



International
Labour
Organization

Final Evaluation Report

Capacity Building Institutional and Human Resources Development in South Sudan- Phase II

Sajith de Mel

-CONFIDENTIAL-

Final Evaluation Report

Capacity Building Institutional and Human Resources Development

Phase II

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September 2010

Capacity Building Institutional and Human Resource Development project Phase II was implemented across Yambio, Bor, Torit, Aweil & Bentiu in South Sudan effective from 1st May 2009 to 30 September 2010 concentrating on five broad components namely; Furnishing labour offices with the needed infrastructure, training of labour officers on labour administration, Setting-up of Employment Services Centres, Policy development and support in tripartism & Vocational training policy implementation. This report on the 'Final Evaluation of the Capacity Building Institutional and Human Resources Development Phase II assesses the effectiveness & efficiency in which the objectives & outputs specified at the outset has been attained.

SUMMARY OF PROJECT EVALUATION

Project Title: Capacity Building Institutional and Human Resources Development (CABIHRD) - Phase II				
Project No: SUD/07/01M/SUD/23		Timing: September 2010		Prepared by: Sajith de Mel
		Type: Final		Date of Report: September, 2010
Executing Agency: International Labour Organisation	Donor: MDTF	Budget: (US\$) 794,390	Phase II: Starting Date 1 st May 2009 (Ad.No.3)	Phase II: End date 30 th Sep 2010 (Ad.No.5)
Country: Sudan	Lead office: SRO Cairo	Collaborating ILO units/Offices: ILO/CRISIS, EMP/SKILLS		

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Abbreviations

CABIHRD	Capacity Building Institutional and Human Resources Development
CDWG	Curriculum Development Working Group (CDWG)
Comprehensive Peace Agreement	
ES	Employment Services
ES	Employment Services
ESC	Employment Service Centre
GoNU	Government of National Unity
GOSS	Government of South Sudan
ILO	International Labour Office
ISCO	International Standard Classification
IT	Information Technology
JAM	Joint Assessment Mission
LMI	Labour market information
LO	Labour Offices
MDTF	Multi Donor Trust Fund
MoA	Memorandum of Agreement
MoLPSHRD	Ministry of Labour Public Services Human Resource Development
NCPA	Nairobi Comprehensive Peace Agreement
NGO	Non Governmental Organisation
PES	Public Employment Services
SRO	Sub-Regional Office
SSVTP	South Sudan Vocational Training Policy
TNA	Training Needs Assessment
TOT	Training of Trainers
UN	United Nations
VT	Vocational Training
VTC	Vocational Training Centres

Acknowledgement

A special thanks to Mr Luca Azzoni, Senior Skills and Employability Specialist, ILO Sub Regional Office for North Africa for entrusting me with this interesting piece of work in executing the final evaluation on the overall CABIHRD II project and for placing his confidence on my analytical skills in this regard. This evaluation would not have been possible if not for the support & corporation of a large number of project stakeholders who assisted with their unbiased information. Without their corporation, this task would not have been accomplished in such a short period of time.

Executive summary

This report on the Final Evaluation on Capacity Building Institutional and Human Resources Development project phase II assesses the degree to which the project realised the objectives and outputs identified at the outset. Project implementation success is examined at an overall macro level and as well cuts across the specified individual components (Furnishing, power supply and transport equipment, Training of labour officers on labour administration, Set-up of Employment Services Centres, Policy development and support in tripartism, Vocational training policy implementation) at a micro level. A pragmatic approach has been espoused in executing the final evaluation and thus the conclusions, findings and recommendations are founded on verified quantitative and qualitative analytical methods deployed.

Despite the risks and the uncertain environment under which the project operated, a clear direction was provided by discovering an overall development objective that under no circumstances wavered throughout the entire project time span giving the project a valid design. The design identified two immediate objectives perfectly aligned to the overall developmental objective. A steady platform was provided by these immediate objectives for the five labour components. Each component precisely identified its expected outputs that were specific and measurable, linked tightly to immediate objectives. Each operational component proved relevant and was strategically linked to the other creating a wonderful mosaic.

The network offering Employment Services were expanded to five other States under the component on Employment Services. Labour officers are abundantly equipped in executing Employment Services in these States with the comprehensive training package catered. Absence of technical guidance on a long-term basis by an expert operating in the field, quality of skills and the lethargic attitude of the labour officers and the market disorientation discussed in-depth in the body of the report are materials for concern and in no doubt obstruct the path for an efficient and an effective system of Employment Services at the State level. A strong career advisory unit and a centralised labour market information unit are suggested for a vibrant Employment Services system.

A remarkable success was accomplished by the VT policy implementation component up to the stage of formulating the VT policy and the development of the strategic implementation plan and the action plan. Except for curriculum development in six identified vocational areas and the mapping of VT centres, much remains to be accomplished. Policy implementation fell short of the anticipated pace due to an assortment of competing reasons. Absence of an expert on VT on a long term basis in supporting the implementation process, failure of the VT policy implementation unit to transfer itself to a Directorate, blurred clarification of ministerial mandates, a dysfunctional curriculum development working group discussed in-depth in the report resulted in derailing the VT policy implementation.

Training executed on General Labour Administration under the labour administration component upgraded the labour officers to a position of undertaking labour administration functions such as inspections and dispute resolution in an efficient and an effective manner. Creating external linkages, undertaking research on labour

administration and forming a pool of experts are areas for expansion identified and discussed in-depth in the body of the report.

The workshop organized on Social Dialogue and Consensus-Building Skills under the policy development and support tripartism is expected to contribute to the creation of a culture and momentum of dialogue among employers, workers and governments, by exposing participants to social dialogue processes with a focus on consensus-building skills. This will facilitate the stakeholders to analyse different modalities of social dialogue, refer to key international labour standards as tools for promoting social dialogue, develop guidelines on how to promote and strengthen social dialogue, share experiences and views on social dialogue in the participating countries, demonstrate improved skills in creating consensus, in negotiating with a needs-based approach and in order to achieve mutual gains outcomes. Evaluator is refrained from making a comment on this component as the implementation of the same was undertaken towards the end of the project period.

