites after the construction.

Table 2-10: Training modules and sessions conducted for the nursery officials and workers

Module
Session
<i>Online training organized from Uganda (September 28-30, 2021)</i>
Module 1. Nursery management
Objective: To promote efficient nursery management at Central Equatoria State Forest Nursery
Session 1: Nursery operation (September 28, 2021)
Session 2: Plant pest and disease control (September 29, 2021)
Session 3: Seed and vegetative propagation (September 30, 2021)
<i>Onsite training at Central Equatoria State Forest Nursery, Juba, South Sudan (Oct. 11-Nov. 1, 2021)</i>
Session 4: Grafting techniques (October 11, 2021)
Session 5: Introduction to pest and disease management (October 18, 2021)
Session 6: Transplanting, cuttings, and tending (October 19, 2021)
Session 7: Soil media, seed beds and tending plants (October 21, 2021)
Session 8: Other nursery management and operation practices (October 22, 2021)
Module 2. Display management
Objective: To promote effective management of "wow" factor displays for client engagement
Session 1: Attractive landscaping, customer traffic, and product display plans (October 25, 2021)
Session 2: Designing and setting up a model display area (October 26, 2021)
Session 3: Information services and display tending (October 27, 2021)
Module 3. Business management
Objective: To introduce excellence in managing business relations
Session 1: Business planning, asset management, and recordkeeping (October 28, 2021)
Session 2: Nursery staff administration (October 29, 2021)
Session 3: Customer management, contract-based production, and marketing (November 1, 2021)
<i>Follow-up onsite training at Central Equatoria State Forest Nursery, Juba, South Sudan (Jan. 18-28, 2022)</i>
Module 4. Nursery management - Follow-up training
Objective: To promote efficient nursery management at Central Equatoria State Forest Nursery
Session 1: Review of propagation techniques (January 18, 2022)
Session 2: Review of pest and disease management (January 19, 2022)
Session 3: Discussion on special pests and diseases affecting Carica papaya (January 20, 2022)
Session 4: Discussion on different methods used (January 26, 2022)
Session 5: Discussion on marketing at the nursery by way of good looking plants (Jan. 27, 2022)
Session 6: Participatory review of training (SWOT analysis) (January 28, 2022)

Source: Project Working Group



Grafting training with mango varieties introduced from Uganda



Growing scions from successfully grafted mangos



Hands-on-training on pot soil preparation

Table 2-11: List of genetic materials introduced from the national research institute in Uganda

Fruits, trees, and vegetable varieties introduced from Uganda (all patent and virus free)			Shelf life (days)	Quantity			Cost in USD
Botanical name	Common or local name	Name of variety		Seeds		Scions	
			Kg	No.	No.		
Fruits and trees							
<i>Annona muricata</i>	Sour sop, kitaferi or Graveola	Not applicable	21	1.5	5,160		77
<i>Carica papaya</i>	Paw paw, Papaali, Mupapaali	Red fruited	2	1.5	6,000		77
<i>Citrus spp</i>	Orange	Valencia	4			50	29
<i>Citrus spp</i>	Orange	Washington Navel	4			50	29
<i>Leuceana lucocephalla</i>	Lusiina.	Un-known	30	1.5	27,000		19
<i>Mangifera indica</i>	Mango (ice box immediate use)	Tomy atkinson	4			150	86
<i>Mangifera indica</i>	Mango	Alfonso	4			150	86
<i>Mangifera indica</i>	Mango	Kent	4			150	86
<i>Mangifera indica</i>	Mango	Birre	4			150	86
<i>Passiflora edulis</i>	Passion fruit	Purple fruit	30	0.5	26,500		17
<i>Persea americana</i>	Avocado	Hass	30	1.0	14	250	147
<i>Psidium guajava</i>	Guava, Mapeera (1 month)	Red fruiting	30	0.5	200,000		7
<i>Sesbania sesban</i>	Munyunganyege (1 month)	(N.A.)	30	1.5	135,000		19
<i>Acacia hockii</i>	Kasaana, Ekisim, Ali, Besabako, Rugando	(N.A.)	1-30	1.0	10,100		15
<i>Azalia africana</i>	Azalia, Meli, Beyo, Baa, Luck bean tree	(N.A.)	30	1.0	386		17
<i>Balanites aegyptiaca</i>	Desert date,/ Echoma, /Mutete,/ Loba	(N.A.)	14	1.0	550		17
<i>Milia excelsa</i>	Muvule/ Iroko /.	(N.A.)	7-14	1.0	475,000		57
<i>Entandrophragma utile</i>	Mufumbi, Budongo heavy Mahogany	(N.A.)	14	1.0	1,880		24
<i>Eucalyptus camaldulensis</i>	Kalitunsi, Murray red gum	(N.A.)	30	1.0	241,000		71
<i>Khaya senegalensis</i>	African Mahogany, Erie, Tido, Kirai	(N.A.)	14	1.0	4,500		24
<i>Pinus caribea</i>	Pine	Hondurensis	30	1.0	53,000		571
<i>Pinus oocarpa</i>	Caribbean Pine (imported) Brazil F1		30	1.0	53,000		571
<i>Tamarindus indica</i>	Tamarind, Mukooge, Muhungwa,	Sweet unknown	30	2.0	1,800		17
<i>Anacardium occidentale</i>	Cashew nut	(N.A.)	14	1.0	120		23
<i>Grivellea robusta</i>	Silky oak	(N.A.)	14	1.0	70,000		114
Vegetables							
<i>Abelmoschus esculentus</i>	Okra	Clemson Spineless	730	1.5	37,500		15
<i>Lycopersicon esculentum</i>	Tomato	Money maker OPV	60	1.5	37,500		60
<i>Lycopersicon esculentum</i>	Tomato	Cal J / Rio grande	60	1.5	37,500		103
Total							2,466

Source: Project Working Group

(3) Implementation of the Sub-Project on Desert Locust Response and validation of the AWPB Procedures

The implementation process for the Desert Locust Control Monitoring Subproject was examined to verify the joint coordination, planning, and execution among the national and state governments and development partners. The subproject was jointly implemented by the National Desert Locust Control Committee, Eastern Equatoria State Government, FAO, and JICA. Though no AWPB was developed for this subproject, an AWPB is effective in the planning and management of a project that provides frontline public services with resource contributions from multiple sources. As the security situation in rural areas is improving, it is confirmed that the proper implementation of AWPB procedures will facilitate well-coordinated, efficient, and effective frontline service delivery in projects supported by multiple sources in the agricultural sector in the future.

Due to extreme weather events such as heavy rains over a wide area since October 2019, damage from the Desert Locust (DL) invasion in South Sudan and its neighbours in Eastern Africa has been the severest in the last 25 years. The damage in South Sudan started in February 2020, affecting Eastern Equatoria State, Central

Equatoria State, and Jonglei State the most severely. Fortunately, no major outbreaks of DL occurred in 2021, but it was important to ensure that local communities were alerted to the possibility of another invasion and were prepared to take the necessary measures quickly once an attack occurred. Activities to control the DL and other pests were one of the priority concept notes selected by the MAFS. In addition to contributing to the achievement of the project's objectives in terms of mobilising resources for CAMP and IDMP implementation (realization of donor coordination) and accumulating concrete know-how on public project planning and implementation (implementation as a pilot project), this sub-project has also brought concrete benefits to the community. Based on these considerations, and from the viewpoint of the annual planning, preparation, implementation, and management based on the AWPB, the following related activities were carried out

1) Various preparatory arrangements

As already mentioned, it was decided, after a series of consultations with FAO, that the Central Government, the State Government of Eastern Equatoria, FAO, and JICA would collaborate on a sub-project on DL response in Magwi County of Eastern Equatoria State, from June 2021 onwards. The formation of this project, however, was led by the DPs, such as JICA, and FAO. Therefore, it was ensured, through consultation with the MAFS coordination team, the approval of this sub-project by the 5th JCC meeting in June 2021, detailed discussion with the MAFS Undersecretary, and collaboration with the Directorate of Plant Protection and Directorate of National Agricultural Projects of MAFS, that the project would be a central government-led activity. In a detailed discussion held with the Ministry of Agriculture of Eastern Equatoria State during the field survey, the survey team (consisting of central government officials and the project's national staff) explained the planned activities and requested the ministry's cooperation during the survey, to ensure that the central and state governments could work on the survey implementation together.

In this way, the sub-project is a collaborative effort between the central government, the state government of Eastern Equatoria, and JICA. From the perspective of validating the AWPB procedure, the question arises as to how the information on resources can be effectively used and shared between the central government, the state government, and DPs within the framework of the AWPB planning and execution. JICA and FAO, however, took a long time to formulate the project design for this sub-project, and the limited time at the start and implementation of the activities described in activity (A) required that the activities be carried out on the ground without sufficient government involvement. Therefore, instead of using the AWPB format, we prepared only a detailed project plan with details on the activity content, scheduling, and budget, along with a presentation document summarizing the outline of the project for use in actual consultations and coordination with stakeholders and the implementation of activities.

2) Implementation of the activities

This sub-project consists of two main activities: (A) livelihood support activities for communities affected by DL (distribution of livelihood kits such as seeds and farming tools, technical guidance, etc.), and (B) improvement of the mechanisms and regional capacity for surveillance, monitoring, and control against future outbreaks of the DL and other pests.

Regarding activity (A), the relevant activity was implemented from August 2021 by the JICA South Sudan

Office in collaboration with SPEDP (Support for Peace and Education Development Programme), a local NGO, targeting about 10,000 smallholder households in 6 payams and 33 bomas in Magwi County, Eastern Equatoria State. SPEDEP's activities included the distribution of livelihood kits⁴ and technical guidance to the target population on the proper use of the kits during the light rainy season (August to November) and the dry season (December to March). Along with the work to procure and distribute the livelihood kits, the sub-project conducted activities to mobilise the target communities, promote understanding of the activities, and identify, select, and register the target households. Technical guidance was provided to the target population on the proper use of the livelihood kits, including instruction on cultivation at demonstration plots, soil and water management, pest management, post-harvest treatment, seed protection, and the use of agricultural equipment and materials. These activities were to be monitored by the central and state governments and by the project's national staff at three time points: after the distribution of the livelihood kits, after the planting of the seeds, and after the harvest. As adequate security checks had to be carried out for the field trip to the target region in South Sudan, however, the actual survey could not be carried out until late November. As such, too little time was available for the monitoring of some of the expected activities. Ultimately, the only activities carried out were the post-planting monitoring in the light rainy season and the post-distribution of livelihood kits in the dry season.

Regarding activity (B), we worked jointly with MAFS and the State Ministry of Agriculture to strengthen the capacity of a local DL Surveillance and Control Team (DLSC Team) that had been formed in the 4 payams and 16 bomas of the Magwi County to monitor and eliminate the DL and to study the impacts of the DL and other pests and diseases. The DLSC Team consists of four supervisory members and sixteen scout members spread over the above areas to look for signs of DL outbreaks and promptly report them to the information systems managed by FAO and others. In the event of actual damage, they will be responsible for the application of insecticides to control the DL and prevent any damages to humans. These members had received similar training facilitated by FAO in the past. At this time, two four-day technical training sessions were conducted to refresh their knowledge and strengthen their capacity in the management of pests other than the DL, such as the Fall Armyworm (FAW), another serious pest in South Sudan. Interviews were also conducted to determine how farming and other livelihood-enhancement activities of the communities in their daily lives were currently being impacted by the DL damage of 2020 and the measures then taken.

3) Result of the activities

Turning to the results of this sub-project on activity (A), the distribution of livelihood kits to about 10,000 households contributed to the improvement of the livelihoods of the households affected by the DL. There were some challenges, however, such as delays in the distribution of seeds due to inadequate coordination with FAO, a lack of variety of the seeds required, the admixture of poor-quality seeds, and insufficient time to provide the intensive, and often widely variable training required after the livelihood kits were distributed. While the limited time and duration of the sub-project made it impossible to avoid these issues, the sub-project can be improved by performing a careful needs assessment, coordinating adequately with

⁴ The livelihood kits consisted of a type for growing crops such as maize, sorghum, and cowpeas, a type for growing vegetables such as eggplant, okra, jew's mallow, peppers, and watermelon, and a type with fishing-related items such as fishing rods, hooks and nets.

stakeholders, and securing enough training time. Regarding activity (B), the training also strengthened the local capacity to monitor and control these pests. On the other hand, the local people could have benefited from more than two technical training sessions. The people need to gain the necessary practical experience in monitoring and control after the training, especially with the support and cooperation from the agricultural department and extension workers in Magwi County. It was found, however, that the Magwi County Agricultural Office and extension workers lacked sufficient funds to carry out their activities, and that the County Agricultural Office will need to be strengthened in the future. Weed management was also a major challenge in the area, and relevant capacity building was required.

This sub-project was also an example of resource mobilisation and donor coordination, as it worked in collaboration with FAO during the planning and implementation of activities (A). There were, however, some challenges, as mentioned above. In performing the work on the various kinds of field monitoring and training and impact analysis needed, the sub-project also emphasised coordination with the Under-Secretary of MAFS, Directorate of the Plant Protection of MAFS, and Directorate of National Agricultural Projects of MAFS, as well as with the state and county agricultural ministry/department. In particular, this kind of projects and activities are often carried out independently by DPs and NGOs, with little government involvement. The experience of the national and state governments in working together to not only monitor the activities of NGOs, but also to train farmers in pest control and conduct impact analysis, has contributed to raising the awareness of government officials and building their experience in project implementation and management. While the very limited timing and duration of implementation precluded the involvement of a wider range of stakeholders, it was possible to accumulate know-how on how to coordinate with stakeholders when implementing activities that involve the central and the state ministries.



Monitoring of livelihood support activities (interviews with stakeholders)



DL Surveillance and Control Team after the training

2.4 Activities to achieve "Output 3: The legal framework to facilitate the CAMP/IDMP implementation is improved"

2.4.1 Drafting the establishment bill

A legal basis, such as an establishment law, to regulate the structures, functions, and responsibilities of government organisations must be in place to ensure that the employees in government organisations such as

the ministries and directorates are aware of their roles and responsibilities as civil servants and are strongly motivated to carry out their daily work. Without such a legal basis, it will be impossible to properly evaluate the staff within the organisation, and this lack of a staff evaluation capacity will adversely affect the development of the government's human resources. In other words, an organisation with appropriate regulations and systems has the potential to develop human resources appropriately and to maintain and improve the quality of public services by increasing the initiative, motivation and self-improvement of its staff. Earlier JICA projects and JICA's analysis of the relevant information, however, have demonstrated a lack of a law establishing the four CAMP/IDMP implementing ministries, along with various impacts incurred by the absence of such a law and a need for improvement.

One of the expected outcomes of this project is to improve the legal framework to facilitate the implementation of the CAMP and IDMP, and one of the activities is the drafting of the above-mentioned establishment bills. However, out of the four CAMP/IDMP implementing ministries, the Directorate of Forest under the Ministry of Environment and Forests (MEF) has been the only entity involved in agricultural development in the past. The other directorates related to environmental development and protection could not be considered as direct C/Ps of the project. Similarly, the Ministry of Water Resources and Irrigation (MWRI) has been involved in the agricultural sector in the past, and only the Directorate of Irrigation was involved in the preparation of the IDMP. Hence, the other departments related to water resources development and protection could not be considered as C/Ps for the project. Therefore, it was initially decided that only the Ministry of Agriculture and Food Security (MAFS) and the Ministry of Livestock and Fisheries (MLF) would draft the legislation for their establishment as ministries as a whole, and that activities would be undertaken in this direction.

(1) The process of finalising the establishment bills within the ministries

Full-scale activities began in October 2019. The JICA expert in charge of the field of legal framework development arrived in the field to conduct interviews and consultations with the relevant parties and to prepare a work plan for the future based on the interviews and consultations. A kick-off meeting was held among the members of the group in charge of this field, relevant information was reviewed (including information collected during the first year of the Project), and consultations were held with the undersecretaries of the four CAMP/IDMP implementing ministries as the key persons for future activities. In particular, with regard to the law, there are general differences between a Constitution, a Law/Act, a Regulation, and an Order. The Project therefore decided that the level of the establishment bills to be drafted should be confirmed, and ultimately opted for the drafting of bills at the Law/Act level.

The drafting of the establishment bills was scheduled to start in March 2020 but was suspended due to the spread of COVID-19. Later, in August 2020, when the influences of the COVID-19 pandemic were judged to have subsided to some degree, the drafting of the establishment bills of MAFS and MLF commenced with the remote support of the JICA Expert Team. The bills were drafted by the South Sudanese team, who also coordinated with the relevant directorates, based on the instructions and advice of the JICA Expert Team. The JICA Expert Team repeatedly checked and commented on the content to finalise the document.

In parallel with the above-mentioned activities, an online workshop on law development (theme: From Policy to Law) was held in August 2020 for the PWG members, DP desks, and legal advisors from the four

CAMP/IDMP implementing ministries. The Project staff member in charge of developing the legal framework facilitated the workshop by stressing the importance of government ownership in legal development, presenting a lecture on the relationship between policy and legislation, and explaining the process for drafting the bills. Another online workshop, on Regulatory Impact Assessments, was held in September 2020 to explain the social impact of legislation (analysis of positive and negative factors).

The drafting of the establishment bill by MAFS proceeded, and the first draft of the bill was completed in November 2020. The Undersecretary of MAFS, however, was on an extended trip abroad at the time, and the content of the draft bill could not be confirmed until he returned in January 2021. After a briefing and approval process by the Undersecretary to the Minister of MAFS (February 2021), followed by a period of restricted activity to reduce the spread of COVID-19 (February-April 2021), a validation meeting for all of MAFS was held in May and June 2021 to finalise the content of the bill. The Undersecretary of MAFS, the legal advisor, the heads of the directorates, the ICTT members, and the DP Desk attended the meeting to review the provisions of the first draft of the establishment bill and make any necessary amendments. After the meeting, a summary of the feedback was sent to the JICA expert in charge, who checked the content and returned comments to the ministry. The content was finalised based on those comments, and the drafting of the establishment bill within MAFS was completed in July 2021. The undersecretaries of MAFS also approved the contents.

The following summarises the content of the MAFS establishment bill:

Contents of the MAFS establishment bill
Chapter I Preliminary Provision
Section 1. Title and Commencement
Section 2. Repeal and Saving
Section 3. Purpose
Section 4. Authority and Application
Section 5. Review
Section 6. Definitions of Terms
Chapter II Establishment, Organisation, Functions, and Powers of the Ministry
Section 7. Establishment of the Ministry and Directorate
Section 8. Functions and Duties of the Ministry
Section 9. Establishment of Directorates
Section 10. Directorate of Administration and Finance
Section 11. Directorate of Agriculture Production and Extension Service
Section 12. Directorate of Planning and Agricultural Economics
Section 13. Directorate of National Agricultural Projects
Section 14. Directorate of Food Security and Stakeholder Coordination
Section 15. Directorate of Food Security Analysis and Communication
Section 16. Directorate of National Food Reserve
Section 17. Directorate of Cooperatives Development
Section 18. Directorate of Community and Rural Development

Section 19. Directorate of Agricultural Education and Training

Section 20. Directorate of Plant Protection

Section 21. Directorate of Agricultural Research

Section 22. Directorate of Agricultural Engineering

Section 23. Directorate of Seed

Chapter III Administration and Supervision of the Ministry

Section 24. Administration

Section 25. Ministerial Appointment and Removal from Office

Section 26. Duties and Responsibilities of the Minister

Section 27. Powers and Functions of the Minister

Section 28. Restriction on Outside Employment

Section 29. Appointment, Removal, and Functions of the Deputy Minister

Section 30. Vacancy of the Office of the Minister or Deputy Minister

Section 31. Reviewing and Contesting Ministerial Decisions

Section 32. Compliance with Laws

Section 33. Appointment and Functions of the Undersecretary

Section 34. Functions of the Undersecretary

Chapter IV National Agricultural Seed Council

Section 35. Establishment and Purpose of the National Agricultural Seed Council

Section 36. Composition of the National Agricultural Seed Council

Section 37. Functions and Duties of the National Agricultural Seed Council

Chapter V Employee Disciplinary Proceedings

Section 38. Adherence to Existing Rules

Section 39. Limitation on Arrest

Chapter VI Regulations and Ministerial Orders

Section 40. Authority to Issue Regulations

Section 41. Authority to Issue Orders

MLF held a validation meeting in August 2021 to finalise the content of its establishment bill, following the same process used by MAFS. After a subsequent communication with the JICA expert in charge, the ministry finalised the content and completed the drafting of the bill in-house in October 2021.

As already mentioned, the Project expects to clarify the functions of the Directorate of Forest of the Ministry of Environment and Forests (MEF) and the Directorate of Irrigation of the Ministry of Water Resources and Irrigation (MWRI), and to prepare regulatory documents at the Regulation or Order level rather than Law/Act level. We have continued to review policy documents and conduct interviews with the C/Ps. At the 5th JCC meeting, held in June 2021, however, MEF and MWRI both expressed an intention to draft a bill for the establishment of a Ministry-wide Law/Act. Therefore, the JICA Expert Team decided to provide additional support to both ministries for the drafting of their establishment bills during the project period.

With regard to MEF, however, the subsequent consultation and coordination process within the ministry did not result in a consensus on the drafting of the establishment bill for the ministry as a whole, and no concrete action was taken. Later, with the advice of the MAFS Undersecretary, in January 2022, the intention

to draft a bill for the establishment of the ministry as a whole was reiterated. It was difficult, however, to draft the bill during the project period, which ended in February 2022. We were therefore only able, in the available time, to present the procedure for the drafting of a bill based on the experience of MAFS and MLF, to enable MEF to act on its own in the future.

The drafting of the draft law within MWRI started in October 2021. As in the case of MAFS and MLF, there were several exchanges between the South Sudanese team and the JICA experts in charge, and the first draft was completed in January 2022. It was difficult, however, to hold a validation meeting to finalise the bill before the end of the Project. Thus, as with MEF, it was only possible to provide a procedure based on the experience of MAFS and MLF, to enable MWRI to work on its own in the future.

(2) Developments after the drafting of the establishment bill

After the finalisation of the establishment bill for MAFS as a ministry, the next step was to clear the approval processes of the Council of Ministers, the Ministry of Justice, and Parliament. Since July 2021, however, the MAFS bill has only gone through the approval process of the Council of Ministers (progress stopped during the subsequent approval process at the Ministry of Justice). On the rationale that the bill needed further support from the minister, the application for the bill was withdrawn from October 2021, and the Minister of MAFS prepared a letter requesting priority approval of the bill. The application was reopened in an effort to get the approval process through the Ministry of Justice after the Council of Ministers. The re-application process took a long time, however, due to the limited availability of the minister and undersecretaries, and the timing of the approval process after the Council of Ministers could not be decided solely by MAFS.

The same applied to MLF, which, after the finalisation of the establishment bill, followed the example of the MAFS and went through the application process by preparing a ministerial letter. The application itself was not submitted during the Project period, however, due to the time-consuming coordination within the ministry.

2.4.2 Promotion of pending laws in agricultural sectors for the approval and development of new technical laws

The lack of a governmental legal framework, in particular the lack of laws and regulations on the various agricultural sectors and relevant technologies necessary to implement the investment plans set out in the CAMP and IDMP, is perceived as a high risk not only by the government itself, but also by the private sector actors trying to enter agricultural sectors such as production, processing, and marketing. According to JICA's analysis of previous projects and related information, most of the laws and regulations related to agricultural sectors and technology were either not yet in existence or had been discussed in the past but not approved by the Parliament.

One of the expected outputs of the Project was to improve the legal framework to facilitate the implementation of CAMP and IDMP, and one of the project activities towards this output was to review and formulate new laws and regulations on the agriculture sectors and technologies. Yet, as mentioned above, the laws and regulations that needed to be developed in relation to agriculture sectors and technologies were too numerous for the Project to completely cover. It will therefore be necessary, going forward, to review some

of the bills that have been prepared by the Ministry of Livestock and Fisheries (MLF) and submitted to the Parliament but have remained pending due to lack of deliberation. A decision has also been made to draft a new bill on food production, an area and technology covered by MAFS in the absence of little formal legislation or regulation.

Overview of the legislative framework in the agricultural sector

[Crop subsector]

Many new laws and regulations need to be prepared in areas such as agricultural chemical use, quarantine, plant protection, horticulture, agriculture mechanization, soil health and conservation, seeds, etc.

[Livestock subsector]

Many bills await approval by the National Assembly, such as the Animal Disease and Pest Control Bill 2013; Animal Production Bill 2013 (including the Meat Commission Bill, Dairy Development Bill, and Animal Welfare Bill); Cattle Cleaning Bill 2013; Fertilizers and Animal Food Stuffs of Animal Origin Bill 2013; Hides, Skins and Leather Processing Bill 2013; Meat and Slaughterhouse Inspection Board Bill 2013; Range Management and Grass Fires Bill 2013; Rustling and Livestock Theft Bill 2013; Veterinary Drug Control Board Bill 2013; Veterinary Surgeons and Para-Veterinary Practitioners Bill 2013; etc.

[Fisheries subsector]

Although the existing Freshwater Fisheries Act 1954 is very obsolete, the Fisheries and Aquaculture Development Bill 2012 remains in the approval process.

[Forestry subsector]

Although some laws and regulations, such as the Forests and Renewable Natural Resources Act 2002, Forest and Environment Act 2003, and Forestry Training Centre Act 2004 have already been introduced, others, such as the Forestry Bill 2009, still await approval.

[Irrigation subsector]

The Water Bill is in the approval process.

[General]

Some laws and regulations, such as the Land Act 2009, Cooperative Societies Act, and Investment Promotion Act, etc., have already been introduced.

(1) Process to finalise the bills in the ministry

1) Relevant Bills of the Ministry of Livestock and Fisheries (MLF)

The Ministry of Livestock and Fisheries (MLF) is one of the most important ministries in South Sudan. MLF has given high priority to the legal framework in its draft list of priority projects, which confirms the high level of need for support. Subsequently, full-scale activities began in October 2019, together with the

forementioned establishment bill. First, the undersecretary of the MLF, the respective technical directorates, the legal advisors, and the PWGs sorted out the relevant MLF bills that had not yet not been approved by the Parliament, for prioritization under this Project. As a result, four bills were selected (Meat Control and Slaughter Facilities Bill; Animal Production Bill; Hides, Skins, and Leather Processing Bill; and Livestock and Livestock Material Marketing Board Bill).

After the selection, a full-scale review of the four bills scheduled to start in March 2020 was suspended due to the spread of COVID-19. When the activities resumed in August 2020, the MLF team in charge of the technical bills started to review the four bills with the remote support of the project staff for legal development and the JICA expert in charge.

In order to start reviewing the Meat Control and Slaughter Facilities Bill as the first legislation to be addressed, a workshop on the theme “From Policy to Law” was held in September of 2020 for the relevant MLF staff and legal advisors and officials from the Ministry of Justice, South Sudan Veterinary Association, and University of Juba to prepare specific individual technical legislation. Workshop participants heard explanations on the relationship between policy and legislation and the process for drafting legislation. In a five-day participatory workshop held in the next month, October, the participants discussed what should be added to or amended in the current Meat Control and Slaughter Facilities Bill, and how the additions or amendments could be reflected in the new bill. Specifically, it was decided that the bill, which will become law (Act/Law) in the future, should be simplified as much as possible to streamline the approval process for the Ministry of Justice (MoJ) and Parliament, and that the very detailed and technical content should be formalised in a separate regulation. Workshop members also proposed that a special review committee composed of members of MoJ and other relevant external organizations other than the MLF be set up, and that its members be awarded special remuneration. The proposal, however, was rejected, as the proposed special remuneration was deemed to be impossible to arrange under the Project. Based on this decision, it became clear that MoJ would be unable to play any further role in the Project until such a structure was in place, and that the more detailed review work after this workshop would basically be carried out by MLF officials alone.

As the four bills, including the Meat Control and Slaughter Facilities Bill, were closely related to each other, the bills were reviewed almost simultaneously after the workshop in December 2020. Based on the instructions and advice from the Project's legal support staff and the JICA expert in charge, the team on the South Sudanese side compiled the content while coordinating with the relevant departments, and the JICA Expert Team repeatedly checked and commented on the content towards finalisation. By October 2021, the JICA Expert Team had finalised the content of the (A) Meat Control and Slaughter Facilities Bill (the draft bill and regulations had been prepared based on previous workshops and consultations with the C/Ps), (B) Animal Production Bill (the draft bill had been prepared in consultation with the C/Ps), (C) Hides, Skins, and Leather Processing Bill (the draft bill had been prepared in consultation with the C/Ps), and (D) Livestock and Livestock Material Marketing Board Bill (the draft bill had been prepared in consultation with the C/Ps). Incidentally, there was a major debate during this process on how to deal with the Livestock and Livestock Material Marketing Board, an entity that had yet to be set up but was nonetheless dealt with in the other bills. After discussions with the Director General of the MLF Planning Directorate and others, it was finally decided that the Livestock Marketing Board should only be mentioned in item (D), and should not be included

in items (A) to (C).

Subsequently, in November 2021, a three-day workshop was held with external livestock stakeholders and organisations to obtain their views on the content of the four bills (and some of the regulations). This was followed by a final revision of the legislation and a validation meeting held in February 2022 to finalise the content for MLF as a whole. The activities of this project have been finished. Final approval by the undersecretary of MLF was not done by the end of the project.

2) Relevant legislation of the Ministry of Agriculture and Food Security (MAFS)

With regard to the drafting of new laws and regulations related to agriculture sectors and technologies in which MAFS is involved, a strong need to support the drafting of laws related to Seed Production was identified during the implementation of Phase 1 of the Project. In order to prioritise the drafting of the establishment law and to adjust to the impacts of the spread of COVID-19 after March 2020, however, full-scale activities started in November 2020. In the interim, however, the MAFS team pressed ahead with the drafting of this bill (Seeds and Plant Varieties Bill) with the remote support of the project staff for legal development and the JICA expert in charge. As in the case with the Meat Control and Slaughter Facilities Bill, MAFS decided to divide the bill into two parts, a Bill and a Regulation, to allow for future approval processes by the Ministry of Justice and Parliament. After further discussions with the C/Ps and other relevant stakeholders, it was decided that the National Agricultural Seed Council would be the focal point, and that its role as such would be reflected in the bill and the establishment bill. Activities were suppressed for several months (February-April 2021) during the process due to the impact of COVID-19, and the busy schedule of the main person in charge of the South Sudanese team also led to several postponements. However, the team in charge in South Sudan finalised the content by coordinating with the relevant directorates, and the JICA Expert Team repeatedly checked and commented on the content. As a result, the Seeds and Plant Varieties Bill was formulated by October 2021 (the Bill and Regulation have been prepared based on previous workshops and consultation with the C/Ps).

Subsequently, in October 2021, individual consultations were held with the Ministry of Trade and Industry and other external parties and organisations involved in the Bill, and arrangements were made for them to attend a workshop. In the following week, a three-day workshop was held with external stakeholders and institutions to obtain their views on the content of the bill. This was followed by a final revision of the bill and a validation meeting in February 2022 to finalise the content for the whole of MLF. Because validation could not be completed at that time, an additional validation meeting was required. However, due to the availability of the participants, no additional meeting could be held before the end of the project. The activities of this project have been finished.

(2) Movements after the revision and new drafting of the technical bill

As mentioned earlier, the five laws and regulations related to MLF and MAFS could be finalised during the project period. It was impossible, however, to proceed to the final approval by the undersecretaries and the approval process by the Council of Ministers, the Ministry of Justice, and Parliament. It was therefore decided that once final approval was granted by the undersecretaries, the ministers would prepare a letter of recommendation, as had been decided in the case of the establishment bill, so as to facilitate the approval

process after the Council of Ministers, and to indicate the procedures for the MLF and MAFS activities in order to enable the ministries to act on their own in the future.

2.5 Other cross-cutting activities

2.5.1 Training for capacity development

(1) Training for management capacity development

A group was formed in June 2019 to provide off-the-job training in South Sudan and neighbouring countries in order to strengthen the capacity of relevant stakeholders for medium-term strategic planning, etc. As a result of the review, the PWG members participated in a two-week training course on project planning and management capacity building provided by the Uganda Management Institute (UMI) in Uganda, a neighbouring country. In addition to their own capacity-building objectives, the PWG members were asked to review the content and quality of the training, as well as various subsequent training modules, with advice from UMI. Following discussions with UMI on the general content of the training, including the timing and budget, UMI provided a two-week training course on "Project Planning & Management (PPM)" to nine Project Working Group members and several DP desks in October 2019 in Uganda. The lectures covered the following topics.

Third Country Training Course Content
Title of lecture: Project Planning & Management (PPM)
Date: 7-18, October, 2019 (except Saturday and Sunday)
Objective: To enhance participants' knowledge and skills in systematic project planning, preparation, detailed planning, implementation, monitoring and evaluation.
Module:
➤ Introduction, Overview and Key Concepts in PPM
➤ The Project Environment & Cycle Management
➤ Problem Analysis and Objective Setting
➤ Use of Logical Framework Approach in PPM
➤ Project Risk Management
➤ Project Quality and Costing
➤ Project Organizing & Institutional Issues
➤ Project Procurement
➤ Project Proposal Writing
➤ MS Project (by Micorsoft)
➤ Project Monitoring & Evaluation
➤ Project Report Writing
➤ Project Sustainability
➤ Project Termination
➤ Course Evaluation and Closure

Several points that could be improved in the future were identified. Some of the lectures, for example, were not necessary for South Sudan or the trainees in their current situations. Overall, however, the participants were highly satisfied with the lectures. UMI also seemed to be a good stimulus for the government officials taking part, as UMI is itself a government institution that provides management capacity building of this kind not only to Ugandan government officials, but also businesspeople. It will be interesting to see how the participants apply this experience in their day-to-day activities on the writing of the concept note and other related tasks.

In addition to the training at UMI, the participants took a one-day visit to the National Farmers' Leadership Centre (NFLC) in rural Uganda to learn about “Mindset change and impact on life”, “Leadership for agriculture development”, “Development for rural communities”, and “Mushroom production technology”. The one-day timeframe (including travel) set the visit apart from the training at UMI. As the time was too short to fully cover the above topics, the training focus was largely limited to two topics: "Mindset change and impact on life" and "Mushroom production technology". Overall, however, the participants seemed to find the training at UMI informative and stimulating from a different perspective, perhaps because UMI engages in capacity building and technical support for farmers, farmer groups, NGOs, and other people in the agriculture sector at the grassroots level.

After the training, the participants reported back to the other C/Ps. They also filled out questionnaires and were interviewed in detail. The following persons took part in the UMI training:

Table 2-12 : Participants in the UMI training in Uganda

	Name	Title/Position	Organization
1	Mr. Joseph Akim Gordon	Director of Extension, Directorate of Agricultural Production and Extension Services	Min. of Agriculture and Food Security
2	Mr. Michaya Gamunde Nasona	Director for Projects Appraisal, M&E, Directorate of Planning and Agricultural Economics	Min. of Agriculture and Food Security
3	Mr. Samson Bringi Francis	Acting Deputy Director for Emerging Livestock Diseases, Directorate of Animal Production and Range Management	Min. of Livestock and Fisheries
4	Ms. Suzana Gabriel Fandas	Senior Inspector for Fisheries, Directorate of Fisheries and Aquaculture Development	Min. of Livestock and Fisheries
5	Ms. Neimat Taban Yonama	Senior Inspector for Planning, Directorate of Planning and Statistics	Min. of Livestock and Fisheries
6	Mr. Noel Bangaza Cleopas Aniongo	Assistant Director, Department of Afforestation and Natural Forest, Directorate of Forestry	Min. of Environment and Forestry
7	Mr. Angelo Okeny Langalanga	Director, Department of Training and Research, Directorate of Forestry	Min. of Environment and Forestry
8	Eng. Makuac Ador Deng	Director, Directorate of Irrigation and Drainage	Min. of Water Resources and Irrigation
9	Mr. Alberto Kandido	Assistant Director, Directorate of Planning & Programmes	Min. of Water Resources and Irrigation
10	Mr. Joejoe Wani Lemi	Senior Researcher	CAMP/IDMP Expert Team member

Based on the results of the first batch, a similar third-country training course for DP desks was to be held from April 2020 as a second batch. Ultimately, however, the spread of COVID-19 made difficult to hold the

course, which led to a decision to postpone the course indefinitely. Further, with the ongoing spread of COVID-19, the risk of infection reduced the prospects for training in a third country going forward. In lieu of third country training, the possibility of remote online training, which had gained popularity worldwide with the spread of COVID-19, was explored. As a result, it was decided that UMI would be able to implement a similar training program remotely in October 2021, and that management training would be conducted in the same manner. However, the DP desk members, who had originally been selected as trainees in the second batch of training, were unable to participate when the training was scheduled, in January 2022. Therefore, project planning and management training were provided to the applicants within the four CAMP/IDMP implementing ministries (with particular priority given to those in the Planning Directorates) who had originally been selected as training participants in the third batch and beyond. The training, which started in January 2022 and lasted for about two weeks, consisted of the following lectures: Compared to the first batch, more time was spent on Logical Framework Approach, Report Writing, Resource Mobilisation and M&E. Exercises (group work) were also included, albeit remotely.

Online Training Course Content
<p>Title of lecture: Project Planning & Management (PPM)</p> <p>Date: 24, January – 4 February, 2022 (except Saturday and Sunday)</p> <p>Objective: To enhance the participants' knowledge and skills in systematic project planning, preparation, detailed planning, implementation, monitoring and evaluation.</p> <p>Modules:</p> <ul style="list-style-type: none"> ➤ Introduction, Overview and Key Concepts in PPM ➤ The Project Environment & Cycle Management ➤ Logical Framework Approach: Problem Analysis and Objective Setting ➤ “Logical Framework Approach: Logframe and Exercise” ➤ Designing a Project Using LFA ➤ Project Risk Management ➤ Project Quality and Costing ➤ Project Organizing & Institutional Issues ➤ Project Procurement ➤ Resource Mobilisation for Agriculture Projects ➤ Project Proposal Writing ➤ Project Monitoring & Evaluation ➤ Project Report Writing ➤ Project Sustainability ➤ Project Closure ➤ Course Evaluation and Closure

The post-training reports and review meetings showed that the participants were highly satisfied with the lectures as a whole. We will be keeping a close eye on the future development of the trainees to see how they

can apply this experience to their current day-to-day activities. The following persons took part in the training:

Table 2-13 : Participants in the UMI online training

	Name	Title/Position	Organization
1	Mr. Abraham Arop	Inspector, Directorate of Planning and Agriculture Economics	Min. of Agriculture and Food Security
2	Mr. Obaj Mayik Akouldong	Inspector, Directorate of Agriculture Production & Extension Service	Min. of Agriculture and Food Security
3	Ms. Mary Ezra	Inspector, Directorate of Agriculture Production & Extension Service	Min. of Agriculture and Food Security
4	Mr. Ter Gatwech Chiok	Senior Inspector, Directorate of Cooperative Development	Min. of Agriculture and Food Security
5	Ms. Lina Peter	Inspector, Directorate of Planning, Budgeting, Statistic and Documentation	Min. of Livestock and Fisheries
6	Mr. Khamis Kely	Inspector, Directorate of Fisheries and Aquaculture	Min. of Livestock and Fisheries
7	Mr. Justin Igu	Senior Conservator, Department of Agroforestry, Directorate of Forestry	Min. of Environment and Forestry
8	Mr. Patrick Taban	Deputy Director, Department of Training and Research, Directorate of Forestry	Min. of Environment and Forestry
9	Mr. Nyariet David	Assistant Inspector, Directorate of Planning and Programmes	Min. of Water Resources and Irrigation
10	Eng. Phillip John	Inspector, Directorate of Water Resources	Min. of Water Resources and Irrigation
11	Mr. Sebit Kenyi	Assistant Director, Directorate of Hydrology and Survey	Min. of Water Resources and Irrigation

(2) Other training

As part of the capacity building, a workshop on QGIS (a popular free open source application for geographic information systems) was held for the C/Ps to strengthen their capacity to use satellite imagery and other forms of GIS data collected and organised for project formulation and implementation monitoring. Data in the ArcGIS format was generated and collected during the formulation of the CAMP. As it can be difficult to utilise data using expensive ArcGIS software in the government departments of South Sudan, the data were converted to a de-facto GIS standard format that the QGIS software can handle. Know-how on using QGIS is available free of charge from the QGIS community on the Internet. The participating PWG members installed QGIS and ArcGIS datasets on their personal computers for their use during the training. The QGIS user interface was explained to help the PWG members visualize the information by handling various data layers. Figure 1 shows examples of the data that the PWG members were able to handle and visualise.