Most labour offices lacked basic infrastructure at the outset of the project. Hence it was seen crucial in furnishing these labour offices to a habitable working condition. Component on ‘furnishing labour offices’ filled this much needed vacuum. Labour offices were supplied with the needed furniture and IT equipment. In addition, transport being a major obstacle in South Sudan was addressed by providing the needed vehicles and motor cycles thus proving the relevance of this component of the project.

1. Background of the project and its logic

Sudan is a country in north-eastern Africa bordered by Egypt to the north, the Red Sea to the northeast, Eritrea and Ethiopia to the east, Kenya and Uganda to the southeast, Congo and the Central African Republic to the southwest, Chad to the west and Libya to the northwest. With the signing of the treaty between the government of Britain and Egypt in 1956, dawn was Sudan's independence. Since then tensions between the North and the South were a common drama. British policy of divide and rule led to the first Sudanese Civil War (1955-1972). The Addis Ababa Agreement in 1972 brought a cessation in the conflict, which led to a ten year hiatus. Second Sudanese Civil War reignited in 1983 with the decision to abrogate the agreement. This continued for twenty years until peace was consolidated with the signing of the Nairobi Comprehensive Peace Agreement (NCPA) in 2005, granting Southern Sudan autonomy for six years to be followed by a referendum about independence. The Comprehensive Peace Agreement (CPA), which brought an end to Africa's longest running civil war, created a new political structure with the Government of National Unity (GoNU) and the GOSS. As stated in the CPA, Sudan follows the model of one country two systems. This model provides major opportunities to implement peace through development in a decentralized environment.

1.1 Design: CABIHRD labour component

The overall CABIHRD project design includes interventions in four key GoSS ministries. They include the Ministry of Labour-Public Service-HRD, Ministry of Cabinet Affairs, Ministry of Information & Broadcasting, Ministry of Telecommunications & Postal Services and the South Sudan Civil Service Commission. The overall CABIHRD project objective is to enhance the efficiency of public service institutions (including communications and information systems), systems, personnel and the efficient regulation of the labour market and developing capacity for vocational training. The Joint Assessment Mission (JAM) which is the overall framework for implementing the CPA highlighted the need for a sound institutional framework, adequate organisational and human capacity to recovery, reconstruction and ultimate poverty reduction for the people of South Sudan. In this context, the institutional, organisational and human capacity were seen necessary for the delivery of peace dividends, improved access to basic services, improved and equitable growth and sustainable development.

Capacity Building Institutional and Human Resource Development (CABIHRD) project-labour component by the Ministry of Labour Public Services and Human Resource Development (MoLPSHRD) can be seen as addressing the above issues. The project focused on some core areas of government and states capacity development to be delivered by (i) supporting the development and/or strengthening of institutions and systems (ii) refurbishing offices and facilities or investing in new infrastructure where required (iii) providing ad hoc training. As capacities were eroded by the longest running war in Africa, the situation of the MoLPSHRD and the Labour Offices (LO) at State level in Southern Sudan was no different. The International Labour Organisations (ILO) role in this regard was to provide a package of services within the CABIHRD project I in order to enhance the capacity of the MoLPSHRD and the LO's in Juba, Wau and Malakal in Southern Sudan. The Memorandum of Agreement adopted by ILO and

the Government of Southern Sudan (GOSS) on June 15, 2007 defined the areas of ILO technical cooperation interventions. Under this, ILO provided technical assistance for the following components¹:

Component 1: Review of labour Act and regulations

Component 2: Capacity building in labour administration & re-activation of labour offices

Component 3: Emergence Employment Services

Component 4: Selected vocational training programs

By end April 2009, the ILO will finalised the implementation of the Labour component of the CABIHRD I. On the basis of the lessons learnt during the implementation of phase I, the MoLPSHRD and the ILO proposed to extend CABIHRD Labour component implementation over the initial objectives stated in the FPP by scaling up the same activities in more States of Southern Sudan as well as continuing the capacity building process in the component that have been successfully completed by the ILO. With the availability of the resources from the MDTF, the ILO signed an Addendum No. 3 to the existing MoA and started implementing the new project for a period of 12 months. It was decided at the outset that the Directorate of Labour, with the technical support of the ILO will not expand project activities to new technical areas, but continue enhancing capacities of labour officers in other States as well as disseminating the labour law and launching the implementation of the Vocational Training policy for enhancing skills of Southern Sudanese men and women for engaging them in the reconstruction effort. Following components were addressed under CABIHRD II.

Component 1: Furnishing, power supply and transport equipment

Component 2: Training of labour officers on labour administration

Component 3: Set-up of Employment Services Centres

Component 4: Policy development and support in tripartism

Component 5: Vocational training policy implementation

1.2 Project objectives

Overall development objective of CABIHRD-labour component

- Enhance the capacities of Labour officers of State and GoSS level for supporting labour-related issues in post-conflict Southern Sudan

Immediate Objectives of CABIHRD-labour component

- To develop and strengthen individual capacity of labour officers in delivering services to the people of Southern Sudan.
- To contribute to creating an enabling socio-economic environment for sustainable employment opportunities and enhancing the employability of the

¹ Please refer, International Labour Organization, Proposed ILO interventions for CABIHRD I project document, dated 27th July 2006

Southern Sudanese population in accordance with the CPA's goals and the Joint Assessment Mission [JAM] proposals, in particular cluster 1 and 7

1.3 Chronology of CABIHRD-labour component

Period	Activity
2005 January	Signing of the Comprehensive Peace Agreement
2005 December	GOSS formally established in Juba
2006 July	ILO submits a draft proposal for CABIHRD I to MoLPSHRD
2007 June	Memorandum of Agreement adopted by ILO and the Government of Southern Sudan
2007 -2008 Dec	Operation of CABIHRD I
2009 Feb	Extension of CABIHRD I (Addendum 1)
2009 April	Extension of CABIHRD I (Addendum 2)
2009 June	Signing of CABIHRD II (Addendum 3)
Apr09' -April 10'	Operation of CABIHRD II
Apr-July 2010	Extension of CABIHRD II
2010 September	End of CABIHRD II