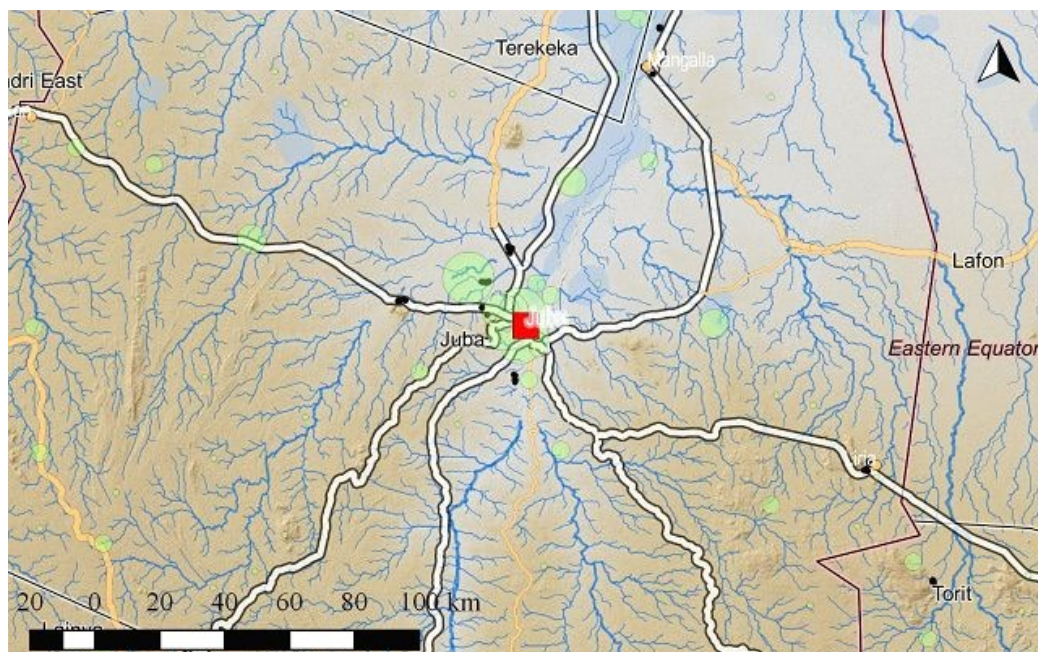


Figure 2-3: A QGIS-generated map of drainage systems, topographic features, roads, and the Boma population near Juba

2.5.2 Meetings

The Project held several Joint Coordinating Committee (JCC) meetings with the involvement of high-level personnel in the four CAMP/IDMP implementing ministries, such as the undersecretaries and Director General of the Planning Directorates. The Project also utilised the Technical Committee (TC), a body already making up part of the CAMP implementation structure, to create an ad-hoc opportunity to discuss specific topics related with the project operation. The main meetings and topics covered were as follows:

Table 2-14: Main meetings and topics covered

September, 2017 1 st JCC meeting	After the JICA Expert Team explained the project activities and schedule to the C/Ps, the work plan, including the implementation structure, was discussed and approved. Based on this, the C/Ps and JICA Expert Team engaged in a more detailed discussion and confirmed the matters to be dealt with in the preparation for full-scale implementation of the project activities in the future.
February, 2018 1 st special JCC meeting	The terms and conditions set by the JICA South Sudan Office regarding travel by the C/Ps to foreign countries such as Uganda for meeting or workshop participation were changed, which necessitated a discussion on the terms and conditions with the C/Ps as soon as possible. A special JCC meeting was held, and the terms and conditions were approved.
March, 2018 2 nd special JCC meeting	The change in the terms and conditions applied to the C/Ps' travel to Uganda and the discussions delayed the planned activities in Uganda by about three months. A proposal made to extend the duration of the first phase of the Project (up to December 2018) was approved by the special JCC meeting.
June, 2018 2 nd JCC meeting	The JICA Expert Team briefed the C/Ps on the overall activity plan based on the extension of the first phase. The progress of the activities under each component was

	also explained, and the implementation of each activity and the future schedule were approved by the JCC.
November, 2018 3 rd JCC meeting	The PWG members composing the activity groups for the respective components explained the progress of the activities for each component in the first phase and the activities and actions for the second phase, and the JCC gave its approval. The JICA Expert Team explained the establishment of a system for future consultation and collaboration with the DPs, and the JCC gave its approval.
February, 2019 TC meeting	A Technical Committee (TC) meeting was held with the undersecretaries of the four CAMP/IDMP implementing ministries. The establishment of the DP Desks, the establishment of the CAMP and IDMP Working Group, and the meeting with the DPs to discuss them (in March, 2019) were discussed and agreed
August, 2019 4 th JCC meeting	The progress and achievements of the activities of each component were shared. In particular, in relation to Output 1, out of the 54 priority projects of the four CAMP/IDMP implementing ministries, the projects to be further prioritised in the preparation of concept notes were selected.
December, 2019 TC meeting	A TC meeting was held to report and discuss project activities such as the making of the concept notes, the progress of the construction of the state nursery facilities, and comments from the DPs on the establishment of the CAMP/IDMP Working Group. The meeting also discussed and agreed on a proposed structure for consolidating information in the Planning Directorates and the allocation of ministries and directorates in charge of projects in the concept notes.
June, 2021 5 th JCC meeting	After confirming the progress and respective results of the activities of each component from September 2019 to May 2021, the JCC discussed and agreed on future initiatives. In view of the progress and results of the activities to date, the JCC approved a proposal to extend the project period by three months.
February, 2022 Last (6 th) JCC meeting	The progress and results of the activities of each component were reported and the project activities were summarised. The challenges, lessons learnt, and recommendations for the continuation of the activities were shared and approved by the JCC.

2.6 Technical outputs

2.6.1 Technical output 1: Guideline for the development of the Medium-term Strategic Plan and resource mobilisation

As an outcome of the activities under Outcome 1: “Mechanism of medium-term planning for resource mobilisation required for CAMP/IDMP implementation is strengthened”, the Project developed “guidelines for the development of the Medium-term Strategic Plan and resource mobilization”.

To promote the development of the Medium-term Strategic Plan (MTSP) based on the CAMP/IDMP framework, the CAMP/IDMP implementing ministries selected a series of priority projects and prepared concept notes to define them. Based on these concept notes, the three-year MTSP was developed in MAFS and MLF. In addition, DP Desks were established in the Directorates of Planning in the four CAMP/IDMP implementing ministries in order to establish an effective and efficient communication mechanism for information sharing, consultation, and coordination within and among ministries and agencies, and with external organizations such as the DPs. The CAMP and IDMP Working Group was also established to serve as a platform for communication between the GRSS and DPs and other relevant organizations.

The purpose of this guideline is to ensure that the four CAMP/IDMP implementing ministries will continue to take the lead in developing and implementing the MTSP and mobilizing resources for the implementation of the CAMP and IDMP in collaboration and coordination with relevant organizations, and to promote the implementation of the CAMP and IDMP.

To this end, the guideline is designed to provide procedures for the preparation of the medium-term framework for the implementation of the CAMPs and IDMPs in the form of a plan, as well as procedures for the implementation and monitoring of the plan, and also to clarify the implementation structure and roles of the relevant stakeholders within the GRSS's existing public financial management process.

In addition, the procedures for resource mobilization between the GRSS and DPs in the above-mentioned planning and implementation process were developed based on the "Concept Note on Standard Resource Mobilisation Procedures for the Implementation of the CAMP and IDMP" developed in the previous project. The guideline also explains the roles of the DP Desk and the CAMP and IDMP Working Group during the process, while taking into account existing government public financial management processes and current resource mobilisation realities.

An outline of the guideline follows below:

Outline of the "Guideline for the development of the Medium-term Strategic Plan and resource mobilisation"

1. Purpose of the guideline

This section sets out the background of the development of the MTSP and the position of the MTSP in the context of current government policy, strategy, and planning. It also explains the process to develop the MTSP as part of the government's public financial management cycle, which was set through the activities described above, and the roles of the relevant personnel/organizations involved in this process.

1.1 Basis clause in the establishment bill

1.2 Development of the MTSP

1.2.1 Concept of the MTSP and position in the GRSS's policies and strategies

1.2.2 Procedure for the development of the MTSP and roles of relevant personnel/organizations

- (1) Selection of the priority projects
- (2) Development of the concept notes for priority projects
- (3) Development of the MTSP based on the concept notes
- (4) Development of the Annual budget based on the MTSP
- (5) Monitoring and evaluation based on the Implementation Matrices

2. Resource mobilisation

This section sets out the resource mobilisation procedure for the planning and implementation of the CAMP and IDMP, including the MTSP mentioned above. The procedure is explained based on the GRSS's existing public financial management process and the current status of resource mobilisation from

the DPs. The roles of the DP Desks and CAMP and IDMP Working Group in the process are also explained.

2.1 Resource mobilisation in the planning and implementation of the MTSP

2.2 Resource mobilisation process between the GRSS and DPs in the planning and implementation of the MTSP, and the roles of relevant personnel/organizations

3. Achievements and challenges in the development of the MTSP and resource mobilisation

This section sets out the achievements made through the development of the MTSP and gives an overview of the resource mobilisation, challenges, lessons learnt, and recommendations.

3.1 Development of the MTSP based on the concept notes

3.2 Establishment of the CAMP and IDMP Working Group

3.3 Centralization of the communication and coordination point in the ministry (DP Desk)

3.4 Achievement of the Resource mobilisation

3.5 Challenges and recommendation

2.6.2 Technical output 2: AWPB Guidelines

The AWPB Development and Execution Guidelines (AWPB Guidelines) were prepared as an outcome of the activities under Outcome 2 to prepare, implement, and manage the annual plan. The AWPB Guidelines were developed based on the results of a pilot use of the Standard Operation Procedures AWPB (AWPB Procedures). The pilot use was approved in November 2018, and consequently, the two components of the State Nursery Subproject were selected for pilot use to validate the AWPB Procedures. The establishment bills for the Ministry of Agriculture and Food Security, Ministry of Livestock and Fisheries, and Ministry of Water Resources and Irrigation assign the planning directorates of the ministries the responsibility to lead and coordinate the development and execution of the AWPB, and provide the legal basis for requiring the application of the AWPB in the annual budget management within the ministries. For this reason, the procedures specified in the AWPB Guidelines are expected to be written into law in the form of regulations or ministerial orders in the future.

The AWPB guidelines were developed in collaboration with the Ministry of Agriculture and Food Security and Ministry of Environment and Forestry which are CAMP/IDMP implementing ministries, the staff of MEF who was PWG member and liaison to the state government, the First Director General of Ministry of Agriculture, Environment and Forestry of Central Equatoria State government who was the liaison to the national government, Director of Forestry of the state government and state nursery managers.

In order to draft AWPB Guidelines the procedures specified AWPB Procedures approved in the first phase of the project was verified based on the establishment bills of the three ministries, signed AWPB, the MoU agreed between the national and state governments, building permits, minutes of the PWG regular meetings where states of the construction of the nursery were regularly reported, various meeting memos with the contractor, notification letters and construction progress reports submitted to the government by Ugandan

construction supervision expert, the research report on construction supervision related laws and regulations in South Sudan, and Ugandan construction supervision laws and regulations and checklists, and the training report prepared by the Ugandan nursery management expert.

Due to time constraints, the writing of the draft AWPB guidelines, based on the results of the review, was led by Chief Advisor of the JICA expert team. The draft was circulated to PWG members and other government officials for revision and comments. In addition, the Ugandan construction supervision expert and a South Sudanese university lecturer and construction supervision expert reviewed the content of the draft with regard to construction supervision legislation and compliance in South Sudan. A summary of the final draft was presented to the Joint Coordinating Committee on 11 February 2022 and was approved as the outcome of the Project.

The pilot use of AWPB Procedures also clearly revealed the importance of laws and regulations on construction supervision services for small-scale construction projects. In view of this, the AWPB Guidelines are structured to include guidelines on construction supervision for small-scale construction, based on Ugandan laws and standards.

On the other hand, the importance of clarifying the division of powers, responsibilities, and roles between the national and state governments for the organised formulation and execution of the AWPB has been identified. As this is a framework governance issue, however, no recommendations on the issue are to be rendered in the AWPB Guidelines. It was agreed by JCC that the AWPB Guidelines recommends that the national and state governments clarify and agree upon the roles and responsibilities in the form of a memorandum of understanding (MoU) for each project. An outline of the AWPB Guidelines is shown in Box below.

Outline of the AWPB Guidelines
1. Background, objectives, and salient features of the AWPB Development and Execution Guidelines
This section gives an overview of the background to the development of the AWPB Development and Execution Guidelines in the form of an improved version of the AWPB Procedures, based on the findings and lessons learnt through the pilot application of the AWPB Procedures. As the authorities and responsibilities for implementation of the AWPB procedures are defined in the establishment bills of the three ministries, the future formal adoption of the AWPB Guidelines for their application should be considered. The stakeholders of an AWPB include not only government stakeholders, but also the private sector beneficiaries and those who provide services and goods in the course of AWPB execution. This section consists of the following subsections.
1.1 Background
1.2 Objectives
1.3 Salient features of the AWPB Guidelines
1.3.1 Legal basis for AWPB development and execution
1.3.2 Core implementation management tool in government projects
1.3.3 Institutionalised use in national and national-state projects
1.3.4 Bottom-up approach to the public financial management system

1.3.5 Stakeholders involved in AWPB development and execution

2. Annual Work Plan and Budget (AWPB) Development and Execution Guidelines

The guidelines for the development and execution of an AWPB are presented in this section. In particular, it specifies the government sector stakeholders who have direct authorities and responsibilities for AWPB development and execution. The steps to be followed by the national and state government stakeholders in line with the government's PFMS procedures are described, along with the standard format for the AWPB. The section consists of the following subsections.

- 2.1 Key government stakeholders in AWPB operation: roles and responsibilities
 - 2.1.1 Key government stakeholders in national government
 - 2.1.2 Key government stakeholders in state government
- 2.2 Standard procedures for AWPB operation in a national and national-state project
 - 2.2.1 Standard procedures for AWPB operation at the national level
 - 2.2.2 Standard procedures for AWPB operation at the state level
- 2.3 Structure and standard format of an AWPB

3. Supervision guidelines for small-scale construction works for AWPB execution

Based on the lessons learnt from the pilot use AWPB Procedures for the State Nursery Subproject, this section focuses on construction supervision guidelines that are essential for the proper execution of an AWPB to meet compliance requirements. The pilot use has shown that several of the laws, regulations, and standards necessary for proper AWPB execution are not currently in place in South Sudan. Hence, the absence of legal protection for construction supervision poses a challenge. This section therefore attempts to suggest approaches for the future development of construction supervision regulations and standards by presenting examples of Ugandan legislation and standards that are consistent with the regional and international arrangements. The section consists of the following subsections.

- 3.1 Salient features of supervision guidelines for small-scale construction works
 - 3.1.1 Stakeholders of small-scale construction works
 - 3.1.2 Legal bases of the supervision guidelines for small-scale construction works
 - 3.1.3 Stages of small-scale construction works
- 3.2 Supervision guidelines for small-scale construction works
 - 3.2.1 Stage 1: Planning and design
 - 3.2.2 Stage 2: Construction approvals
 - 3.2.3 Stage 3: Construction execution
 - 3.2.4 Stage 4: Commissioning

4. Pilot use of the AWPB for the State Nursery Subproject

This section presents the results of the pilot use of the AWPB procedures for the nursery construction component and the training component of the State Nursery Subproject, and examines the extent to which the AWPB procedures for planning and execution can be used in that subproject. Similarly, the

construction supervision guidelines for small-scale construction works introduced in Section 3 are used to evaluate the actual construction supervision procedures. The section consists of the following subsections.

- 4.1 Overview of the development of the AWPB Guidelines
- 4.2 Overview of the implementation of the State Nursery Subproject
 - 4.2.1 Outputs of the Forest Nursery Facilities Construction Component
 - 4.2.2 Outputs of the Improvement of the Commercial Forest Nursery Management Component
- 4.3 Pilot use of an AWPB for two components of the Nursery Improvement Subproject
 - 4.3.1 AWPB development and approval
 - 4.3.2 AWPB execution
- 4.4 Supervision guidelines applied to the Forest Nursery Facilities Construction Component

2.6.3 Technical output 3: Guideline for planning and implementation of agriculture and livelihood projects with peacebuilding perspectives

The "Guidelines for planning and implementation of agriculture and livelihood projects with peacebuilding and conflict mitigation perspectives" was developed as an outcome of the activities under Outcome 1 to formulate an MTSP based on the CAMP/IDMP framework, and to strengthen coordination and resource mobilization mechanisms within the relevant ministries and agencies, and with development partners.

As mentioned earlier, this Project aims to contribute to peacebuilding and conflict mitigation in South Sudan by providing information on the trends in refugee returns and resettlements, as well as the role of MAFS in the context of the revised concept note for the IDP and returnee resettlement support project. In the context of the revision of the concept note on "IDP and returnee resettlement support project" prepared by MAFS, the project collected detailed, up-to-date information on the trends in refugee returns and resettlements and the activities under the relevant policies and agencies for resettlement support and agricultural support. We also conducted interviews with residents in the suburbs of Juba City, where diverse populations in which the IDPs, returnees, and host communities coexisted. Due to the delay in compiling this survey report, it was not possible to revise the concept note during the project period. The survey, however, enabled us to obtain and analyse relevant information of various types.

These guidelines are based on the results of the information-gathering survey on the return of refugees and IDPs, support for the resettlement of the returnees, and agricultural support. The guidelines are structured to provide useful perspectives, procedures, and methods for formulating and implementing agricultural sector projects that adopt peacebuilding and conflict mitigation perspectives and take account of the processes to prepare and revise the concept notes.