1.4 Geographical coverage

Map 1: Labour offices assisted under CABIHRD

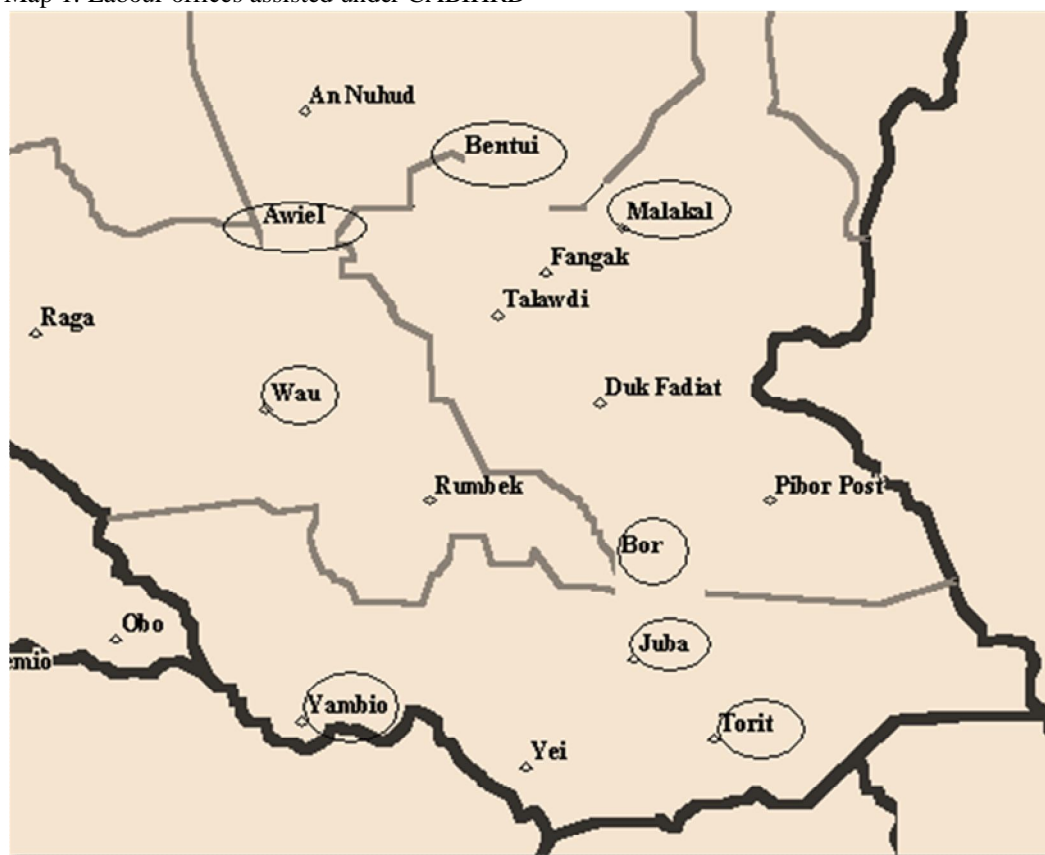


Table 1: Labour offices assisted under CABIHRD I & II

CABIHRD I	Juba
	Wau
	Malakal
CABIHRD II	Yambio
	Bor
	Torit
	Bentiu
	Aweil

2. Purpose & scope of evaluation

ILO continues to be the implementing partner of the MoLPSHRD on the basis of the Memorandum of Agreement (MoA) for CABIHRD II. With the cessation of the project period, ILO intends to evaluate the success in the implementation of the specified project components spelled out in the CABIHRD II project document. Therefore the evaluation assesses CABIHRD II in a comprehensive, systematic and in an objective manner in terms of relevance, effectiveness, efficiency and impact. The evaluation assesses the relevance of the project objectives and identifies the extent to which the project achieved its planned objectives and outputs specified under each component and at an overall level.

This evaluation is commissioned by ILO. Evaluation concentrates on CABIHRD project II. As such the study covers the period from 1st May 2009 to 30th September 2010². CABIHRD II identifies in total five project components. For reader's convenience these components are reproduced below:

- Component 1: Furnishing, power supply and transport equipment
- Component 2: Training of labour officers on labour administration
- Component 3: Set-up of Employment Services Centres
- Component 4: Policy development and support in tripartism
- Component 5: Vocational training policy implementation

Each component has a clear set of outputs to be delivered at the completion of the lifetime of the project. A logical analysis is made as to whether the outputs specified under each component have been realized during the project period. The table below presents the components of CABIHRD II together with its related outputs and the performance indicators.

² Refer addendum 3, 4, 5 for the total project period

Table 2: CABIHRD II framework

Program component	Expected Outputs	Performance Indicators
Furnishing of 4 Labour Offices	4 Labour office furnished 4 Labour offices reactivated	Output indicator Number of labour offices furnished
Procurement of 4 Station wagon motor vehicles and 5 motorcycles	Station wagon motor vehicles procured Motor cycles for labour officers procured in the four offices	Output indicator Number of motor vehicles procured and received by the LO Number of motorcycles procured and received by the LO Outcome indicator Enhanced performance of labour officers
Training of 5 labour offices on labour administration	Labour officers of 5 labour offices trained in Labour administration	number of labour officers trained
Set up Employment Service Centres in 5 labour offices	Employment Service Centres set up at 5 labour offices	Output indicators Number of job seekers Registered Outcome indicator # employers using the Employment Services #Job seekers getting jobs through the centres
Policy Development And Support Tripartism	Establishment of Workers organizations started Labour Act disseminated throughout Southern Sudan	Output Indicator Frequency of support to Tripartism Outcome Indicator Number of labour officers practicing standard international labour instruments
Vocational Training Policy Implementation	Staffs of the VTCs and Directorate of Labour and Industrial Relations of MoLPSHRD have enhanced capacities in managing daily functions and performance of VT provision in Southern Sudan.	Output indicator Number of dissemination workshops conducted Outcome Indicator Frequency of use of the policy

3. Methodology

A pragmatic approach has been adopted for the evaluation based on both quantitative and qualitative methods. The following data sources and data collection methods were used in executing the evaluation.

1. A comprehensive analysis of various sources of information including desk review of survey data and project files, the project document, technical papers, manual copies of email correspondence filed, work plans, progress reports.
2. Interviews with project major counterparts such as the government counterparts, technical advisors responsible for project components, beneficiaries, trainers for components', partner agencies, project management and staff.
3. In executing the evaluations on the effectiveness of the training sessions on a questionnaire was administered to the trainees in gauging their evaluation of the training sessions.

Following is a detailed review of the methods and personal interviewed in extracting information for the evaluation.