An outline of the guidelines follows below:

Outline of the Guidelines for planning and implementation of agriculture and livelihood projects with peacebuilding and conflict mitigation perspectives

- 1. Introduction
 - 1.1 Background
 - 1.2 Objectives

- | |
|---|
| <ul style="list-style-type: none"> 1.3 Provisions on agriculture and peacebuilding in South Sudan-related policies 2. Guidelines for operational considerations for agriculture and livelihood projects with peacebuilding and conflict mitigation perspectives <ul style="list-style-type: none"> 2.1 Project planning stage 2.2 Project implementation stage 3. Guidelines for interventions that contribute to peacebuilding and conflict mitigation in agriculture and livelihood improvement projects <ul style="list-style-type: none"> 3.1 Activities that contribute to peacebuilding and conflict mitigation in agriculture projects |
|---|

2.6.4 Technical output 4: Guideline for legal framework development in the agriculture sector

The Guideline for Legal Framework Development in the Agriculture Sector was developed as an outcome of the activities under Output 3 to improve the legal framework for the promotion of the implementation of the CAMP/IDMP.

As mentioned earlier, South Sudan has lacked establishment laws that define the roles and responsibilities of ministries related to CAMP and IDMP implementation, and there have been few laws and regulations related to agriculture sectors and technologies. To implement and promote the investment plans set out in the CAMP and IDMP while attracting private sector investment in the future, it was essential to improve the government's legal framework. Establishment bills for three of the four CAMP/IDMP implementing ministries were drafted in this Project. Also, five technical laws and regulations related to agriculture fields and technologies were drafted within MAFS and MLF. Various challenges, however, have hindered the process of approval by the Council of Ministers, Ministry of Justice, and Parliament, as well as the establishment of a mechanism for enforcement involving the police and other external bodies.

This guideline summarises the results of the legal aid activities and provides a direction for future legal aid based on the challenges and experiences gained.

An outline of the guideline follows below:

- | |
|---|
| <p>Outline of the Guideline for legal framework development in the agriculture sector</p> |
| <ul style="list-style-type: none"> 1. Background, objectives, and methodology of the guideline for the development of agricultural sector legislation <ul style="list-style-type: none"> 1.1 Basis clause in the establishment bill 1.2 Concept of the development of the law and institutional strengthening 1.3 Procedure for developing the legislation 2. Examples of the development of establishment bills <ul style="list-style-type: none"> 2.1 Ministry of Agriculture and Food Security (MAFS) 2.2 Ministry of Livestock and Fisheries (MLF) 2.3 Ministry of Water Resources and Irrigation (MWRI) 3. Examples of the development of technical bills <ul style="list-style-type: none"> 3.1 Ministry of Agriculture and Food Security (MAFS) |

2.6.5 Technical output 5: Action Plan for Human Resource Development

As a result of the activities related to Outputs 1 to 3 of this Project, an Action Plan for Human Resource Development was developed as one of the technical outputs.

The Project Purpose was as follows: "The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries". To achieve this purpose, the Project set three expected outputs. Through related activities and practical experience, the Project has been strengthening the capacity of the relevant government staff through on-the-job training (OJT) and providing them with the necessary knowledge, skills, and abilities to implement the CAMP and IDMP. While it is important to learn from the day-to-day activities under the Project, it is also important to be able to improve the knowledge, skills, and abilities necessary to carry out the relevant activities by providing special lectures from outside, i.e., to carry out off-the-job training. For this reason, the Project sought out the involvement of training institutions, in neighbouring countries in particular, in an effort to improve the management skills considered necessary for the current C/P personnel. The training became difficult during the project period, however, with the significant impacts of the spread of COVID-19. As a result, it was impossible to reach the expected number of participants, participant positions, or number of training sessions that had been envisaged. In addition, it ultimately proved impossible for the Project to achieve its original plan of providing not only general lectures, but also more tailor-made and practical training directly linked to the activities for each output, such as development of the concept notes, the Medium-term Strategic Plan (MTSP), and the AWPB, in collaboration with the JICA Expert Team.

As already mentioned, the state nursery facility management training, including the training on nursery production technology, was similarly affected by the spread of COVID-19 and the consequent delay in the nursery facility construction. However, the JICA expert in charge was able to provide a minimum level of training.

This Action Plan incorporates the perspectives of operational management, financial management, and human resource management. It also takes into account the results of the various capacity building activities implemented based on the operational plan during the project period, and is structured to cover the view of capacity building, specific methods, and training schedule to improve these management capacities after the project period.

The C/Ps and JICA Expert Team agreed on the basic outline of this Action Plan during the first phase of the project. Subsequently, based on the status of OJT related to the actual outputs/activities, the implementation of off-the-job training by UMI in Uganda, as well as the experiences gained and lessons learnt, the Action Plan was developed as one of the final technical outputs to provide a roadmap for capacity building after the project.

A summary of this Action Plan follows below:

Outline of the Action Plan for Human Resource Development

1. Background and objectives of the Action Plan for Human Resource Development
 - 1.1 Rationale in the Establishment Bill
 - 1.2 Current status of the capacity of the relevant ministries to implement the project
 - 1.3 Necessary project implementation capacity
 - 1.4 Process for developing the training plan
2. Examples of training planning and implementation
 - 2.1 Management capacity building training (third country training in Uganda and online training)
 - 2.2 Nursery production technology training
 - 2.3 Challenges and recommendations
3. Action plan
 - 3.1 Short-term view (on-the-job training, off-the-job training, online training, finding training institutions)
 - 3.2 Mid-term view (revitalisation of government agricultural training centres, short and medium term study abroad)
 - 3.3 Long-term view (induction training and appraisal in collaboration with Ministry of Labour)

3. Challenges and countermeasures in project management

3.1 Challenges and countermeasures

Challenge 1: The harshness of the C/Ps' environment and its impact on the work

Partly due to the fall in the value of the South Sudanese pound currency, the salaries of government staff are very low and often paid late. In order to survive day to day and to protect themselves and their families, many government staff members are opting to engage in other activities to earn a living rather than continuing their work as unpaid civil servants. When these government officials get involved in this Project as C/Ps, they often have difficulty in communicating closely with the JICA Expert Team. Some are wholly unable to concentrate on the activities for this Project, while others find it difficult to play deeper and more positive roles in the Project activities as civil servants unless they are provided with special allowances.

Based on a thorough understanding of the current situation of the C/Ps and the impacts they face, we attempted to create a system that enables them to be more motivated and less burdened by the project activities.

Our first step, in doing so, was to improve the working environment. Most of the offices of the CAMP/IDMP implementing ministries lack infrastructure. The "CAMP office," on the other hand, is equipped with high-speed internet access, multifunctional printing machines, air conditioners, office desks, chairs, bookshelves, projectors, screens, etc. There is also a conference room, as well as security measures such as burglar bars. As such, the office became a convenient place where the ICTT members acting as the main C/Ps in the previous project, the PWG members and DP desk members of this Project, and other government officials in general, could gather and work together. The office has also been used as a project office since the commencement of the previous project, and this work environment has been developed during the project implementation mainly with the support of JICA. Any improvements of the office environment needed were addressed as quickly as possible by the Project during project implementation. We also provided the C/Ps with computers for the preparation of deliverables and communication, as well as mobile phones for communication with their colleagues and the staff of relevant organizations. To strengthen the function of the DP Desks and enhance communication with other members, we also arranged a vehicle to transport them to the CAMP office for work three days a week. It will be necessary to encourage the management in government to somehow work out means for the development and maintenance of this work environment by the government itself. Until such an ideal state is achieved, however, we should continue to consider supporting future projects in the above-described ways as much as possible.

The second is to provide opportunities for external training and other training that is practically useful for day-to-day work and strengthens the competence and career of each individual. Unfortunately, the spread of COVID-19 prevented the Project from providing external training opportunities of the expected types, or at the expected frequency, to the officers initially selected to receive training under this Project. We believe, however, that such opportunities should satisfy the participants' desire to learn, broaden their horizons, and change their attitudes toward daily work in positive ways. As online training and seminars have now become commonplace, as one of the few positive consequences of the COVID-19 pandemic, the proactive incorporation of such opportunities in the Project should also be considered in the future. In particular, the training conducted in this Project related to the strengthening of management skills included content for

improving the effectiveness and efficiency of the work, which in turn reduced the workload of the C/Ps and increased their motivation.

Special allowances are not normally provided in the projects undertaken by DPs such as JICA, as JICA projects are mainly to support work that essentially should be undertaken by the government. In this Project, as well, only per diem and accommodation allowances are provided for in-country and overseas business trips. However, considering the current situation in the country and the government officials, JICA may, in the future, consider providing allowances to government officials who engage in project activities with excessive workloads beyond their normal duties. If such allowances are to be considered, the definition and conditions of the allowances need to be carefully set.

Challenge 2: Time consuming coordination across the four ministries, particularly at the undersecretary level

The Project involved four ministries: the Ministry of Agriculture and Food Security (MAFS), Ministry of Livestock and Fisheries (MLF), Ministry of Environment and Forestry (MEF), and Ministry of Water Resources and Irrigation (MWRI). One Team Leader and eight other members were allocated as the Project Working Group (PWG) members, and two Directors of the Directorate of Planning were assigned as Quality Control Officers to implement the Project. In addition, a total of 10 officials were assigned as the DP Desk. Basically, most of the project activities are carried out on a ministry-by-ministry basis. While matters that need to be discussed at the Undersecretary level first require consultation with and approval by the Undersecretary of MAFS as the Project Director, they also need to be shared with and approved by other Undersecretaries later, depending on the circumstances. Otherwise, other Undersecretaries may later ask why the decision was made, which could have a negative impact on relations among the ministries. On the other hand, Officials at the Undersecretary level are extremely busy, and various factors can lead to sudden changes in their schedules. In addition, they often attend national and international conferences and are sometimes out of the country for long periods. While substitutes are appointed in the event of a prolonged absence, these substitutes are often unable to make decisions on substantial matters. In such a case, the decision is suspended until the undersecretaries return. If a project is mainly a field-based activity for farmers, for example, there is little need to ask for decisions, approvals, or coordination at the Undersecretary level. This Project, however, involves many matters that require the decisions of management-level officials in the ministries, such as the formulation of the MTSP, resource mobilization, and legal framework development. These issues take time to coordinate and consider. The same can be said not only at the Undersecretary level, but also at the Director General and Director levels. In addition, the PWG members and DP Desk members have different workloads and, as mentioned above, their working environments are harsh, and they often have to give priority to work other than this Project. The C/Ps work on the Project becomes stagnant in these cases, and there are few opportunities for discussion with the JICA Expert Team. Since the Project requires the C/Ps to take the initiative as much as possible, rather than the JICA Expert Team, such a situation will inevitably slow down the progress of the activities. As this Project involves four ministries, more careful coordination and consideration are required.

One simple way to address this issue is to try to understand the major schedules of the Undersecretary level officials involved in the Project for the next few months. This was done by having the project national

staff create a simple schedule of C/P personnel for confirmation, including PWG members. This schedule, however, worked poorly, as too many sudden scheduling changes took place. Therefore, in view of difficulty of including all C/P personnel, we need to continuously consider a system to confirm the detailed schedule of only the key members.

In addition, although the issues requiring decision-making among four ministries should be discussed and agreed in the JCC meeting, it often takes much time to coordinate this meeting by securing the attendance of the four Undersecretaries and other JCC members at a mutually convenient time. Therefore, it may be possible, after individual discussions with the Undersecretary in MAFS, for example, to have the PWG members and DP Desk of each ministry meet with their Undersecretary individually to share information on the issues for discussion and approval.

Challenge 3: Impact of COVID-19

From March 2020 onwards, the whole world was affected by the COVID-19 pandemic. The JICA Expert Team had to manage the Project remotely before it became feasible to resume their visits to South Sudan in September 2021, about eighteen months later (for details on the inefficiencies of remote project management, see Challenge 4). Over a stretch of about five months from April 2020, moreover, government officials in non-management positions worked in shifts, which resulted in a far lower rate of C/P attendance in the office at any given time (about 30-40% of the normal attendance level, with the national staff for the Project also working in the CAMP office 2-3 times per week). The impact of this could be mitigated if staff could work remotely from home. The staff members' homes, however, were poorly equipped for remote work, and no particular government subsidy for this was available. This disturbed close interaction between the JICA Expert Team and the C/Ps. From mid-September of the same year, the restrictions on the C/Ps work in the office were lifted and the spread of the COVID-19 appeared to be under control. The global epidemic continued, however, and no vaccines or therapeutic agents had yet been established. In addition, some of the C/Ps were elderly or had chronic illnesses, and there were limited medical systems in place to respond appropriately to an infection with COVID-19. Another outbreak of COVID-19 took place in South Sudan from February to April 2021, prompting the government to issue a directive requiring the officials to work in shifts and wear masks. In the meantime, several users of the CAMP office tested positive in March. The project activities were therefore restricted again, requiring a remote working schedule for about a month. In a country such as South Sudan, where there are insufficient medical facilities and testing systems to adequately respond to new coronavirus infections, and where preventive measures are not sufficiently taken by the general public, it was extremely challenging for the Project to carry out its work while giving first priority to the lives of the C/Ps and national staff in the face of infection risk. The movement of other DPs was also slow, which also affected the promotion of external resource mobilization, one of the major activities of the Project.

In response to the impact of the spread of the COVID-19 from March 2020, the Project provided disinfectants, masks, non-contact thermometers, and partitions to support the CAMP office and C/Ps not only for meetings and field trips, but also their other daily work. We also disinfected the CAMP office whenever a CAMP office user tested positive. In addition to these physical measures, we developed a set of guidelines for the C/Ps on the handling of infected persons and close contacts, and on closing and reopening the CAMP

office, in the event of an outbreak of COVID-19 infection in the office. We also asked the C/Ps to promote remote work, even at the cost of reducing efficiency, and to limit the project activities that involved contact with people outside of the CAMP office, as well as the number of people using the office. We also considered measures to ensure sufficient airtime (mobile phone communication charges) in anticipation of remote operations.

In spite of the progress made in the development and dissemination of vaccines and the development and use of therapeutic agents for COVID-19 infections worldwide, the outbreak of new variants has not ceased as of February 2022, and the situation has yet to stabilise. In South Sudan in particular only 1.58% of the national population has been vaccinated with two doses of vaccine as of January 2022. Until the global spread of COVID-19 is contained and vaccinations and therapeutic agents are widely available in South Sudan, we must continue to operate with caution and put human life first, even at the cost of operational effectiveness and efficiency.

Challenge 4: inefficiencies of remote project operations

As mentioned above, due to the impact of the COVID-19 pandemic, the JICA Expert Team had to manage the Project remotely for about one and a half years from March 2020 to August 2021. Remote management turned out to be very inefficient, however, because of the situation described in Challenges 1 and 2, and taking account of the risks of COVID-19 infection described in Challenge 3. In particular, the six-hour time difference between South Sudan and Japan narrowed the time window for direct or prompt communication between the JICA Expert Team and C/Ps. Oftentimes the details required to make the necessary arrangements could not be adequately conveyed to the C/Ps. In 2020, when the new coronavirus infection itself was still insufficiently understood and vaccine development was at an early stage, not everyone was familiar with the use of online conference systems such as Zoom, and the internet in South Sudan was often unreliable. In some cases, it was difficult to hold effective meetings, conferences, and workshops remotely. Although online conference systems have been widely used worldwide since 2020, it is still difficult to match the positive effects of sharing the same work space for a whole day or of seeing and talking to others in person. A feeling of closeness between the JICA Expert Team and C/Ps in their daily work might therefore have been missing, to some degree. Thus, the reduction of business trips to South Sudan, which had been the norm in the past, has had a significant impact on the management of the Project and its results.

There is basically nothing we can do about the time difference or the fact that remote work is not as effective as having the JICA Expert Team and C/Ps working in the same place. If remote work is to continue in the future, people will become more familiar with the use of online conference systems, and it may also be possible to make more active use of social networking services (SNS) such as WhatsApp, which are more immediate, more convenient for exchanging images and video, and require less maintenance and telecommunications infrastructure. To do so, however, individual C/Ps will need the capacity to use such services easily, including the network infrastructure and the funds to cover the costs.

4. Project Achievement

4.1 Overall Goal

With regard to the overall goal, the achievement of indicators, rationale and challenges are as follows:

Overall Goal: The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened.
Verifiable indicator 1: The roles and responsibilities are defined in the bills of establishment acts.
【Achievement of indicator】 75% achieved.
【Rationale for the achievement level】 Originally, the drafting of the establishment bill envisaged only the Ministry of Agriculture and Food Security (MAFS) and the Ministry of Livestock and Fisheries (MLF) among the four CAMP/IDMP implementing ministries, while the Ministry of Environment and Forests (MEF) would be the Forest Department directly related to the CAMP and IDMP and the Ministry of Water Resources and Irrigation (MWRI) would be the Irrigation Department as well. However, due to the strong motivation of C/P, three of the four ministries implementing CAMP/IDMP, except MEF, were able to draft the establishment bill during the project period, which defines the roles and responsibilities of the ministry and its directorates, ministers, deputy ministers and undersecretaries. In addition, DP Desk and a CAMP and IDMP Working Group were established to promote external resource mobilisation and their roles were clarified.
【Issues related to the indicator】 As mentioned above, although the establishment bills of the three ministries have been drafted, final approval by the undersecretaries of the ministries except MAFS and the subsequent approval process by the Council of Ministers, the Ministry of Justice and the National Legislative Assembly (NLA) remain pending. In particular, approval from the Ministry of Justice and the NLA is difficult to obtain because it is influenced by the capacity, knowledge and motivation of the Ministry of Justice and NLA members, as well as political issues. In addition, there is a need to clarify the roles and responsibilities of the positions below the undersecretary in more detail, such as Director-General, Director, Inspector, Technical officer, etc., based on this establishment bill and utilise it as a basis for induction training, refresher training and appraisal. However, this situation has not yet been reached. The DP desk and the CAMP and IDMP Working Groups, which are key to mobilising external resources, remain in their infancy and do not always follow the TORs set at the outset.
Verifiable indicator 2: Day-to-day activities of directorates and staff in the CAMP/IDMP implementing ministries for resource mobilisation, project formulation and implementation, and monitoring and evaluation are conducted based on the bills of establishment acts.
【Achievement of indicator】

Currently difficult to judge.

【Rationale for the achievement level】

The drafting or/and validation of the establishment bills within the ministries took place between October 2021 and February 2022 and were achieved with the project at a very late stage. Despite some achievements in the context of resource mobilisation and project formation during the project, such as the preparation of the Medium-term Strategic Plan and the formulation of the DP Desk and the CAMP and IDMP Working Group, experience in actual implementation remains lacking. Accordingly, it is difficult to determine whether mobilising of resources, formulating and implementing of projects, monitoring and evaluation have become part of the "day-to-day activities" (normal duties) of staff of the CAMP/IDMP implementing ministries.

【Issues related to the indicator】

Whether the outputs of this project, such as the establishment bill, the Medium-term Strategic Plan, the DP Desk and the CAMP and IDMP Working Group, will be understood and used by all staff, rather than a few government officials, from high-ranking officials to ordinary staff, will require further information-sharing and experience of their use in day-to-day work.

In relation to the achievements mentioned above, the recommendations after the completion of the project are as follows:

Recommendations for the future

For the establishment bill to officially take effect, it requires final approval by the undersecretaries of each ministry, followed by an approval process by the Council of Ministers, the Ministry of Justice and the NLA. However, the approval process will not proceed unless the following factors are improved: the busy schedule of the undersecretaries and other high-ranking officials tends to delay the approval process of the bills; the Council of Ministers and the NLA often prioritise other agenda items rather than the bills; and the Ministry of Justice lacks capacity and manpower. Consolidating the capacity and functions of the Council of Ministers, the NLA and the Ministry of Justice cannot be dealt with in the context of this agricultural project but requires a South Sudan-wide legal framework (support) in collaboration with DPs and others.

In addition, as the establishment laws/acts define the roles and responsibilities of the ministries at the highest level, technical laws/acts on various agricultural fields must also be developed. Moreover, it is important to have not only a Law/Act level bill, but also a Regulation providing further details and a Ministerial Order including penalties and enforcement mechanisms. Accordingly, without comprehensive legislation, the effects of the establishment law/act will be inadequate and legislation in the agricultural sector must be developed from a medium- to long-term perspective.