Interviews

1. Ms Jackcilia Sratiera, (Minister for Labour–Yambio)
2. Ms Rachael Nyadak Paul, (Minister for Labour–Bor)
3. Mr Aban Makol, (Minister for Labour–Malakal)
4. Mr Joseph Arop Malual, (Minister for Labour-Bentiu)

5. Mr Edward Pacifico, (Director of Labour –Wau)
6. Peter Omol Bol, (Director of labour –Malakal)
7. Mr Johnson Simon Lul, (Director of Labour –Bor)
8. Mr Okony Bol Yamon (Director General of Labour-Bentiu)

9. Rev Martin Maker (Director VTC-Wau)
10. Mr Ohide T. Kullo (Director MTC-Juba)
11. Mr Abdelrahman Ahmed,(Director VTC-Malakal)

12. Mr. Sanjeev Ahluwalia (Senior public sector specialist, World Bank)
13. Mr James Tipo Akol Ajawin (Director General, CABIHRD, MoLPSHRD)
14. Ms Hellen Aciro (Director General of Labour, MoLPSHRD)
15. Mr Job Wani (National co-ordinator, ILO, South Sudan)
16. Mr Stephen Takunya (Monitoring and evaluation specialist, CABIHRD)
17. Ms Sunday Morris Andrea (A/Inspector for VTC)
18. Mr Nyengwi Livio (VT Policy Implementation Unit)
19. Mr Amitava, Chaudhuri (Chief Technical Advisor, UNIDO)
20. Interviews made on selected samples of officers from the new labour offices.

E-mail correspondence with

21. Mr. Sammy Nyambi (Labour law and administration specialist)
22. Mr. Harun K Mwaura (labour administration specialist)
23. Dr Nick Waterman (Vocational training specialist)

Documents reviewed

1. South Sudan Vocational Training Policy
2. Background Analytical SSVTP
3. Implementation Strategy
4. Action plan-VT policy implementation
5. Work plan for MoLPSHRD for VT policy implementation
6. SPROUT project document
7. Report on a Labour Administration Course for State Labour Officers of Southern Sudan held in Juba
8. Progress reports of ILO
9. Box files maintained with ILO office in South Sudan on:
 - a. Employment Services
 - b. Labour administration
 - c. Vocational training
 - d. Procurement
10. Report on negotiation and consensus building skills training package for social dialog
11. Report on Employment Services in Southern Sudan
12. CABIHRD implementing agency compliance monitoring report

4. Presentation of findings at an overall project level (CABIHRD II-labour component)

4.1 Relevance and strategic fit

The unanimous resolution by the project partners to take on and implement phase II of the CABIHRD project explicates its relevance under the local prevailing conditions. Most labour offices lacked basic infrastructure at the outset of the project. It was crucial in bringing these labour offices into habitable working conditions. Component on 'furnishing labour offices' filled this much needed vacuum. Labour offices were supplied with furniture and IT equipment. The transportation problem faced by these labour offices was solved by providing each labour office them with a vehicle and a motor cycle.

Component on the 'training of the labour officers on labour administration' proved extremely relevant and timely. Labour officers lacked adequate knowledge on labour administration much needed in executing their functions such as labour inspections and dispute resolution. Last time the officers underwent training on labour administration was prior to the breaking of the war. Therefore the junior officers had to rely on the knowledge and the guidance of their seniors in executing their labour administration functions. Knowledge gained through these means were ad-hoc and unsystematic. Many Labour officers often lacked adequate knowledge on the sections of the 1997 labour law. As such this component proves relevant considering the state of the labour offices executing their daily function on labour administration.

Employment Services build the essential link between jobseekers and employment opportunities. These services become even more crucial in times of post-crisis recovery as in the case of Southern Sudan. Prolonged periods of conflict disrupted the built-in mechanisms and practices for matching labour demand and labour supply. Labour offices became mere registration houses with the disappearing of the Employment Services unit which functioned efficiently prior to war. Therefore the training of the labour officers on Employment Services and the setting up of an Employment Services network enabled in resuscitating the placement services in South Sudan. Employment Services are to play a major role with the rebuilding of economy irrespective of the outcome of the referendum. Hence this component on setting up an efficient network of Employment Services is seen most relevant.

Currently much is discussed of the lack of employable skills among the South Sudanese. In such an environment the employers are inclined in importing skilled foreign labour. This resulted in many job opportunities accessible for the Sudanese disappearing into the hands of their neighbours. The vocational training policy implementation component is an initial measure in re-skilling the Sudanese. This focuses on building the capacities of the MoLPSHRD and the VTC's in conducting vocational training. A clear policy and a workable strategy on VT were much needed for the war ravaged country. This is precisely addressed under this component. As such the component on vocational training policy implementation is seen most relevant under CABIHRD II.

Social dialogue is to promote consensus-building and democratic involvement of the main stakeholders in the world of work. Successful social dialogue structures and processes have the potential to resolve important economic and social issues, encourage good governance and boost economic progress. The extent of social dialogue has a direct impact on the climate of social peace and stability. The component on policy development and to support tripartism tries to create a workable relationship between the workers and employers in post-crisis South Sudan.

Basic operational platform for the technical components was provided by the component on ‘furnishing of labour offices’ through furnishing a workable environment for the labour officers. Labour officers were trained on labour administration under the component on ‘the training of labour officers on labour administration’ enabling them in commissioning their labour administrative functions. The component on Employment Services facilitates labour officers in matching jobseekers to employer vacancies. Labour market information (LMI) gained by the labour officer through their active engagement on labour administration and Employment Services is ultimately passed on to the hands of the VT providers thus enabling the training institutions to fine tune their course curricular in line with the employer aspirations and skills requirements. The component on policy development and to support tripartism permits a workable relationship between workers and employers in post-crisis South Sudan. As such the diverse components of CABIHRD II form a perfect strategic fit.

4.2 Validity of design

Despite the risks and the uncertain environment under which the project operated, a clear guidance was provided by identifying an overall development objective for the project that never wavered during the whole time span of the project period. (Enhance the capacities of Labour officers and State and GoSS level for supporting labour-related issues in post-conflict Southern Sudan). This acted as the guiding light and the direction for the overall project. Based on the identified overall development objective, two immediate objectives to be pursued were identified. One was to develop and strengthen individual capacity of labour officers in delivering services to the people of Southern Sudan, while the other being to contribute in creating an enabling socio-economic environment for sustainable employment opportunities and enhancing the employability of the Southern Sudanese population. This intervention logic was coherent and realistic, and was appreciated by the MoLPSHRD and the other stakeholders. The overall project design was plausible and achievable. Four specific components identified under the CABIHRD phase I of the project for the three States (Review of labour Act and regulation, capacity building in labour administration and re-activation of labour offices, emergency Employment Services, selected vocational training programmes) were undoubtedly achieved by end April 2009.

CABIHRD II followed logically, and built on the results of the previous phase in a well designed seamless fashion. On the basis of the lessons learnt during the previous phase, the MoLPSHRD and the ILO proposed to extend CABIHRD Labour component implementation over the initial objectives stated in the FPP by scaling up the same activities in more States of Southern Sudan as well as continuing the capacity building process in the component that have been successfully completed by the ILO. All specific expected outputs designed in the addendum (refer addendum 4 & 5) to the

original project document-namely furnishing of the identified labour offices with the required infrastructure, conducting labour administration training for the identified labour offices, conducting training on Public Employment Services for the identified labour offices, support to social dialog in strengthening the workers and employers unions and the support to the MoLPSHRD on the implementation of the SSVTP were reached on a macro basis irrespective of minor drawbacks in some components which is discussed in-depth in the body of the report. Each component contributed to the central theme of the project. Outputs identified for each component of the project were casually linked to the immediate project objectives and thereon to the overall development objective. The indicators of achievement identified in the project document were realistic and achievable.

ILO addressed the capacity building needs of the indentified target groups namely the labour officers both at the GoSS and the State level and the senior official of the VTC's in Juba, Wau and Malakal. In reporting the project progress, ILO continued to produce monthly progress reports on the identified components on furnishing of labour offices, Employment Services, and labour administration and on VT policy implementation as agreed in the project document. On an overall basis the CABIHRD monitoring and evaluation unit executed a monitoring mission in May 2009 in reporting the CABIHRD implementing agency compliance.

The assumptions on risks identified at inception in formulating CABIHRD II did materialise to a certain extent. These risks and uncertainties were not forceful enough to create disruption to project activities in a substantial manner. Slight shocks emanating from the risks which realised resulted in extending the project period for further five months. (Ad.4 &Ad.5). Tribal clashed disrupted the peace and security of the States identified for implementation to a certain extent. Sudan presidential and parliamentary elections in April 2010 also had a delaying impact on executing project activities. Labour officers from (Aweil) did not turn-up for training session on Public Employment Services.

4.3 Project progress and effectiveness

CABIHRD II was planned for a short period of 12 months. Yet the project focused on five broader components encompassing furnishing, power supply and transport equipment for the identified new labour offices, training of labour officers on labour administration, setting-up of Employment Services Centres, policy development and support in tripartism and vocational training policy implementation. Most of the labour offices have been furnished and equipped with the proposed infrastructure. On the component of Employment Services, all officers have been trained on undertaking Employment Services to jobseekers, employers and training providers. Setting-up of Employment Service centres took place towards the end of the project period³. Hence a realistic assessment of its effectiveness and progress in terms of the indicators set at the outset is too early to be made. Nineteen officers from five States were trained under the component on training on labour administration. These officers are now in a position to execute their labour inspection, dispute resolution functions and other related labour

³ Training of labour officers on employment services was conducted during the period July –September 2010.

administration functions effectively. Vocational training policy implementation strategy and the action plan drawn on VT policy implementation identifies an implementation period spanning three years. Currently this component has seen a serious setback in terms of its implementation for which the findings and recommendations are presented in the body of the report. Active initiation in terms of the component on policy development and support tripartism came towards at the end of the project. A workshop for the identified stakeholders was conducted during September 2010. Hence it is too early to make a realistic assessment on the effectiveness of component. CABIHRD II operated for a short period of 15 months (though planned for twelve months). Due to the complexity and magnitude, most components were implemented towards the end of the project period. Yet all the components were implemented at the ground level as expected within the project period agreed. Therefore in terms of progress, the project achieved the specified outputs as expected.

4.4 Effectiveness of management arrangements

The project governance was well founded and active. Project had the full backing of the government officials from the MoLPSHRD. There appeared to be a clear understanding of the roles and responsibilities of all parties concerned. Implementing partners provided the inputs needed for its effective implementation. The ILO continued being the implementing partner of the MoLPSHRD on the basis of a Memorandum of Agreement (MoA). The overall financial and administrative capacity of the project was managed by the ILO Sub regional office (SRO) in Cairo, Egypt, and the direct technical backstopping of the project was under the responsibility of the ILO Sub-Regional Office (SRO) in Cairo. Further monitoring was provided by the technical unit ILO/CRISIS at HQs.

4.5 Impact orientation and sustainability

Broadly CABIHRD II succeeded in:

1. Furnishing the identified the labour offices
2. Implementing a network of Public Employment Services through training of labour officers
3. Training of labour officers on labour administration
4. Contributing towards VT policy implementation
5. Policy development and support tripartism

These are the major achievements of the project. These components bear an enormous impact on the development of post conflict South Sudan. The projects long-term impact on the enhancing the capacities of the people of South Sudan is very clear. Project mainly concentrated on capacity building in the partner organisations mainly the labour officers at the State level and the MoLPSHRD. With the enhanced capacities, the labour officers will be able to operate on their own. The components on VT policy implementation and Employment Services need closer monitoring preferably by international consultants for a further period of time until they are well grounded.

Yet questions arise over the aspect of financial sustainability. CABIHRD II was funded through the MDTF. In terms of operating an effective network of Employment Services

and for the implementation of the VT policy during the forthcoming years which demands substantial resources, adequate funds are required. Going concern statuses of these components are questionable in the absence of the MDTF and this need to be given adequate consideration. Proactive measures need to be initiated to identify potential donors for these components when financial flows from MDTF dry up.

A crucial factor for ensuring technical sustainability of the project is the investments in the needed infrastructure. All labour offices are to be provided with a vehicle, motor cycle as well as the needed furniture and IT equipment. Frequent power failures as well as the unavailability of adequate fuel for vehicles and generators create a constant threat for the projects technical sustainability. Inaccessibility to internet and email bears negative effects on the operations.