As described above, comprehensive legislation will enable the content of the establishment law/act to be internalised by the staff of the four CAMP/IDMP implementing ministries, so that resource

mobilisation, formulating and implementing of projects, monitoring and evaluation can be implemented as part of their "day-to-day activities" (normal duties).

4.2 Project Purpose

With regard to the project purpose, the achievement of indicators, rationale and challenges are as follows:

Project Purpose: The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries.
Verifiable indicator 1: Communication with development partners, information sharing, consultation, and decision-making modalities for resource mobilisation, project formulation and implementation, and monitoring and evaluation are defined in the bills of establishment acts of the CAMP/IDMP implementing ministries
<p>【Achievement of indicator】</p> <p>Almost achieved</p> <p>【Rationale for the achievement level】</p> <p>Among the four CAMP/IDMP implementing ministries, three ministries other than the MEF have drafted establishment bills, which stipulate the roles and responsibilities of the ministry and its directorates, ministers, deputy ministers and undersecretaries. However, the nature of the establishment bill means it excludes provisions on "communication with development partners, information-sharing, consultation and decision-making modalities to mobilise resources, formulate and implement projects and monitor and evaluate". Accordingly, the various guidelines are set out as the project's technical products: Guidelines for Medium-term Strategic Planning and Resource Mobilisation, Guidelines for AWPB Formulation and Implementation, Guidelines for Agricultural Sector Project Formation for Peacebuilding and Conflict Mitigation and Guidelines for Agricultural Sector Legal Framework Development.</p> <p>【Issues related to the indicator】</p> <p>The establishment bills were drafted or/and validated by the ministries with the project at a very late stage, between October 2021 and February 2022. In addition, the various guidelines, which are the technical products of the project, were also compiled at the end of the project, based on experience gained during the project. Accordingly, although the various guidelines and procedures have been defined, they must be used in actual day-to-day activities in future.</p>
Verifiable indicator 2: The bills are understood by the directorates and staff, and are applied to formulation and implementation of selected projects.
<p>【Achievement of indicator】</p> <p>50% achieved.</p> <p>【Rationale for the achievement level】</p> <p>In the establishment bills of MAFS, MLF and MWRI, each directorate has developed its own roles and</p>

responsibilities in consultation with others, in addition to senior officials. The MAFS and MLF held a validation meeting with representatives of all directorates and now await the final approval by the undersecretaries except MAFS (the MWRI was unable to hold a validation meeting during the project period). In view of the process, it can be concluded that the drafting process was well understood by some officials of the CAMP/IDMP implementing ministries who drafted the establishment bills.

However, there was not enough time during the project period to ensure that all general staff in each ministry fully understood its content. In addition, although several activities related to project formation and implementation were carried out under the project, the formation of the establishment bills and the various guidelines as technical deliverables were done at the end of the project period, which means that they were not fully understood by the relevant staff and used in actual project formation and implementation.

【Issues related to the indicator】

The establishment bill, by its very nature, defines only the roles and responsibilities of ministries and directorates and it is useful to have some kind of guidelines with more detailed procedures for actual project formation and implementation. However, the various guidelines developed in this project were finalised at the end of the project period and have not yet been practically applied. In addition, the DP Desk and the CAMP and IDMP Working Group, which are key to mobilising external resources, lack experience in their activities and implementation and have yet to actually formulate and implement projects to any great extent.

In relation to the achievements mentioned above, the recommendations after the completion of the project are as follows:

Recommendations for the future

Although the approval process by the Council of Ministers, the Ministry of Justice and the NLA remains pending, the establishment bills was drafted or validated within the three ministries of MASF, MLF and MWRI during the project (the MEF will also work on the establishment bills in future with reference to the other three ministries). However, these were only finalised at the end of the project. Accordingly, it is important to disseminate the contents of the establishment bill within the ministries to ensure the contents are fully understood by all staff and used to mobilise resources, formulate and implement projects and monitor and evaluate.

In addition, as already mentioned, there is a need not only for an establishment law/act but also for a technical law/act for the agricultural sector. It is also important to develop not only Law/Act level legislation but also Regulations and Ministerial Orders.

In this context, as well as the legislation, which takes time to coordinate and approve, the Medium-term Strategic Plan, DP Desk, CAMP and IDMP Working Group, etc., generated by the project, have taken root as daily activities to boost the capacity of government officials to mobilise resources, formulate and implement projects and monitor and evaluate. In this regard, the guidelines developed as technical products under the project will be useful.

4.3 Expected outputs

4.3.1 Output 1

For each of the outputs to achieve the project purpose, the achievement of the indicators, rationale and challenges are as follows:

Output 1: Mechanism of medium term planing for resource mobilisation required for CAMP/IDMP implementation is strengthened.
Verifiable indicator 1-1: Medium-term strategic plans for CAMP/IDMP implementation are developed in the CAMP/IDMP implementing ministries.
【Achievement of indicator】 50% achieved.
【Rationale for the achievement level】 Through the project activities, two of the four ministries implementing the CAMP/IDMP, the MAFS and MLF, have developed the MTSP based on concept notes of priority projects selected by them. Through the development of the two ministries' MTSP, a development process of the MTSP that could be utilised across the four CAMP/IDMP implementing ministries was established.
【Issues related to the indicator】 Although the MTSP were developed for the MAFS and MLF, supported by the JICA Expert Team, the project period has not allowed both ministries to actually implement the development process themselves. In future, it is expected that they will revise the MTSP by themselves, based on their experience and knowledge of the MTSP and guidelines. In addition, in future, it will be necessary to reflect the MTSP in the annual plan and budget that are prepared each year based on the instructions from the Ministry of Finance and Planning. The MEF has not been completed the MTSP because, as mentioned in Chapter 2, it was difficult to coordinate the focal person's participation in the review meetings and there was a need to prioritise the MAFS and MLF, which have made considerable progress. In addition, further coordination and consultation is needed between the Department of Forestry and other environment-related Departments in the ministry. The Ministry of Water Resources and Irrigation (MWRI) has also progressed insufficiently due to difficulties in coordinating the participation of focal persons in the review meetings and the need to prioritise the MAFS and MLF. In addition, the activity contents of the first draft concept notes were very large in scale and must be reconsidered. As the MWRI shared separate concept notes that were not originally priority projects, further discussion is needed to clarify the priority projects.
Verifiable indicator 1-2: Three (3) projects are identified based on the resource mobilisation activities.
【Achievement of indicator】 Almost achieved.

【Rationale for the achievement level】

Experts were sent by the EU for the legal framework and policy development. Desert locust response subprojects were planned and implemented as activities within the project, in collaboration with the FAO project for the desert locust. A subproject to construct and manage nursery facilities was also planned and implemented.

【Issues related to the indicator】

Although the indicator was achieved, in order to mobilise more resources, especially from DPs, the DP Desks, as a point of contact for communication with DPs, must actively visit DPs and related organisations for communication, consultation and coordination.

The JICA Expert Team and C/Ps have been requesting that DPs involve the GRSS in the project formulation process and establish a single point of contact for communication. However, still only some government officials are aware of the information and it remains insufficiently shared with the Directorate of Planning and DP Desks, which are responsible for coordinating the project formulation. There is a need for the GRSS to continuously encourage DPs to do so. It is also necessary for JICA, as co-chair of the ALDWG, to continue encouraging DPs to do the same.

Verifiable indicator 1-3: Guidelines for the development of medium term strategic plans are developed.

【Achievement of indicator】

Almost completed.

【Rationale for the achievement level】

The guideline for the Development of the MTSP and Resource mobilisation, which includes the detailed procedure of the development of the MTSP, was developed.

【Issues related to the indicator】

The development of the guidelines has been accomplished. From now on, the implementation and monitoring of the MTSP should be carried out in accordance with the guidelines and the contents and implementation structure of the MTSP should be reviewed based on the same.

Verifiable indicator 1-4: Four (4) training courses for medium term planning skills for resource mobilisation are conducted per year.

【Achievement of indicator】

33% achieved.

【Rationale for the achievement level】

In this case, taking into account the burden of coordination to implement the training and the balance with other project activities, the C/P and JICA expert team planned six external training sessions during the second project phase, including elements helping improve medium-term planning skills. Moreover, one training session was conducted in Uganda for PWG members on strengthening management capacity and improving agricultural technology and knowledge, which also helped in mobilising resources. One

online training session was also conducted for the staff of CAMP/IDMP implementing ministries to strengthen their management capacity. However, the impact of the spread of COVID-19 meant four training sessions could not be conducted (one was cancelled just prior to implementation).

Conversely, capacity was built for C/Ps, DP Desk member, focal persons and other relevant staff of ministries by on-the-job training through the above-mentioned processes, such as formulating the concept note and MTSP, establishing the CAMP and IDMP Working Group and DP Desk, various consultations and coordination among the four ministries and other agencies related to CAMP/IDMP and the establishment of the implementation structure. The capacity of C/Ps, DP Desk member, focal persons and other relevant staff in the ministries was also strengthened through processes of planning, implementation and analysis of information-gathering studies for peacebuilding and conflict mitigation.

【Issues related to the indicator】

The external training conducted during the project period was designed to strengthen the management skills of staff who are well educated and experienced in agricultural technology, but lack experience in planning and implementing government projects. However, there are few training institutions in South Sudan that can adequately provide training on such topics, so the Project needed to rely on those in neighbouring countries.

In addition, in the context of the strong impact of the COVID-19 pandemic, the training is mainly conducted online. In countries with insufficient communication conditions and for those unused to online training, it is likely to be less effective than in-person training.

On-the-job training can be very effective, but without activities such as this project, opportunities will be limited as the current government lacks sufficient budget to fund or implement the project unaided.

In relation to the achievements mentioned above, the recommendations after completion of the project are as follows:

Recommendations for the future

【Development of concept notes】

As mentioned in Chapter 2, for the MEF, the CAMP and IDMP and its activities need to be reiterated to the management of the whole MEF, not only the Directorate of Forestry and smooth coordination and collaboration with the ministry should be discussed.

As for the MWRI, the Ministry needs to reconfirm its priority projects and appoint a new focal persons who are able to work on them. Considering the current MWRI budget, its implementation structure and the practicality of DP support, it is appropriate to construct and operate irrigation facilities on a community level by effectively utilising locally available materials rather than large-scale projects. Accordingly, there is a need to consider developing concept notes for small-scale irrigation-related projects together with MAFS.

【Medium-term Strategic Plan】

As mentioned above, MAFS and MLF will need to translate the MTSP into an Annual Plan, secure the

budget, implement activities and conduct monitoring and evaluation. Through these activities, the implementation structure and content of the MTSP should be reviewed.

For the MEF and the MWRI, as mentioned above, the concept note should be developed first, then the MTSP should be developed based on the guidelines and experience of the MAFS and MLF.

In addition, in order for ministries to continue to use the guidelines to develop concept notes and the MTSP in the future, it is important that the MTSP that are not attempted to be fully applied to annual plans from the beginning, but rather that they are applied to the extent possible, taking into account each ministry's existing annual planning method. By doing so, they are gradually established. Furthermore, the formulation process should be led by the DP Desks, who are leading the development of concept notes and the MTSP, and recognised as a contact point for coordination and collaboration within and outside the ministry.

【Resource mobilisation】

To mobilise resources from outside such as DPs in future, the CAMP/IDMP implementing ministries must communicate with DPs proactively and forge positive relationships with them. However, since March 2020, the COVID-19 pandemic has made it impossible to actively visit DPs. In future, when the situation stabilises, the DP Desk will need to spearhead efforts to energetically visit DPs and related organisations to communicate with them, exchange information and discuss and coordinate activities.

As mentioned in Chapter 2, work to update the management list of DP pipeline projects to monitor the progress of consultations and coordination for the planning and preparation for implementing CAMP and IDMP, was stagnated. It is necessary to encourage DP Desks to continuously collect information, update the management list and discuss how best to utilise it so that it can be shared with the senior management of ministries for further collaboration and coordination with DPs and concrete actions to mobilise resources.

In addition, and as mentioned above, there is a need to continuously inform DPs through JICA as well as C/Ps so that the information-sharing and coordination functions of DP projects are centralised in the Directorate of Planning and DP Desks of the CAMP/IDMP implementing ministries.

【DP Desk】

The DP Desk is not only the C/Ps of the project, but also highly recognised by the ministries as the contact point for coordination and collaboration within and outside the ministries, especially in MAFS and MLF and already having played a key role in various activities. Conversely, the DP Desks are often too busy with regular duties and unable to perform their duties adequately. Accordingly, if the COVID-19 situation stabilises in future and the DP Desk workload increases, it will be necessary to consider increasing the number of the DP Desks.

With regard to the MEF and MWRI, as described in Chapter 2, the first priority is to develop the ministry's structure to coordinate and implement CAMP and IDMP and organise priority projects to ensure that the DP Desk has the basis to carry out its activities in future.

【CAMP&IDMP Working Group】

Two Working Group meetings were held during the project implementation period. However, continued support to prepare and coordinate these meetings is needed to ensure the continuous convening of the Working Group meetings at the initiative of the CAMP/IDMP implementing ministries. It is also important to note that the agenda should be set in a way that takes the views of both sides into account to ensure the meeting is useful and inclusive for both the Government of South Sudan and DPs.

4.3.2 Output 2

For each of the outputs to achieve the project purpose, the achievement of the indicators, rationale and challenges are as follows:

Output 2: Mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened.

Verifiable Indicator 2-1: Guidelines for AWPB are developed.

【Achievement of indicator】

75% achieved.

【Rationale for the achievement level】

The AWPB Procedures drafted in February 2016 and approved for pilot use in November 2018 were used for the nursery construction and training components of the State Nursery Subproject to validate and improve AWPB Procedures. As shown in Table 2-6 of the 16 substeps specified in the AWPB Procedures, nine were verified as implemented, while the remaining seven were not followed. Based on the results, AWPB Development and Execution Guidelines were drafted with improved and additional contents. The achievement was strengthened with the legal basis of the guidelines provided by the establishment bills of the three CAMP/IDMP implementing ministries, which constitutes the achievement of Output 3. The three establishment bills stipulate that the planning directorates are given authority and responsibility to lead and manage AWPB Procedures, increasing the likelihood that the content of the AWPB Guidelines will become part of the legal and regulatory framework. This direction was confirmed at the JCC meeting in February 2022.

【Issues related to the indicator】

It is envisaged that applying the AWPB Guidelines will lead to AWPBs being developed for all projects to manage and execute budgets. However, further incentivising the AWPB applications remains difficult, given that the government's budget for projects has been hardly disbursed in recent years. In addition, the government's capacity to organise information provided by development partners to mobilise resources and develop and execute AWPBs will not necessarily increase rapidly and support for capacity building will continue to be needed.

Verifiable Indicator 2-2: Annual Work Plan and Budget (AWPB) for projects identified based on the resource mobilisation activities are developed.

【Achievement of indicator】

Attempted but not achieved (33%)

【Rationale for the achievement level】

AWPB development for the 3 projects were attempted. However only one AWPB for the State Nursery Subproject was formulated for its execution. Projects formed on the basis of resource mobilisation activities and supported by development partners include work to develop technical legislation by the Ministry of Livestock and Fisheries with financial support from the European Union and Desert Locust Monitoring Subproject with financial support from FAO and JICA. Conversely, the government's capacity to collect the necessary financial and project information from development partners to develop AWPB remains insufficient, likewise the information disclosure by the relevant governmental agencies and development partners. Therefore, although attempts were made, developing AWPBs for the two projects was not achieved.

【Issues related to the indicator】

The lack of disclosure of information on project funding by the relevant government departments and development partners and the limited capacity and incentive of the government to collect such information were acknowledged. In addition, the government's own budget for the project has not been disbursed for a number of years resulted in inadequate incentive for the government to collect information, formulate AWPB and further streamline project implementation.

Verifiable Indicator 2-3: One (1) subproject is implemented based on AWPB.

【Achievement of indicators】

100% achieved.

【Rationale for the achievement level】

The two subprojects were implemented under the Project, namely the State Nursery and Desert Locust Control Monitoring Subprojects. Among them, AWPB formulation, approval, budget execution and project evaluation were carried out for the nursery construction and training components of the State Nursery Subproject based on AWPB Procedures. The lessons learnt from the results of the pilot use of AWPB Procedures helped develop the AWPB Development and Execution Guidelines (AWPB Guidelines). Although no AWPB was developed for the Desert Locust Control Monitoring Subproject, the lessons learnt concerning the division of roles between national and state governments in this Subproject helped when developing the AWPB Guidelines.

For the concept formation, basic design, detailed design and contractor selection components of the State Nursery Subproject, no AWPB was developed because they were solely JICA-supported components and implemented at a time when PWG lacked sufficient experience in AWPB development. Accordingly, the PWG's decision not to develop AWPBs for these components should be considered reasonable.

【Issues related to the indicator】

Although the AWPB was prepared and executed for the nursery construction and training components of the State Nursery Subproject, most of the funds to implement the components were JICA-supported and the JICA expert team had detailed information on the funds. While PWG members are able to understand and use the AWPB, they still have difficulties in collecting and organising planning and budgetary information into the AWPB format concisely, comprehensively and in accordance with the financial regulations of the Government of South Sudan. To strengthen the capacity of government officials, there is a need for more experiences and on-the-job training of AWPB budget formulation and execution skills.

Verifiable Indicator 2-4: Four (4) training courses to improve annual planning skills are conducted per year.

【Achievement of indicator】

33% achieved.

【Rationale for the achievement level】

In this case, taking into account the burden of coordination to implement the training and the balance with other project activities, the C/P and JICA expert teams planned six external training sessions during the second project phase, including elements helping improve annual planning skills. One training session was also conducted in Uganda for PWG members on strengthening management capacity and improving agricultural technology and knowledge, which also helps when mobilising resources. In addition, one online training session was conducted for the staff of the CAMP/IDMP implementing ministries to strengthen their management capacity. However, the impact of the COVID-19 pandemic meant four training sessions could not be conducted (one was cancelled just prior to implementation).

Conversely, capacity was built for C/Ps, DP Desk member, focal persons and other relevant staff of ministries via on-the-job training through the above-mentioned processes, such as the State Nursery Facility Improvement Subproject and the DL response Subproject. In addition, the capacity of C/Ps, DP Desk members, focal persons and other relevant staff in the ministries were also strengthened through the processes of planning, implementation and analysis of information-gathering studies for peacebuilding and conflict mitigation.

【Issues related to the indicator】

The capacity to formulate and execute AWPBs can be greatly improved by involving them in specific projects through their daily work (on-the-job training) as well as off-the-job training. Conversely, the current budget shortage of the Government of South Sudan means that without support such as that provided by the project, opportunities for government officials to be directly involved in developing AWPBs for specific projects and implementing the projects themselves will remain very limited. This means that even if more training outside the workplace is provided, there will be limited opportunities to use the knowledge and skills gained from such training in the field, hampering efforts to achieve synergies between the effects of external training and on-the-job training.