With regard to the institutional sustainability, a crucial component is the training of the labour officers. ILO facilitated under CABIHRD II in training of labour officers on Employment Services, Labour Administration and on Social Dialog. However these components of the projects needs to be reviewed as to its progress on a periodic basis and further training provided in updating on the new trends. On the job training for the personal deployed to the VT policy implementation unit should be continued. Lethargic attitude of a majority of the labour officers attached to the State level labour offices is certainly an issue for concern. The practice of hiring unqualified staff needs a complete stop in ensuring the sustainability of the project into a foreseeable future.

5. Presentation of findings and recommendations on component: Setting up of Public Employment Service Centres

The component on Public Employment Services is evaluated in four broader perspectives as to encompass a 360 degree assessment. As such the evaluation of this component comes in four parts.

Part A evaluates PES on an Overall basis. Hence this section provides the reader a brief context note, its achievements against the specified outputs and subsequently presents the findings and recommendations.

Part B evaluates the effectiveness of the training session executed on Employment Services under CABIHRD II as ‘training on Employment Services’ is considered the backbone for an efficient network of Employment Service Centres.

Part C evaluates the performance of Employment Service Centres in tandem with the performance indicators. This evaluation restricts itself in assessing the performance of centres in Juba, Wau and Malakal implemented under CABIHRD I since a realistic assessment on the newly opened Employment Service Centres could only be made only after lapse of at least one years of its operation. This assessment on Juba, Wau and Malakal does fall into the scope of CABIHRD II as the project document⁴ clearly highlights importance in continuing the capacity building process in the component that have been successfully completed by the ILO.

Part D highlights the findings and recommendations for the newly implemented Employment Service Centres, observed during the On-the-job training sessions imparted at the field level.

⁴ SPROUT

5.1 Part A: Overall evaluation on setting up Employment Service Centres under CABIHRD II

5.1.1 Context

ILO has been conducting intensive training on Employment Services since November 2007 for the labour officers in Juba, Wau and Malakal. With the successful completion of the CABIHRD I Labour component, MoLPSHRD and the ILO proposed to extend CABIHRD into Yambio, Torit, Bor, Bentiu and Aweil.

5.1.2 Expected output & delivery success

Expected output⁵

Setting-up of Employment Service Centres in labour offices in Yambio, Bor, Torit, Aweil and Bentui and have Employment Services covering state territory functioning

Delivery success

Setting-up Employment Service Centres in labour offices of Yambio, Bor, Torit, Aweil and Bentiu and have Employment Services covering State territory was an output specified at the outset. Labour officers from these States were extensively trained on Employment Services. Evaluation of the training on Employment Services from a trainees view point is presented under Section 5.2 Part B: Evaluation on the effectiveness of the training module on 'Public Employment Services' of this report.

The evaluator concludes that ILO succeeded in implementing a network of Public Employment Services in Yambio, Bor, Torit and Bentiu by executing a comprehensive training package on Employment Services. However the evaluator is refrained from expressing the same for Aweil as the labour officers from this labour office failed to attend the training sessions.

Currently the Employment Services are offered in seven out of the ten States in South Sudan. Labour offices of Juba, Wau, Malakal (CABIHRD I), Yambio, Bor, Torit, Bentiu (CABIHRD II) are presently equipped in executing Employment Services to jobseekers and employers. With the comprehensive training package offered by ILO, the above labour offices are capacitated to register jobseekers, counsel jobseekers, register employers, register job vacancies, register training providers, register training vacancies, match jobseekers to job vacancies, refer jobseekers for interviews, handle computerised databases for jobseekers, vacancies and the training institutions, undertake promotional campaigns focusing jobseekers and employers and to generate, analyse and the disseminate labour market information.

⁵ As per the CABIHRD II project document

A strategic plan has been drawn for all Employment Service centres under CABIHRD II. On the objectives identified, strategies have been developed. Annual targets identified have been apportioned on a quarterly basis and the responsibility for achieving each allocated among the officers. A quarterly variance reporting format has been introduced for monitoring the progress of the work plan.

ILO commissioned a monitoring-evaluation mission in identifying gaps for further improvement and in recommending remedial courses of action on Employment Service at the end of CABIHRD I. Gaps identified in the evaluation report⁶ have been addressed under CABIHRD II. All recommendations have been implemented and introduced across all Employment Service Centres during the training session conducted during the period July-September 2010. Based on the recommendations, a new jobseeker registration form, a jobseeker registration register, a letter of verification, a letter of registration, a register for registering employers, a new job vacancy registration form, a vacancy register, a vacancy registration letter, a register for job matching-referrals for interviews-results for interview, a referrals for interview form, a jobseeker referral letter, a register for registering training institutions, quarterly statistical format, a work plan for each ESC, a quarterly variance reporting format was introduced across all centres. For a detailed review of the remedial actions initiated refer annexure 1

Irrespective of the above operational success as regards to setting up a network of Employment Services covering the state territory, the evaluator wishes to draw the reader's attention to the following finding and recommendations that needs timely intervention by the relevant authorities for a vibrant system of Public Employment Services.

5.1.3 Findings and recommendations

1. Absence of technical guidance on a long-term basis

A performance scrutiny of Employment Service Centres in Juba, Wau and Malakal proves that in terms of implementation, less have been accomplished at field level. Dismal jobseeker and vacancy registrations, poor referrals and placements justify the poor performance of these Employment Offices at the field level. For a comprehensive insight of the performance of Employment Service Centres, please refer section 5.3 Part C: Performance Evaluation of Public Employment Services in Juba, Wau and Malakal at the end of CABIHRD II. Lethargic attitude of labour officers and the lack of proper guidance by labour office directors are seen the foremost reasons for this. Drawing experience from other countries which have successfully implemented Employment Services, a full time international consultant at least for six months to operate and run this component is strongly proposed. The international consultant will rotate among the States in monitoring and pushing labour officers on implementing Employment Services. During this period of six months, the international consultant will identify and train a local motivated official to take charge over the implementation and the regular monitoring of Employment Services.

⁶ REPORT ON EMPLOYMENT SERVICES IN SOUTHERN SUDAN 2009

2. Staffing Employment Service Centres

Poor quality of staff involved directly affects the effective operation of Employment centres. Majority are illiterate and lack basic employable skills. Hence less could be expected from some of the Employment officers involved in the labour offices even subsequent to rigorous training on Employment Services.

Registering jobseekers and vacancies, matching, career counselling and interviewing jobseekers and guiding jobseekers in making career choices requires considerable personal skills and educational qualifications. These qualities are absent in a majority of labour officers. Less could be expected in such an environment from the labour officers.

Creating a service attitude among the labour officers is of paramount importance. This process requires constant attention and coaching by the project office. Labour officers need to view jobseekers and employers as their clients.

Considering all the above factors related to staff, the project management unit even though prevented from exercising a direct impact on the selection of staff to be deployed to the ESC's, should exercise their right in being in the selection panel in selecting future staff for the Employment Service Centres. For each post a certain qualification and level of experience is needed and for the whole operation a minimum number of staff must be in place.

3. Market-disorientation

PES centres on a daily basis are disorienting themselves from the demands of the market. Employment Centres have assumed the role of a registration centre and filling databases without any applicable use. This is explicable through poor placement numbers. Employment officers view themselves as superior to employers and expect employers to visit ESC's. Such a mind-set had prevented ESC's from canvassing for vacancies. Employers too view labour offices as problem creators, and are reluctant to seek the services of the Employment Services Unit. This is due to the dual role played by the labour office staff in acting one time as Employment officers and in other instances as labour inspectors. This created gap had compelled the employers in sourcing their own labour requirements through public notice boards or publishing vacancies on walls and gates of employer premises. Gap between the employers and ES staff had led to a situation where most employers are unaware of the existence of Employment Service Centres. Frequent visits to employers by Employment officers will results in building broken relationships and to improve employer confidence. On the other hand this would provide an opportunity for the employment staff in understanding the requirements of the employers and thereby the market demand. This would enable the Employment Centres in effectively matching the employer requirements with the jobseeker aspirations as well as to counsel jobseekers as to the specific requirements and tastes of the employers.

Rarely do the Employment officers refer candidates for training courses and undertake visits to training providers. Training providers on the other hand are clueless as to the existence of an Employment Services Centre. ESC's are ideally positioned in communicating the specific requirements and skill levels required by the employers to

training providers. Absence of canvassing among employers and training institutions has basically isolated the PES offices from the surrounding market.

Importance of undertaking visits to employers and training institutions were emphasized during the training sessions. Simulation exercises were also executed in training staff members on approaching and introducing themselves to employers and training providers (both under CABIHRD I & II). Several rounds of simulation visits to employers and training providers were undertaken to train staff. Promotional and informational material to be distributed when canvassing was developed during training sessions. The importance of establishing an outreach team was emphasized. At-least one team member should be working full time outside the ESC. He/she has to visit a minimum number of employers and training institutes on a weekly basis. Besides canvassing for job and training opportunities, the activities of an outreach team are crucial for the ESC to become part of the local socio economic network. Those activities should not be limited due to financial constraints. A sufficient budget for transport and small expenses is to be reserved. Outreach activities should be extensively undertaken by the ESC staff, in an effort to maximise the cooperation and collaboration with labour market actors. Liaison activities should continue to be undertaken with UN Agencies and NGOs and the private sector employers and training institutions.

4. Need for a specialised Career Guidance/Advisory unit

The objective of career guidance is to improve the information basis of job seekers and employers enabling them to make the best possible decisions for their working life or the staff development of their company. Training on Public Employment Services under CABIHRD II imparted training on career counselling. Yet only a handful of labour officers were capable of grasping its importance. Most labour officers are illiterate and unqualified. This acts as the major barrier in effectively imparting career counselling by the Employment Service Centres. In addition, most labour offices are understaffed. And as such the current staff deployed to the Employment Services units cannot be burdened by adding extra tasks in addition to their daily functions related to registering jobseekers, canvassing for vacancies among employers and training providers which require substantial time. In the light of these circumstances, suggest installing a specialised career guidance unit staffed with a group of professionally and academically qualified personal. The proposed career guidance unit will target students, teachers, parents, university undergraduates, graduates, retrenched workers as well as employers. The career guidance unit needs to execute the following activities.

1. At school level career guidance-assisting students in selecting their school subjects offered for their final school leaving examinations.
2. Inviting experts from their respective fields to discuss their career succession and the opportunities offered by the world of work
3. Conducting job exhibitions
4. Undergraduates and graduates can also be reached by group events in their universities or training institution.
5. Career guidance programs could also be targeted towards jobseekers already registered with the ESC's and is yet unemployed or under-employed.
6. Career guidance for workers facing retrenchment.
7. Career guidance for self-employment seekers.
8. Undertaking training sessions on 'CV training'

9. Undertaking training sessions on ‘facing an interview’
10. Undertaking training sessions on job-search techniques.
11. Guidance on identifying and researching career options, and making career decisions.
12. Provision of information on career counselling, employment trends, employment prospects, salary ranges and skilled trades.
13. Organizing interactive quizzes and tests on the individual’s abilities, skills and professional interests.
14. A description of occupations and a general job description for each occupation
15. Training and learning resources and resources for teachers and professionals.
16. Provision of local up-to-date labour market information
17. Career workshops for secondary students
18. Parents as career educators workshops
19. Teachers as career educators workshops
20. Training needs for each occupation
21. Assistance for people going in for a career change
22. Assistance for people under job stress
23. Assisting the disabled
24. Designing career booklets for each occupation
25. Designing an education guide focusing all types of careers.