In relation to the achievements mentioned above, the recommendations after the completion of the project

are as follows:

Recommendations for the future
<p>【AWPB Development and Execution Guidelines】</p> <p>To incentivise the officials and ensure effective project management with the application of AWPB Development and Execution Guidelines (AWPB Guidelines), in a context where the government's budgets for projects are rarely available, the government must spearhead efforts to formulate and implement more projects in collaboration with the development partners to confirm the effectiveness of AWPB-based management. To this end, the government should get actively involved in policy dialog and resource mobilisation efforts through CAMP/IDMP Working Group mechanism. In addition, the government needs to further strengthen its ability to collect, analyse and strategic application of information obtained through Working Group platform to realise effective application of AWPB for project management.</p>
<p>【Further improvement of know-how and skills of AWPB development and execution】</p> <p>Although AWPB-based management is considered a routine practice for government in other countries, the CAMP/IDMP implementing ministries and their officials have not reached the level where they have sufficient motivation and skills to use AWPB Guidelines to manage projects effectively. Accordingly, establishing routine AWPB Procedures in the ministries is contingent on ongoing on-the-job training and hands-on guidance in drafting AWPB in the required formats for officials assigned to project management. To prepare AWPBs, the planning directorates should lead AWPB development and support implementing directorates to collect financial information from the contributing government and DPs and adjust them to align the government's fiscal management cycle with high budgetary accuracy. Accordingly, the pilot use of AWPBs should be continued for at least the two JICA-supported projects planned going forward. Since the "Project for Revitalisation and Promotion of Agriculture for Food Security and Livelihood Improvement," which is jointly owned by national and state governments and the "Advisor for Strategic Agriculture Development Project," which is a national government owned project, will have easy access to project inputs, the AWPBs of the projects can be developed and executed efficiently and effectively. In addition, as more modalities of funding arrangements to be tested for AWPB-based management emerge, other DP-supported projects should be identified for AWPB implementation as the skills of the officials improve.</p>
<p>【Centralised management and disclosure of AWPB information】</p> <p>To fulfil AWPB development and execution responsibility as stipulated in the establishment bills, the provisions of the bills should be observed as collateral to strengthen centralised management and disclosure of AWPB imports regarding project justification, description and schedules of financial allocations and executions. The bills state that the planning directorates are responsible for facilitating and coordinating the process of AWPB development and execution. Accordingly, there is a need to establish a system in which the planning directorates centrally manage the information contained in the AWPB to coordinate and monitor how the overall budget of the ministries is formulated and executed. It is also</p>

important to continue organising regular CAMP/IDMP Working Group meetings that have been initiated, to promote the exchange of information on projects and investments between the government and development partners and establish a system to assemble the information necessary to develop and execute AWPB.

【Implementation of projects based on the AWPB】

Although AWPBs have been prepared for the nursery construction component and the training component, they have been developed with the information and initiative of experts. In other words, it is still difficult for the C/P to collect budget information and prepare AWPB in an easy-to-understand manner in accordance with the financial regulations of the Government of South Sudan. In order to strengthen the capacity of government officials, it is necessary to increase the number of opportunities for them to formulate and execute their own budgets to improve their capacity to formulate and execute AWPBs effectively.

【Improvement of annual planning skills】

In order to strengthen the capacity of government officials, it is essential that they are provided with sufficient opportunities for off-the-job training as well as on-the-job training to enhance and improve the results of their training. Therefore, along with off-the-job training opportunities, it is necessary to continue resource mobilization efforts to mobilize internal and external funds to increase opportunities to gain hands-on experience in project formulation, AWPB development and budget execution.

4.3.3 Output3

For each of the outputs to achieve the project purpose, the achievement of the indicators, rationale and challenges are as follows:

Output 3: Legal framework to facilitate the CAMP/IDMP implementation is improved.
Verifiable Indicator 3-1: Bills of the establishment acts for two of the CAMP/IDMP implementing ministries are drafted
<p>【Achievement of indicator】</p> <p>100% achieved.</p>
<p>【Rationale for the achievement level】</p> <p>The Ministry of Agriculture and Food Security (MAFS) and the Ministry of Livestock and Fisheries (MLF) were able to draft the establishment bills as originally planned. In addition, the Ministry of Water Resources and Irrigation (MWRI) was also able to draft an establishment bill, which was not originally envisaged. In such establishment bills, the roles and responsibilities of the Ministry and its directorates, ministers, deputy Ministers and undersecretaries were defined.</p>
<p>【Issues related to the indicator】</p>

The three ministries have been able to draft or/and validate establishment bills, but it has not yet progressed to the approval process by the Council of Ministers, the Ministry of Justice and the National Legislative Assembly (NLA). Moreover, the establishment bill itself is a key indication of the functions and responsibilities of the ministries. For it to be effective, a more concrete indication of how the ministries and directorates will operate is needed.

Like the MWRI, the Ministry of Environment and Forests (MEF), which was not initially considered for the drafting of an establishment bill, will draft a bill for the ministry as a whole at the end of the project. However, the project was unable to provide actual operational support during the project period and MEF will have to undertake the drafting process itself.

Verifiable Indicator 3-2: Four (4) prioritised pending bills of CAMP/IDMP implementing ministries are approved and enacted

【Achievement of indicator】

Although it has not yet been approved by the Council of Ministers, the Ministry of Justice and the NLA, four technical bills of MLF have been drafted and validated within the ministry

【Rationale for the achievement level】

To facilitate the approval process by the Council of Ministers, the Ministry of Justice and the NLA, the MLF has revised the contents of the previously drafted MLF Meat Control and Slaughter Facility Bill and Regulations, Animal Production Bill, Hides, Skins and Leather Processing Bill and Livestock and Livestock Metrical Marketing Board Bill. Subsequently, the MLF held a series of validating meetings and finalised the contents. However, the subsequent approval process by the undersecretary of MLF, the Council of Ministers, the Ministry of Justice and the Parliament remained incomplete and the Bill has not yet been enacted.

【Issues related to the indicator】

In this activity, to facilitate the approval process, MLF have revised and drafted four technical bills with various considerations, such as simplifying the content as much as possible and preparing a recommendation letter from the minister. However, the approval process, particularly by the Ministry of Justice and the NLA, has not been easy and depends on the capacity, knowledge and motivation of the Ministry of Justice and the Parliamentarians, as well as political issues.

Verifiable Indicator 3-3: Two (2) prioritised new bills of CAMP/IDMP implementing ministries are drafted.

【Achievement of indicator】

50% achieved.

【Rationale for the achievement level】

The Seed and Plant Varieties Bill and Regulation were newly drafted and several meetings held to gather views from the relevant external stakeholders on the contents of the first draft. After that, validation meeting of MAFS has been held by the end of the project.

However, the shortage of MAFS manpower and the fact that this was the first time for all concerned to

undergo the process of drafting a new bill meant the priority was to complete one bill first. Accordingly, only one bill was prepared instead of the two originally planned.

【Issues related to the indicator】

As with the MLF's four technical bills, this new MAFS technical bill was drafted in an attempt to facilitate the approval process. However, no validation meeting within the ministry was held during the project periods due to the difficulty in securing a facilitator in MAFS. Also, the approval process particularly by the Ministry of Justice and Parliament, has been difficult to achieve, as it is influenced by the capacity, knowledge and motivation of the Ministry of Justice and Parliamentarians, as well as political issues.

In relation to the achievements mentioned above, the recommendations after the completion of the project are as follows:

Recommendations going forward

【Approval process by Council of Ministers, Ministry of Justice and NLA】

The three establishment bills and five technical bills drafted under the project, with the exception of the MWRI establishment bill and the MAFS Seed and Plant Varieties Bill, have almost completed their intra-ministerial validation meetings during the project period and are now awaiting final approval by the undersecretaries. However, the subsequent approval process by the Council of Ministers, the Ministry of Justice and the NLA still poses many challenges. For example, in the Council of Ministers and the NLA, other agenda items often prevail over legislation and approval often does not proceed. In addition, the Ministry of Justice has inherited the Arabic-based law-making system of the former Sudanese era and faces the challenge of establishing an English-based law-making system and securing staff capable of handling it. These problems faced by the three organisations cannot be solved by a single agricultural project and there is a need to wait to develop laws (support) for the whole of South Sudan in cooperation with DPs.

Under such circumstances, the four CAMP/IDMP implementing ministries should have consideration for legal framework development as follows: (1) The content of the bill, which will become a Law/Act in future, should not be too technical and complicated and any technical and complicated content should be summarised as a Regulation so that the bill can be easily checked and approved. (2) Recommendation letters should be prepared from the ministers of the ministries where the bill is to be introduced, so that the bill can be prioritised in each process. To achieve this, the ministry, rather than the ministers, should be lobbied and (3) Ministry of Justice staff should be involved in the process of drafting bills within the ministry and in the validation meeting to promote understanding of the bills. However, for point (3), it proved difficult to involve the Ministry of Justice staff without special remuneration, as they are also very busy. It is necessary to consider ways how best to bring the Ministry of Justice staff on board without special remuneration.

【Establishing a system for future enforcement of these technical bills, involving the police and other external agencies.】

When a technical bill in the agricultural sector is approved as a law/act, whether at the Law/Act level or the Regulation level, there is a need to ensure the provisions of the bill are complied with. Accordingly, a system must be in place to actually implement and enforce the legislation, including reporting, investigation, obtaining evidence and setting and enforcing penalties, etc., in case the content is not complied with. This will require involving and coordinating not only the four CAMP/IDMP implementing ministries, but also the Ministry of Justice, the national police, the Customs officials and other agencies. The first priority is drafting and approving the bill itself, but for it to really work, these enforcement mechanisms must also be defined in a future Ministerial Order.

【Drafting of other technical bills/ regulations in the agricultural sector】

As well as the technical bills covered in this project, a number of other technical bills also need to be developed. At the same time as this project, EU-supported projects are developing the MLF-related Range Management and Grass Fires Bill and the Fisheries and Aquaculture Bill. An African Union (AU)-supported project is also developing the MLF-related Animal Disease and Pest Control Bill, Veterinary Surgeon and Para Veterinarian Bill, Animal Disease and Pest Control Bill, Veterinary Surgeon and Para Veterinarian Bill, Veterinary Medicine, Biologicals and Chemicals Bill, Cattle Cleaning Bill, Animal Health Bill and Veterinary Council Bill.

However, other MAFS-related bills should also be newly developed, such as the Agricultural Chemical Control Bill, Plant Protection and Quarantine Bill, Agricultural Regulatory Inspection Services Bill, Agricultural Mechanisation Bill, Soil Health and Conservation Bill and Agricultural Bank of South Sudan Bill. In addition, there is a need to develop Fertiliser and Animal Foodstuffs of Animal Origins Bill, Rustling and Livestock Theft Bill, Veterinary Medicines, Biologicals and Chemical Bill, which are related to the MLF. In addition and as already mentioned, there is a need for legislation, not only at the Law/Act level, but also at the regulatory and Ministerial Ordinances level. It will also be necessary to check and adjust the consistency of several laws/acts handling similar fields.

In view of the above, there is an urgent need to develop agricultural legislation and sorting out all the details and establishing a system to implement and enforce the legislation will take considerable time. Accordingly, it is insufficient for one DP or project to deal with the support to develop a legal framework in the agricultural sector. Instead, many DPs must collaborate to support the development of legislation, as the EU and AU have done at the same time as this project.

5. Evaluation by Six Evaluation Criteria and Lessons Learned

5.1 Evaluation by Six Evaluation Criteria

No external terminal evaluation was carried out for this Project. Instead, the results of a joint evaluation between the JICA Expert Team and the C/P are presented below.

5.1.1 Relevance

The overall relevance of the project is assessed to be high for the following reasons.

(1) Consistency with the development and agricultural sector policy of South Sudan

The Vision 2040, one of the National Development Plans, identifies agriculture as an alternative industry to oil and a means of promoting economic diversification and revitalisation, and states the need for the government to take the lead in promoting agricultural development in order to achieve food security. The National Development Strategy (NDS: 2018-2020) also states that the agricultural sector belongs to economic clusters that aim to improve food security and livelihoods and revitalise the economy, and that priority should be given to projects that promote "reconstruction and recovery" and "food and nutrition security" as outlined in the CAMP. The Agricultural Sector Policy Framework of South Sudan (ASPF 2012-2017) includes the following areas: production, research, cooperatives and rural development, access to land, water resources and irrigation, agricultural inputs, seed multiplication, plant protection, mechanisation, market and value chain development and finance, food and nutrition security, forest development and management, the role of agriculture and forestry in socio-economic transformation, sustainable agriculture, climate change, gender mainstreaming. Comprehensive Agriculture Master Plan (CAMP) and Irrigation Development Master Plan (IDMP), both supported by JICA, emphasise the importance of strengthening the project implementation capacity of relevant agencies, including planning and implementation, M&E, resource mobilisation and legal framework development.

In accordance with those policies, the framework of this project consists of the overall goal "The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened", the project objective "The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries", and the three outputs to be produced to achieve the objective. In other words, the framework of the project itself is consistent with the development and agricultural sector policy of South Sudan. In implementing the project, the government's capacity to implement the CAMP/IDMP was strengthened in order to contribute agriculture sector development in South Sudan. The results have contributed to the mobilisation of resources and strengthening of project implementation capacity to promote agricultural sector development in line with the development and agriculture sector policy.

(2) Selection of target staff and their training needs to contribute to capacity building of the government

The target staff for capacity building under the project were members of the Project Working Group (PWG), which was established specifically for the project and consists of staff from the four CAMP/IDMP

implementing ministries, and members of the Development Partner (DP) Desks, which were established as line positions within the planning directorates of the ministries. As the focal points for the four ministries, these more than 20 members in total have important functions for the implementation of the CAMP/IDMP, such as planning coordination within the ministries, exchanging information among the ministries, serving as liaisons with DPs in project formation and implementation, and promotion of resource mobilisation. It was therefore appropriate to select the PWG and DP Desk staff member to help strengthen the government's capacity. In addition, the training is being planned and implemented based on the results of the training needs assessment conducted for the members in the first phase (preparatory phase) of the project. Therefore, it can be said that the training was implemented in a way that corresponded to the training needs of the staff.

5.1.2 Coherence

The overall coherence of the project is assessed to be high for the following reasons.

(1) Consistency with JICA's aid policy

The priority areas of JICA's assistance in South Sudan are (1) support for nation building (infrastructure development and improvement of governance), (2) support for basic human needs (BHN), and (3) support for food security improvement. As part of the food security improvement support, the project provided assistance to the government in mobilising funds for the promotion of the agriculture sector development, developing Medium-term Strategic Plans and annual plans, and building capacity for project formulation and implementation. Support was also provided in the area of governance, including the development of transparent medium-term planning procedures, the annual work plan and budget (AWPB) development and execution procedures, the revitalisation of the policy dialogue and aid coordination platform between the government and DPs, and the support for the formulation of the establishment bills of the three CAMP/IDMP implementing ministries, and technical bills. Therefore, the project is highly consistent with the aid policy of JICA.

(2) Consistency with former projects

Prior to this project, JICA implemented the "Project for Comprehensive Agricultural Development Master Plan" (2012-2017) and the "Project for Irrigation Development Master Plan" (2012-2014) in South Sudan. In these projects, long-term development plans were prepared for the period up to 2040. Thereafter, formulation of medium- and short-term development strategies, resource mobilisation, legal framework development and foundation of implementation structures for the relevant activities needed to be developed to make these master plans a reality. This project gave support in the area of governance, including the development of transparent medium-term planning procedures, the AWPB development and execution procedures, the revitalisation of the policy dialogue and aid coordination platform between the government and DPs, and the support for the formulation of the establishment bills of the three CAMP/IDMP implementing ministries, and technical bills. Therefore, the project is highly consistent with the former JICA projects' needs.

(3) Comparative advantage of technical assistance provided by the Japanese side

In this project, the four CAMP/IDMP implementing ministries took the lead in revitalizing the CAMP and IDMP Working Group as a platform for policy dialogue, aid coordination, and information exchange with development partners. JICA's network and knowledge on aid coordination with other DPs played an important role in this process. The knowledge of JICA was indispensable for the revitalisation. In addition, the JICA Expert Team's experience in fostering government ownership of the master plan in the previous projects of supporting the formulation of CAMP and IDMP, as well as the human networks and trust among the implementing government agencies of CAMP/IDMP that the JICA Expert Team established, were effective in implementing this project.

5.1.3 Effectiveness

The overall effectiveness of the project is assessed to be relatively high for the following reasons.

The goal of the project is to "The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries", and the project has achieved to some extent "Output 1: Mechanism of medium term planning for resource mobilisation required for CAMP/IDMP implementation is strengthened; Output 2: Mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened; and Output 3: Legal framework to facilitate the CAMP/IDMP implementation is improved". The CAMP/IDMP implementing ministries including PWGs and DP Desks took the lead in improving the legal framework, preparing concept notes as the basis for the mid-term strategic plan, implementing subprojects, and forming new projects with JICA support. On the other hand, there were still gaps in technology and know-how in the implementation of these activities, and due to the government's financial constraint, the support of the JICA Expert Team was essential for the activities to produce results. Therefore, it can be assessed that the effectiveness of the project activities in strengthening the capacity of relevant ministry officials to implement CAMP/IDMP was relatively high, although it was not sufficient.

5.1.4 Impact

There is a relatively high probability to have impact on the overall goal for the following reasons.

Since the overall goal is "The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened", the improvement in the implementation and the legal frameworks resulting from the activities to achieve three outputs is expected to have a significant impact on the goal in terms of improved public service delivery in the medium and long-term.

On the other hand, the further refinement of the results after the completion of this project will require the continuation of efforts such as legislation and institutionalization, including parliamentary approval, and the internalisation of various tasks as routine. Therefore, financial allocations of the government to ensure the continuation of these efforts will be especially necessary. Securing the government budget is likely to remain an issue in the future, and based on this point of view, the impact of the achieved outputs on the overall goal

may emerge in the future, provided that these issues are improved.

External factors were not considered in this evaluation because of the uncertainties of such factors in South Sudan.

5.1.5 Efficiency

The overall efficiency of the project is assessed to be moderate for the following reasons.

The project was implemented using a two-phase approach, consisting of the first phase (preparatory phase) and the second phase (main phase), to ensure that the project was managed efficiently. On the other hand, the preparatory phase from 2017 to 2018 was implemented with remote support by the JICA Expert Team in Uganda due to security constraints. In the main phase, which was implemented from 2019 to 2022, the JICA Expert Team initially provided technical support in South Sudan, but for a period of around 18 months from March 2021 to August 2022, the COVID-19 pandemic forced the JICA Expert Team to provide remote technical support based in Japan. During the remote support, the PWG and expert team focused on activities that could be done remotely so as not to decrease the efficiency of the project. However, the decrease in the project efficiency was undeniable. Thus, the overall efficiency of the project can be evaluated as moderate, since about half of the project period was spent on remote support by the JICA Expert Team, and the government had financial constraints throughout the project period.

5.1.6 Sustainability

The sustainability of the project outputs is assessed to be relatively high for the following reasons.

(1) Policy aspects

After independence in 2011, civil unrest in 2013 and 2016 resulted in a large number of refugees and internally displaced persons (IDPs). Since then, the Transitional Government of National Unity (TGoNU) was established in February 2020, and the security situation has been gradually improving. As a result, the government of South Sudan and its DPs are expected to gradually shift their attention from humanitarian aid to development, and agricultural sector development policies are likely to become increasingly important and strengthened in the near future. The project has produced several outcomes such as the development of a concept note, the formulation of a "Medium-term Strategic Plan", the piloting of the AWPB, the development of the DP Desk and the CAMP and IDMP Working Group as implementation structure for promoting resource mobilisation, and legal framework development, and has improved the implementation capacity of the CAMP/IDMP to a certain extent. This situation will be useful in promoting future agriculture-related policies and related activities under the period of shifting towards the development of the agricultural sector from humanitarian aid.

(2) Organisational Aspects

The results of the organisational capacity improvement include the establishment of PWGs, strengthening of functions of the planning directorates through the appointment of DP Desks, development of the

establishment bills, revisions of the technical bills, drafting of the four guidelines, and revitalization of the aid coordination framework for policy dialogue, medium-term and annual planning, and information sharing. The sustainability of these improved organisational capacity after the completion of the project can be assessed as high, except for the PWG, which was set up to provide cross-ministry support to the four CAMP/IDMP implementing in this project and may be dissolved after the project completion. Even in this case, the cross-ministry approach and information sharing functions of the PWG will be taken over by the CAMP/IDMP ICTT, and the sustainability of these functions are expected to be ensured. One of the reasons why the activities to strengthen the organisational capacity have been carried out to some extent is that the government has been able to manage the financial constraints to some extent by focusing on these activities, which are relatively less costly. Therefore, we can assume that the sustainability of the improved organisational capacity will be ensured to some extent even under the continuing financial constraints.

On the other hand, in order to strengthen the organisation, it is also important to develop the legal framework, particularly the establishment law. However, as it is taking into account external factors such as the limited capacity of the Ministry of Justice, it can be assumed that it will still take some time before the establishment bills of the three ministries are approved by National Legislative Assembly (NLA)

(3) Financial Aspects

As for the human resources of the PWG and DP desk provided by the government, it is commendable that the productivity of these human resources has been improving, as they have been making daily efforts to overcome financial, technical, and external constraints and to maintain their motivations. On the other hand, the financial contribution to this project from the CAMP/IDMP implementing ministries has been a major challenge throughout the project period. The contribution to the project's operating budget has been negligible and delay of salary payment for the governmental staff has been occurred frequently. The financial situation is unlikely to improve in the future, and financial sustainability is likely to remain a major challenge in the future. However, it is recommended to take budgetary measures to maintain and develop the project's achievements in the future even under the current austerity measures by lobbying senior government officials for budgetary provision for the project-related activities.

(4) Technical Aspects

A certain level of training and practical experience has been gained in formulating the concepts of this project based on analysis of the current situation and policies, ensuring consistency with medium- and long-term plans, designing components of outputs and activities, introducing perspectives on peace-building and conflict mitigation, cost estimation, designing the implementation structure, drafting laws, supervision of construction works, and coordinating and collaborating with development partners (DPs). Although there is still a room for improvement in these technical knowhow and skills, it is expected that the C/Ps will improve as they continue to be involved in the actual communication with DPs, resource mobilisation, project formation, project implementation and monitoring after the completion of this project. On the other hand, the financial constraints of the government may result in slowing down their technical improvements, so for the time being, it is necessary to continue efforts to mobilise and secure external funding to achieve further technical improvement.

5.2 Lessons Learned

The lessons learned from the implementation of this project are as follows.

Lesson 1: Importance of phased and comprehensive projects with a long-term perspective

This project is a successor to the JICA-supported "Project for Comprehensive Agricultural Development Master Plan" (2012-2017) and the "Project for Irrigation Development Master Plan" (2012-2014) in South Sudan. The main objective of these former projects was to formulate the development plan itself, including about 110 investment plans, while conducting comprehensive situation analysis. Subsequently, activities were required to implement these development plans. In the "Project for Comprehensive Agricultural Development Master Plan", the verification of the CAMP/IDMP implementation structure indicated in the development plan was carried out as an extension phase from 2015. During this period, the project examined the nature of resource mobilisation, verified the annual work plan and budget procedures based on the implementation of small-scale pilot projects, confirmed the importance of legal support, and verified the project implementation capacity of C/P officials based on these factors. Based on the above process and experience, this project has been implemented. In the near future, based on the experience of this project, JICA will start the "Project for Revitalization and Promotion of Agriculture for Food Security and Livelihood Improvement", which will involve the state ministries in production activities such as horticulture, poultry farming and inland aquaculture with/for farmers. In this way, JICA's agricultural projects are gradually changing in terms of C/P, beneficiaries and activities, from the central government to the state government, from policy making to strengthening the implementation capacity of government officials through on-the-job training, and from field level projects with/for farmers. The projects will be implemented over a period of about 15 years, from 2012 to 2026. The projects will be implemented by the four ministries dealing with crop production, animal husbandry, fisheries, forestry and irrigation as C/Ps, and will involve not only the planning, implementation and M&E of projects related to each sector, but also the development of laws such as establishment laws and technical laws, which are the basis for resource mobilisation and project implementation.

This phased and comprehensive agricultural project with a long-term perspective, supported by development partners such as JICA, is important in South Sudan, where the government's financial situation continues to be serious, and therefore the opportunities for the government to implement its own projects are limited, affecting the experience and capacity of government officials.

Lesson 2: Importance of keeping C/Ps motivated

As already mentioned, C/Ps work and live in a very harsh environment, especially in a country like South Sudan. It is important to understand this environment and its impact on C/Ps, and to develop a system that enables C/Ps to engage in activities such as this project with less stress and more motivation. The development of the working environment and external training to acquire new knowledge and skills are examples of this.

Lesson 3: Importance of communication between C/P, JICA Expert Team, national staff employed by JICA

Expert Team and JICA overseas office

In this project, the C/P, JICA Expert Team, national staffs employed by JICA Expert Team and JICA South Sudan office have been meeting once a week to check the progress of the project. Preparatory groups including PWGs and DP Desks have been set up for each activity of the project and meetings have been held in each group. The JICA expert team and the JICA South Sudan office also worked closely together to facilitate external resource mobilisation, especially involving other development partners. Such collaboration was effective in establishing the CAMP and IDMP Working Group, organising the relevant meeting, formulating the case for the EU legal support project, and shaping and implementing the sub-project on DL response in collaboration with FAO.

Originally, these four parties have been working together since the first project in 2012, and this length of collaboration has naturally had an impact, but it is also important to be aware of the need to maintain and strengthen communication between the parties concerned.

Annexes

Annex 1: Project Design Matrix (PDM)

Annex 2: Flowchart

Annex 3: Dispatch of experts

Annex 4: Counterpart (C/P) list

Annex 5: Sub-project result

Annex 6: Procurement of materials and equipment (List of property lending)

Annex 1: Project Design Matrix Ver.0

Project Design Matrix (PDM)

Project Title: Project for Capacity Development for the CAMP/IDMP Implementation
 Executing Bodies: Authorities concerned of GRSS: Ministry of Agriculture and Food Security (MAFS), Ministry of Livestock and Fisheries (MLF), Ministry of Environment and Forestry, and Ministry of Water Resources and Irrigation (MWRI).
 Target Group: Government staff of Authorities concerned of GRSS as above mentioned as well as other governmental bodies concerned.
 Target Area: Juba
 Duration: Five (5) years (2017-2022)

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
<u>Overall Goal:</u> To ensure that the government has the capacity to deliver public services to achieve Food and Nutrition Security.			
<u>Project Purpose:</u> The capacity of the government staff for the agriculture production and productivity improvement is strengthened.			

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
<u>Outputs:</u> 1. Coordination and resource mobilization capacity required for the CAMP/IDMP implementation is strengthened.	1(a). 1(b). 1(c).		Counterpart personnel of the project continue to work in the same or related positions.
2. The environment to facilitate the CAMP/IDMP implementation is created/improved.	2(a). 2(b). 2(c). 2(d).		
3. Capacity of the relevant government staff to implement and manage the annual work plan is strengthened.	3(a). 3(b). 3(c). 3(d).		

<p><u>Activities:</u></p> <p>Activity-0</p> <p>[Review of the current situation]</p> <p>0-1. Conduct the baseline study on the current administration of the Ministries concerned.</p> <ul style="list-style-type: none"> - Identify the role and the scope of responsibility of each department of the Ministries concerned. - Identify the current ministries organizational capacity particularly in the areas of project identification, resource mobilization, planning and budgeting, designing of project implementation schemes, project implementation and budget execution, and monitoring and evaluation. <p>[Development of the plan]</p> <p>0-2. Identify gaps in the ministries organizational capacity and the areas of urgent needs for the capacity development to develop the capacity development plan based on the results of the baseline study and discussion.</p> <p>0-3. Revise the Project Design Matrix (PDM) and the Plan of Operation (PO) based on the results of the baseline study and discussion.</p> <p>Activity-1</p> <p>[Strengthening the mechanism for resource mobilization and coordination within the Ministries concerned]</p> <p>1-1. The mechanism and procedures for the coordination and resource mobilization within the Government are developed through the discussions among representatives of key Directorates of Ministries concerned and ICTT: coordination function, core members, the role and responsibility of each member, etc.</p> <p>1-2. The coordination and resource mobilization within the Ministries concerned are conducted by following the mechanism and procedures.</p> <p>1-3. The procedures are improved based on the review of the practices.</p> <p>[Strengthening the mechanism for aid coordination and resource mobilization with Development partners]</p> <p>1-4. The mechanism and procedures for the aid coordination and resource mobilization between the Government and DPs are developed through the discussions among stakeholders: coordination function, core members, the role and responsibility of each member, etc.</p> <p>1-5. The aid coordination and resource mobilization are conducted by following the mechanism and procedures.</p> <p>1-6. The procedures are improved based on the review of the practices.</p> <p>Activity-2</p> <p>[Development of Mid-term strategic plan based on CAMP/IDMP and its progress management]</p> <p>2-1. The necessary procedures, method and indicators for Strategic Plan (SP) for 5 years</p>	<p><u>Inputs:</u></p> <p>1. <u>South Sudan side:</u></p> <ul style="list-style-type: none"> (a) Counterpart personnel and administrative services from CAMP/IDMP ICTT and Ministries concerned (b) Project office space with necessary equipment (c) Local costs other than the equipment provided by JICA <p>2. <u>Japanese side:</u></p> <ul style="list-style-type: none"> (a) Dispatch of Experts: Chief advisor, Deputy Chief advisor, Coordinator and other experts in the areas necessary for the project activities: e.g. Administrative and Financial Management & Monitoring, Donor coordination, Monitoring & Evaluation, Peace building and Conflict mitigation, Legal system advisor, Agricultural Development, Value Chain/ Agricultural Finance, etc. (b) Trainings in Japan and in third countries, when deemed appropriate and necessary (c) Machinery and Equipment, when deemed appropriate and necessary for the project activities 	<p>1) Economic and fiscal situation does not deteriorate compared to the present.</p> <p>2) The peace process agreement does not collapse.</p> <hr/> <p><u>Preconditions:</u></p> <p>1) Security situation of South Sudan is recovered and stable.</p> <p>2) The peace process is not deteriorated but makes progress.</p>
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<p>as well as Annual Plan and AWPB based on CAMP/IDMP from its development to M&E are discussed and decided among the Ministries concerned.</p> <p>2-2. The SP based on CAMP/IDMP is developed in each Ministry concerned.</p> <p>2-3. In parallel with the progress of the annual plan, the monitoring of SP is conducted by following the procedures.</p> <p>2-4. The monitoring results are shared with the stakeholders (e.g. DPs) on a regular basis.</p> <p>[Preparation/improvement of strategy, manual and guidelines to facilitate CAMP/IDMP implementation]</p> <p>2-5. Based on the lessons learnt from pilot project implementation and other activities of the Project, laws, strategy, manuals or guidelines etc. to facilitate agriculture sector interventions and public service delivery are developed.</p> <p>Activity-3</p> <p>[Preparation of the annual plan based on the mid-term strategic plan and AWPB for each project]</p> <p>3-1. By following the procedures (output of Activity 2-1), the Annual Plan (AP) is developed based on the SP (output of Activity 2-2) in each Ministry concerned.</p> <p>3-2. Ministries concerned conduct the plan-do-check-action cycle: development of AP, review and evaluation of AP, development of the new AP and SP by reflecting the result of the review and evaluation.</p> <p>3-3. The Annual Work Plan and Budget (AWPB) for each project to be implemented for coming year are developed by the Ministries concerned, in collaboration with the State Ministries if necessary. The pilot projects implemented under the Project are also target of this AWPB development.</p> <p>[M&E of the project implementation]</p> <p>3-4. Implementation, reporting and monitoring of the projects are conducted by using the AWPB and other tools.</p> <p>3-5. The information and reports related to the project implementation and management are properly managed.</p> <p>3-6. Particularly the pilot projects under the Project are implemented and monitored in collaboration with the National and State Ministries.</p>		
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Annex 1: Project Design Matrix Ver.1

Project Design Matrix (PDM)

Project Title: Project for Capacity Development for the CAMP/IDMP Implementation
 Executing Bodies: Authorities concerned of GRSS: Ministry of Agriculture and Food Security (MAFS), Ministry of Livestock and Fisheries (MLF), Ministry of Environment and Forestry, and Ministry of Water Resources and Irrigation (MWRI).
 Target Group: Government staff of Authorities concerned of GRSS as above mentioned as well as other governmental bodies concerned.
 Target Area: Juba
 Duration: Four (4) years and four (4) months (September 2017-December 2021)

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
Overall Goal: The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened.	(1) The roles and responsibilities are defined in the bills of establishment acts. (2) Day-to-day activities of directorates and staff in the CAMP/IDMP implementing ministries for resource mobilisation, project formulation and implementation, and monitoring and evaluation are conducted based on the bills of establishment acts.	Government activity report	
Project Purpose: The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries.	(1) Communication with development partners, information sharing, consultation, and decision-making modalities for resource mobilisation, project formulation and implementation, and monitoring and evaluation are defined in the bills of establishment acts of the CAMP/IDMP implementing ministries. (2) The bills are understood by the directorates and staff, and are applied to formulation and implementation of selected projects.	Project report	

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
Outputs: 1. Mechanism of medium term planning for resource mobilisation required for CAMP/IDMP implementation is strengthened.	1-1. Medium term strategic plans for CAMP/IDMP implementation are developed in the CAMP/IDMP implementing ministries. 1-2. Three (3) projects are identified based on the resource mobilisation activities. 1-3. Guidelines for the development of medium term strategic plans are developed. 1-4. Four (4) training courses for medium term planning skills for resource mobilisation are conducted per year.	Project report	Counterpart personnel of the project continue to work in the same or related positions.
2. Mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened.	2-1. Guidelines for AWPB is developed. 2-2. Annual Work Plan and Budget (AWPB) for projects identified based on the resource mobilisation activities are developed. 2-3. One (1) sub-project is implemented based on AWPB. 2-4. Four (4) training courses for improvement of annual planning skills are conducted per year.	Project report	
3. Legal framework to facilitate the CAMP/IDMP implementation is improved.	3-1. Bills of the establishment acts for two of the CAMP/IDMP implementing ministries are drafted. 3-2. Four (4) prioritised pending bills of CAMP/IDMP implementing ministries are approved and enacted. 3-3. Two (2) prioritised new bills of CAMP/IDMP implementing ministries are drafted.	Project report	

<p>Activities:</p> <p>Activity-0 (Completed at the end of the Preparatory Phase; outputs of Activity 0 to be approved by JCC)</p> <p>[Review of the current situation]</p> <p>0-1. Conduct the baseline study on the current administration of the Ministries concerned.</p> <ul style="list-style-type: none"> - Identify the role and the scope of responsibility of each department of the Ministries concerned. - Identify the current ministries organisational capacity particularly in the areas of project identification, resource mobilisation, planning and budgeting, designing of project implementation schemes, project implementation and budget execution, and monitoring and evaluation. <p>[Development of the plan]</p> <p>0-2. Identify gaps in the ministries organisational capacity and the areas of urgent needs for the capacity development to develop the capacity development plan based on the results of the baseline study and discussion.</p> <p>0-3. Revise the Project Design Matrix (PDM) and the Plan of Operation (PO) based on the results of the baseline study and discussion.</p> <p>Activity-1</p> <p>[Development of the medium term strategic plans based on the CAMP/IDMP framework]</p> <p>1-1. Necessary procedures and methods for the formulation, implementation, monitoring and evaluation of the medium term strategic plans for CAMP/IDMP implementing ministries are discussed and determined by the ministries concerned.</p> <p>1-2. The medium term strategic plans for CAMP/IDMP implementation are developed in the CAMP/IDMP implementing ministries.</p> <p>1-3. Monitoring and evaluation of the medium term strategic plans are conducted and</p>	<p>Inputs:</p> <p>1. <u>South Sudan side:</u></p> <ul style="list-style-type: none"> (a) Counterpart personnel and administrative services from CAMP/IDMP ICTT and Ministries concerned (b) Project office space with necessary equipment (c) Local costs other than the equipment provided by JICA <p>2. <u>Japanese side:</u></p> <ul style="list-style-type: none"> (a) Dispatch of Experts: Chief advisor, Deputy Chief advisor, Coordinator and other experts in the areas necessary for the project activities: e.g. Administrative and Financial Management & Monitoring, Donor coordination, Monitoring & Evaluation, Peace building and Conflict mitigation, Legal system advisor, Agricultural/Livestock Development, Nursery Construction Management, Nursery Management, etc. (b) Trainings in Japan and in third countries, when deemed appropriate and necessary (c) Machinery and Equipment, when deemed appropriate and necessary for 	<p>1) Economic and fiscal situation does not deteriorate compared to the present.</p> <p>2) The peace process agreement does not collapse.</p> <p>Preconditions:</p> <p>1) Security situation of South Sudan is recovered and stable.</p> <p>2) The peace process is not deteriorated but makes progress.</p>
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<p>results are shared with relevant stakeholders in a regular basis.</p> <p>1-4. Necessary procedures and method for the formulation, implementation, monitoring and evaluation of the medium term strategic plans for CAMP/IDMP implementing ministries are improved and documented based on the review of the project activities.</p> <p>1-5. Planned off-the-job training for improving medium term planning capacity of concerned government staff are conducted in South Sudan and other neighbouring countries.</p> <p>[Strengthening the mechanism for coordination and resource mobilisation within and among the ministries concerned and with development partners]</p> <p>1-6. The mechanism and procedures for the coordination and resource mobilisation within the government are strengthened through discussions among key Directorates of CAMP/IDMP implementing ministries.</p> <p>1-7. The mechanism and procedures for the aid coordination and resource mobilisation between the government and development partners (DPs) are strengthened through the discussions among stakeholders.</p> <p>1-8. The coordination and resource mobilisation within the government and between government and DPs are conducted by following the mechanism and procedures.</p> <p>1-9. The mechanism and procedures for the aid coordination and resource mobilisation within the government and between the government and DPs are improved and documented based on the review of the project activities.</p> <p>Activity-2</p> <p>[Preparation, implementation and management of annual plan based on the medium term strategic plan and AWPB for each project]</p> <p>2-1. The necessary procedures and methods for the formulation, implementation, monitoring and evaluation of annual budget and Annual Work Plan and Budget (AWPB) are discussed and determined by the ministries concerned.</p> <p>2-2. AWPB for each project (including forest nursery sub-project) is developed based on the medium term strategic plans in the CAMP/IDMP implementing ministries.</p> <p>2-3. Forest nursery sub-project is implemented and monitored in collaboration with the National and State ministries, and information on progress is shared with the relevant stakeholders.</p> <p>2-4. AWPB for each project for coming year is developed by the ministries concerned, in collaboration with the State ministries.</p> <p>2-5. The necessary procedures and methods for the formulation, implementation, monitoring and evaluation of the Annual Plan and AWPB are improved and documented based on the review of the practices.</p> <p>2-6. Planned off-the-job training for improving annual planning capacity of concerned government staff are conducted in South Sudan and other neighbouring countries.</p> <p>Activity-3</p> <p>[Development of establishment acts]</p> <p>3-1. Necessary procedures and methods for drafting bills of establishment acts for two of the CAMP/IDMP implementing ministries for CAMP/IDMP implementation are discussed and determined by the ministry concerned.</p> <p>3-2. Bills of establishment acts for two of the CAMP/IDMP implementing ministries for CAMP/IDMP implementation are drafted.</p> <p>[Enactment of pending bills and drafting of new bills]</p> <p>3-3. Support activities for adoption of the selected pending bills of the CAMP/IDMP implementing ministries are planned and implemented.</p> <p>3-4. New bills of CAMP/IDMP implementing ministries are drafted.</p>	<p>the project activities</p>	
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Annex 1: Project Design Matrix Ver.2

Project Design Matrix (PDM)

Project Title: Project for Capacity Development for the CAMP/IDMP Implementation
 Executing Bodies: Authorities concerned of GRSS: Ministry of Agriculture and Food Security (MAFS), Ministry of Livestock and Fisheries (MLF), Ministry of Environment and Forestry, and Ministry of Water Resources and Irrigation (MWRI).
 Target Group: Government staff of Authorities concerned of GRSS as above mentioned as well as other governmental bodies concerned.
 Target Area: Juba
 Duration: Four (4) years and seven (7) months (September 2017-March 2022)

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
Overall Goal: The capacity of the government to deliver public services for agriculture production and productivity improvement is strengthened.	(1) The roles and responsibilities are defined in the bills of establishment acts. (2) Day-to-day activities of directorates and staff in the CAMP/IDMP implementing ministries for resource mobilisation, project formulation and implementation, and monitoring and evaluation are conducted based on the bills of establishment acts.	Government activity report	
Project Purpose: The capacity of government staff to implement CAMP/IDMP is strengthened in the CAMP/IDMP implementing ministries.	(1) Communication with development partners, information sharing, consultation, and decision-making modalities for resource mobilisation, project formulation and implementation, and monitoring and evaluation are defined in the bills of establishment acts of the CAMP/IDMP implementing ministries. (2) The bills are understood by the directorates and staff, and are applied to formulation and implementation of selected projects.	Project report	

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
Outputs: 1. Mechanism of medium term planning for resource mobilisation required for CAMP/IDMP implementation is strengthened.	1-1. Medium term strategic plans for CAMP/IDMP implementation are developed in the CAMP/IDMP implementing ministries. 1-2. Three (3) projects are identified based on the resource mobilisation activities. 1-3. Guidelines for the development of medium term strategic plans are developed. 1-4. Four (4) training courses for medium term planning skills for resource mobilisation are conducted per year.	Project report	Counterpart personnel of the project continue to work in the same or related positions.
2. Mechanism of the annual planning for effective implementation of the CAMP/IDMP is strengthened.	2-1. Guidelines for AWPB is developed. 2-2. Annual Work Plan and Budget (AWPB) for projects identified based on the resource mobilisation activities are developed. 2-3. One (1) sub-project is implemented based on AWPB. 2-4. Four (4) training courses for improvement of annual planning skills are conducted per year.	Project report	
3. Legal framework to facilitate the CAMP/IDMP implementation is improved.	3-1. Bills of the establishment acts for two of the CAMP/IDMP implementing ministries are drafted. 3-2. Four (4) prioritised pending bills of CAMP/IDMP implementing ministries are approved and enacted. 3-3. Two (2) prioritised new bills of CAMP/IDMP implementing ministries are drafted.	Project report	

<p>Activities:</p> <p>Activity-0 (Completed at the end of the Preparatory Phase; outputs of Activity 0 to be approved by JCC)</p> <p>[Review of the current situation]</p> <p>0-1. Conduct the baseline study on the current administration of the Ministries concerned.</p> <ul style="list-style-type: none"> - Identify the role and the scope of responsibility of each department of the Ministries concerned. - Identify the current ministries organisational capacity particularly in the areas of project identification, resource mobilisation, planning and budgeting, designing of project implementation schemes, project implementation and budget execution, and monitoring and evaluation. <p>[Development of the plan]</p> <p>0-2. Identify gaps in the ministries organisational capacity and the areas of urgent needs for the capacity development to develop the capacity development plan based on the results of the baseline study and discussion.</p> <p>0-3. Revise the Project Design Matrix (PDM) and the Plan of Operation (PO) based on the results of the baseline study and discussion.</p> <p>Activity-1</p> <p>[Development of the medium term strategic plans based on the CAMP/IDMP framework]</p> <p>1-1. Necessary procedures and methods for the formulation, implementation, monitoring and evaluation of the medium term strategic plans for CAMP/IDMP implementing ministries are discussed and determined by the ministries concerned.</p> <p>1-2. The medium term strategic plans for CAMP/IDMP implementation are developed in the CAMP/IDMP implementing ministries.</p> <p>1-3. Monitoring and evaluation of the medium term strategic plans are conducted and</p>	<p>Inputs:</p> <p>1. South Sudan side:</p> <ul style="list-style-type: none"> (a) Counterpart personnel and administrative services from CAMP/IDMP ICTT and Ministries concerned (b) Project office space with necessary equipment (c) Local costs other than the equipment provided by JICA <p>2. Japanese side:</p> <ul style="list-style-type: none"> (a) Dispatch of Experts: Chief advisor, Deputy Chief advisor, Coordinator and other experts in the areas necessary for the project activities: e.g. Administrative and Financial Management & Monitoring, Donor coordination, Monitoring & Evaluation, Peace building and Conflict mitigation, Legal system advisor, Agricultural/Livestock Development, Nursery Construction Management, Nursery Management, etc. (b) Trainings in Japan and in third countries, when deemed appropriate and necessary (c) Machinery and Equipment, when deemed appropriate and necessary for 	<p>1) Economic and fiscal situation does not deteriorate compared to the present.</p> <p>2) The peace process agreement does not collapse.</p> <p>Preconditions:</p> <p>1) Security situation of South Sudan is recovered and stable.</p> <p>2) The peace process is not deteriorated but makes progress.</p>
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<p>results are shared with relevant stakeholders in a regular basis.</p> <p>1-4. Necessary procedures and method for the formulation, implementation, monitoring and evaluation of the medium term strategic plans for CAMP/IDMP implementing ministries are improved and documented based on the review of the project activities.</p> <p>1-5. Planned off-the-job training for improving medium term planning capacity of concerned government staff are conducted in South Sudan and other neighbouring countries.</p> <p>[Strengthening the mechanism for coordination and resource mobilisation within and among the ministries concerned and with development partners]</p> <p>1-6. The mechanism and procedures for the coordination and resource mobilisation within the government are strengthened through discussions among key Directorates of CAMP/IDMP implementing ministries.</p> <p>1-7. The mechanism and procedures for the aid coordination and resource mobilisation between the government and development partners (DPs) are strengthened through the discussions among stakeholders.</p> <p>1-8. The coordination and resource mobilisation within the government and between government and DPs are conducted by following the mechanism and procedures.</p> <p>1-9. The mechanism and procedures for the aid coordination and resource mobilisation within the government and between the government and DPs are improved and documented based on the review of the project activities.</p> <p>Activity-2</p> <p>[Preparation, implementation and management of annual plan based on the medium term strategic plan and AWPB for each project]</p> <p>2-1. The necessary procedures and methods for the formulation, implementation, monitoring and evaluation of annual budget and Annual Work Plan and Budget (AWPB) are discussed and determined by the ministries concerned.</p> <p>2-2. AWPB for each project (including forest nursery sub-project) is developed based on the medium term strategic plans in the CAMP/IDMP implementing ministries.</p> <p>2-3. Forest nursery sub-project is implemented and monitored in collaboration with the National and State ministries, and information on progress is shared with the relevant stakeholders.</p> <p>2-4. AWPB for each project for coming year is developed by the ministries concerned, in collaboration with the State ministries.</p> <p>2-5. The necessary procedures and methods for the formulation, implementation, monitoring and evaluation of the Annual Plan and AWPB are improved and documented based on the review of the practices.</p> <p>2-6. Planned off-the-job training for improving annual planning capacity of concerned government staff are conducted in South Sudan and other neighbouring countries.</p> <p>Activity-3</p> <p>[Development of establishment acts]</p> <p>3-1. Necessary procedures and methods for drafting bills of establishment acts for two of the CAMP/IDMP implementing ministries for CAMP/IDMP implementation are discussed and determined by the ministry concerned.</p> <p>3-2. Bills of establishment acts for two of the CAMP/IDMP implementing ministries for CAMP/IDMP implementation are drafted.</p> <p>[Enactment of pending bills and drafting of new bills]</p> <p>3-3. Support activities for adoption of the selected pending bills of the CAMP/IDMP implementing ministries are planned and implemented.</p> <p>3-4. New bills of CAMP/IDMP implementing ministries are drafted.</p>	<p>the project activities</p>	
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Annex 3: Dispatch of experts

【1st Phase】

Assignment Schedule for JICA Experts (Plan and actual)




Project Name: Project for Capacity Development for the CAMP/IDMP Implementation (1st Phase)

1. 【Assignment in South Sudan】 (August 2017–December 2018)

Expert	Grade	Number of travel	1st Phase												Total days	Total M/M				
			2017年					2018年												
			8	9	10	11	12	1	2	3	4	5	6	7			8	9	10	11
Toshifumi Serizawa (Team Leader/Public Financial Management)	Plan	4		18					25				25			25			93	3.10
	Actual	4		9/11-9/28					3/5-3/29				6/27-7/21			10/14-11/7			93	3.10
Shigenobu Handa (Deputy Team Leader/ Public Financial Management2)	Plan	5		46			19		30				19			30			144	4.80
	Actual	5		8/22-10/6		11/24-12/12			3/7-4/5				6/27-7/15			10/14-11/12			144	4.80
Mitsuhiro Kato (Donor Coordination)	Plan	4		46					32				33			30			141	4.70
	Actual	4		8/22-10/6					3/5-4/5				6/19-7/21			10/14-11/12			141	4.70
Misa Abiko (Monitoring/Evaluation/ Administrative Coordination)	Plan	2											30			30			60	2.00
	Actual	2											6/19-7/18			10/14-11/12			60	2.00
																	Total in South Sudan	Plan	438	14.60
																	Total in South Sudan	Actual	438	14.60

2. 【Assignment in Japan】 (August 2017–December 2018)

Toshifumi Serizawa (Team Leader/Public Financial Management)	Plan																(10日)		10	0.50
	Actual																10/1-10/5, 10/9-10/12	11/15	10	0.50
Shigenobu Handa (Deputy Team Leader/ Public Financial Management 2)	Plan																(10日)		10	0.50
	Actual																10/1-10/5, 10/9-10/10	11/14-11/16	10	0.50
																	Total in Japan	Plan	20	1.00
																	Total in Japan	Actual	20	1.00
																	Grand Total	Plan	458	15.60
																	Grand Total	Actual	458	15.60

Legend:  Actual Assignment  Planned assignment  Assignment by in-house expenses

Annex 4: Counterpart (C/P) list

Name	Role in the Project	Position	Ministry/Department
Dr John O. Kanisio	Project Director/ Chairperson of Joint Coordinating Committee (JCC)	Undersecretary	MAFS
Mathew Gordon Udo	Member of JCC	Undersecretary	MAFS
Makuei Malual Kaang	Deputy Project Director/ Co-chair of JCC	Undersecretary	MLF
Jaden Tongun Emilio	Member of JCC	Undersecretary	MEF
Joseph Africano Bartel	Member of JCC	Undersecretary	MEF
Emmanuel Ladu Parmenas	Member of JCC	Undersecretary	MWRI
John Obita Pangech	Member of JCC/ Quality Control Member of ICTT	Acting Director General	Directorate of Planning and Agricultural Economics/MAFS
Augustino Atilio	Member of JCC/ Quality Control Member of ICTT	Director General	Directorate of Planning, Statistics and Documentation/MLF
Timothy Thwol Onak	Member of JCC	Director General	Directorate of Forestry/MEF
David Batali	Member of JCC	Director General	Directorate of Environmental Planning and Sustainable Development/MEF
Mr. Andrew Yunda Stephen	Member of JCC	Acting Director General	Directorate of Planning and Programmes/MWRI
Joseph Akim Gordon	Project Manager/ Leader of Project Working Group (PWG) Member of ICTT	Director	Directorate of Extension/MAFS
Makwac Ador Deng	Deputy Project Manager/ Deputy Leader of PWG Member of ICTT	Director	Directorate of Irrigation and Drainage/MRWI
Mikaya Gamunde Nasona	Member of PWG	Director	Directorate of Planning and Agricultural Economics/MAFS
Neimat Taban Yonama	Member of PWG	Senior Inspector	Directorate of Planning, Statistics and Documentation/MLF
Samson Bringi Francis	Member/ Procurement Officer	Acting Deputy Director	Directorate of Animal Production and Range Management/MLF
Angelo Okeny Langalanga	Member of PWG	Director	Directorate of Forestry, Department of Planning and Training/MEF
Noel Bangaza Cleopas Aniongo	Member of PWG Member of ICTT	Deputy Director	Directorate of Forestry, Department of

			Afforestation and Natural Forest/MEF
Philip John Akol	Member of PWG	Assistant Inspector	Directorate of Water Resources Management/MWRI
Robert Peter Zakoyo	Member of PWG	Senior Inspector,	Directorate of Hydrology and Survey/MWRI
Peter Mazedi	Member of DP Desk	Senior Inspector	Directorate of Planning and agricultural Economics/MAFS
Angelo Joseph Lemor	Member of DP Desk	Senior Inspector	Directorate of Planning and agricultural Economics/MAFS
Marc Wani	Member of DP Desk	Senior Extensionist /Extension Officer	Directorate of Extension and Pastoralist Development/MLF
Noel Lomude	Member of DP Desk	Acting Director General for Investment	Directorate of Investment, Marketing and Supplies/MLF
Bullen Baggu Kenyi	Member of DP Desk	Director for Agroforestry and Afforestation	Directorate of Forestry/MEF
Rosina Obade	Member of DP Desk	Inspector	Directorate of Forestry/MEF
Joseph Kulang Akech	Member of DP Desk	Director of Environmental Impact Assessment	Directorate of Environmental Planning and Sustainable Development/MEF
Winnie Richard Roman	Member of DP Desk	Deputy Director of multilateral environmental agreements and partnerships	Directorate of Environmental Planning and Sustainable Development/MEF
Alberto Kandido	Member of DP Desk	Senior Inspector for Planning	Directorate of Planning and Programmes/MWRI
Hellen Achia	Member of DP Desk	Inspector for M&E	Directorate of Planning and Programmes/MWRI

Annex 5: Sub-projects results

Name of sub-project	Central Equatoria State Forestry Nursery Improvement Subproject in Juba under the Project for Capacity Development for the CAMP/IDMP Implementation (State Nursery Subproject)
Background	The Central Equatoria State Forest Nursery is the center of the production and provision of the tree seedlings and nursery trees of fruits in Juba. The nursery's production capacity is constrained by the deteriorating nursery facilities and inappropriate technical know-how regarding vegetative propagation, germination techniques, pest and disease control, soil media preparation, overall nursery management, and marketing. In order to address these constraining issues, the subproject was formulated to enhance production productivity, management skills, and marketing activities. Prior to the implementation of the construction works and nursery management training basic design and detailed design of the subproject were conducted in 2016 and 2017, and 2019, respectively.
Purpose	(1) To improve physical production infrastructure of Central Equatoria State Forestry Nursery in Juba (2) To improve nursery management and technical skills for introduction commercial operation of the nursery to meet market demand for seedlings and nursery trees
Implementing organizations	<i>Implementation:</i> Ministry of Agriculture, Environment and Forestry, Government of Central Equatoria State <i>Supervision:</i> CAMP and IDMP implementing national ministries
Duration of the activities	From 2016 (basic design), 2019 (detailed design) to 2022 (completion of the nursery construction and training)
Target areas and beneficiaries	<i>Subproject location:</i> Central Equatoria State Forestry Nursery in Juba, South Sudan <i>Direct beneficiaries:</i> Nursery officials and workers under the Directorate of Forestry, Ministry of Agriculture, Environment and Forestry, Government of Central Equatoria State <i>Indirect beneficiaries:</i> Citizens including farmers participating seedling and nursery tree market in and around Juba, South Sudan
Activities and achievements	Component 1: Forest nursery facilities construction Achievements: Forest nursery facilities are upgraded and constructed Component 2: Improvement of commercial forestry nursery management Achievement: Training sessions implemented and improved commercial nursery operations Component 3: Technical support and management services by consultants

	Outputs: Nursery construction supervision and training services were provided by consultants
Cost for the activity implementation	Sub-contract for the construction: 282,521 USD Any other costs: 32,622 USD Total cost: 315,143 USD Approximate cost provided by the national and State governments: National government contribution: USD 85 (In-kind) State government contribution: USD 3,232 (In-kind)

Name of sub-project	Subproject for Desert Locust (DL) Response to Mitigate Impacts on Food Security and Livelihoods in the South Sudan under the Project for Capacity Development for the CAMP/IDMP Implementation (DL subproject)
Background	Due to extreme weather events such as heavy rains over a wide area since October 2019, damage from the DL invasion in South Sudan and its neighbours in Eastern Africa has been the severest in the last 25 years. The damage in South Sudan started in February 2020, affecting Eastern Equatoria State, Central Equatoria State, and Jonglei State the most severely. Fortunately, no major outbreaks of DL occurred in 2021, but it was important to ensure that local communities were alerted to the possibility of another invasion and were prepared to take the necessary measures quickly once an attack occurred. Activities to control the DL and other pests were one of the priority concept notes selected by the MAFS. In addition to contributing to the achievement of the project's objectives in terms of mobilising resources for CAMP and IDMP implementation (realization of donor coordination) and accumulating concrete know-how on public project planning and implementation (implementation as a pilot project), this sub-project has also brought concrete benefits to the community.
Purpose	The project is designed to achieve two main objectives as follows: <ol style="list-style-type: none"> 1) Safeguard livelihoods and enhance early recovery of vulnerable and food-insecure farming, agro pastoral and pastoral households severely affected by the impact of DL in Eastern Equatoria State. 2) Strengthen the capacity of government and community members in carrying out surveillance, monitoring and control operations to DL, Fall Army Worm (FAW), other pests and diseases
Implementing organizations	For Objective 1: A qualified agency sub-contracted by the JICA South Sudan Office- Support for Peace and Education Development Programme (SPEDP) For Objective 2: JICA expert team (including a special coordinator) and Directorate of Plant Protection and Directorate of National Agricultural Projects of MAFS, Ministry of Agriculture of Eastern Equatoria State, and Magwi County

	Agricultural Departments
Duration of the activities	From June 2021 to February 2022 (9 months including preparation stage)
Target areas and beneficiaries	For Objective 1: Small-scale farmers in six Payams (31 Bomas) in Magwi County (About 10,000 households) For Objective 2: Existing DL Control Officers and New DL Control Officers who have not trained yet, and dwellers at the target area
Activities and achievements	For Objective 1: Activity 1-1: Provision of farming re-engagement packages to mitigate the negative impact of DL on the livelihoods and food security of farmers Achievements: The packages could be distributed to 13,500 households. Activity 1-2: Provision of technical information and guidance on the usage of the packages (e.g. orientation seminar of cultivation) to the target groups Achievements: Around 1,800 beneficiaries could be trained at demo farms in 6 Payams of Magwi County Activity 1-3: M&E of the overall distribution process and initial impact assessment of the package support Achievements: Post Planting Assessment for second planting season and Post Distribution Monitoring for dry season were done by the survey team For Objective 2: Activity 2-1: Enhancement of DL surveillance and monitoring system Achievements: 20 members of DL Surveillance and Control (DLSC) Team were trained and enhanced for their capacity of surveillance and monitoring for DL and other pests and diseases. Activity 2-2: Preparation of DL control operation Achievements: 20 members of DLSC team were trained and enhanced for their capacity of control for DL and other pests and diseases. Activity 2-3: Impact assessment for past DL control operation Achievements: Current impact of previous DL invasion, FAW and other pests and disease on livelihoods of farming communities was assessed.
Cost for the activity implementation	Sub-contract to SPEDEP: 153,287 USD Airfare for field trips for the survey team: 6,505_USD Any other costs: 48,689 USD Total cost: 208,481 USD