5. Approaching the informal sector

A highly formalised and structured arrangement of obtaining employment in the formal sector and the incorporated workings of the Employment Service Centres is conspicuously missing the informal sector. Employment Service Centres will have to redesign its systems to accommodate the characteristics of employment as witnessed in the informal sector. These differences will be reflected not only in the tasks such as registration and placement but also in vocational guidance and training. Thus the methods of registration, placement, collection of data, dissemination of information, vocational guidance, placement in training and even determination of occupations will need to be modified considerably. A constraint for effective placement is that Public Employment Services in their traditional way of operating are disconnected from the often fastest growing sector of the Sudanese economy, the informal sector. Growing informal sector employment reflects the poor governance of public institutions in the sense that their influence over local market developments is weakening. For Public Employment Services this has far-reaching implications. Contacts with the employers in this sector are not established and potential job opportunities are ignored as a consequence. For job seekers in the informal sector, PES is hardly accessible and the services offered are not very attractive. While looking at the past growth of employment in the organised sector, it emerges that future job opportunities will rest largely in the unorganised sector in the Sudanese economy. To avoid becoming irrelevant in the long-term and to serve the national concerns on employment, ESC’s should consider expanding coverage of their services/activities to include the informal sector and place particular emphasis on serving the employment needs of the informal sector workers. The re-orientation would require restructuring of ESC’s and equipping them appropriately to deal with much larger challenges. For expanding the scope of ESC’s to the informal sector it is necessary to note the characteristics of employment in the

informal sector. For instance in the informal sector there are no formal contracts for defining jobs, positions and their number are not decided beforehand, owners do not go through the formal recruitment procedure, employment is offered on the spot, there is hardly any distinction between the employer and the worker, the employer-employee relationship is flexible, while there are no leave, gratuity, medical facilities, the owner may at his discretion extend certain benefits, employment can be discontinuous even with the same employer, widespread underemployment in the informal sector, additional workers hired by the employer for coping with work demands are casual employment.

Suggestions for dealing with the informal sector:

1. Expanding the ESC network in providing support to the informal sector
2. Networking with other localised NGO' and institutions for registering jobseekers and for placements
3. Reformulating career guidance material to suite the informal sector
4. Instead of working according to conventional statistical methods, information about the informal sector has to be collected from many different sources and put together like a mosaic for analysis. Informal sector associations and a growing number of special surveys are important data sources, although often confined to single branches and differing in data quality.
5. Conducting canvassing by the ES staff on a wider basis
6. Undertaking competency testing for the informal sector with the help of other institutions
7. Conducting a training needs analysis for the informal sector

6. Need for a centralized labour market information unit

Public Employment Service offices play a crucial role in generating labour market information. PES as users and suppliers of LMI need to collect, analyze and disseminate data collected at the State/centre level. Employment services officers are best placed in extracting data on labour demand and supply. Labour demand is gauged through employer vacancies and labour supply is ascertained through registered jobseekers. Labour officers have been trained to generate LMI using the computerised databases. Yet many officers lack basic statistical skills much needed for this purpose. Irrespective of the training imparted on generating, analysing and the dissemination of LMI, it is highly unlikely that this core function will be ignored due to inadequate knowledge in basic statistics and labour statistics.

Suggest implement a centralized LMI division in addressing this issue. This unit will be required to mobilize across all States/centres in generating labour data and analyzing of the same on a periodic basis. Proposed LMI division should be maintained on a centralised basis operated by a highly specialised team. This division needs to be manned by professional labour economists, statisticians, data collectors. Statistical models such as STATA or SPSS could be used in analysing the labour data. The centralised LMI unit would collect data on labour demand and supply from the ESC's operational throughout South Sudan in making their analysis. The specialised LMI unit should fully concentrate on generating labour data. LMI team would complement the data collected with other labour data from newspaper vacancy advertisements,

collaborating with other private employment agencies, administrative records of government departments and ministries, immigration offices, schools and training institutions, employer organisations, worker organisations. Integrating the data collected from ESC's with administrative records mentioned above, the LMI unit is suggested to analyse the data and generate narrative reports on a quarterly basis. These reports will comprehensively present information regarding employment, unemployment and underemployment - current levels, composition and trends both in the formal and informal sector, manpower - surpluses and shortages, skills - supply and demand, wage levels and working conditions, vacancies and qualifications of job-seekers, occupational information, jobs in high demand, jobs in low demand, highly paid jobs, low paid jobs, wage levels by sex and occupation, occupational sex discrimination data and many more. The data generated can be utilised by the Employment Service centre officers in the provision of career guidance sessions, for economic planning for other relevant ministries, by employers and jobseekers as well as by local and foreign investors.

5.2 Part B: Evaluation on the effectiveness of the training module on ‘Public Employment Services’ on the labour officers (trainees) of the newly implemented five new Employment Service Centres under CABIHRD II: an assessment from the trainees point of view

5.2.1 Context

The Employment Services network was extended to Yambio, Bor, Aweil, Torit, and Bentui under CABIHRD II. A comprehensive training package was executed in equipping the labour officers on this.

This section evaluates the effectiveness of the training package on Employment Services from a trainee’s point of view. Most trainees when asked whether a training session was useful, many ideally reply that the training sessions expanded their knowledge base. Yet important is whether the training actually expanded their *capacities* in undertaking work at the field level and not the extent to which their *knowledge* expanded.

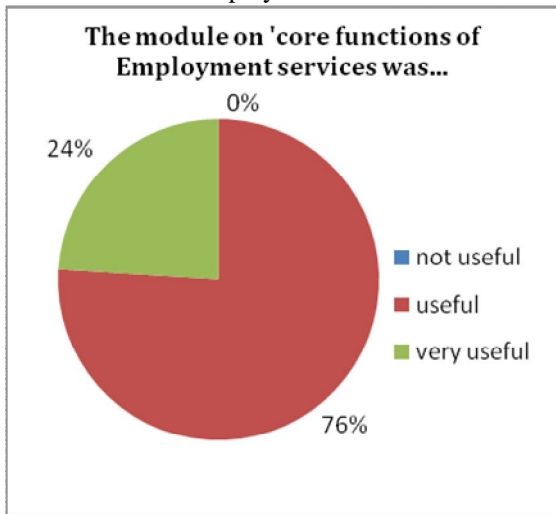
Therefore this evaluation captures a realistic assessment as to whether the training on Employment Services had an expanding effect on the trainee’s ability in executing work at the field level.

5.2.2 Evaluation methodology

A questionnaire was administered to the trainees to evaluate the effectiveness of the training modules in expanding their capacities and equipping them in undertaking work at the field level⁷. The training comprised of 13 comprehensive modules. Respondents were required to rank their rating on a Likert scale, their assessment of each module. The results of the evaluations are presented below:

⁷ A common answer most respondents provide when asked about a training session is that “the training expanded our knowledge on the subject matter”. However the real importance is as to what extent the training session “expanded their capacity in undertaking work at the field level”, as some training modules would expand the trainee’s knowledge base while it could be useless at the field level. As such the above exercise was undertaken in assessing the impact of each training module on the effectiveness of each training module in undertaking work at the field level.

Figure 1: Evaluation of training module on core functions of Employment Services

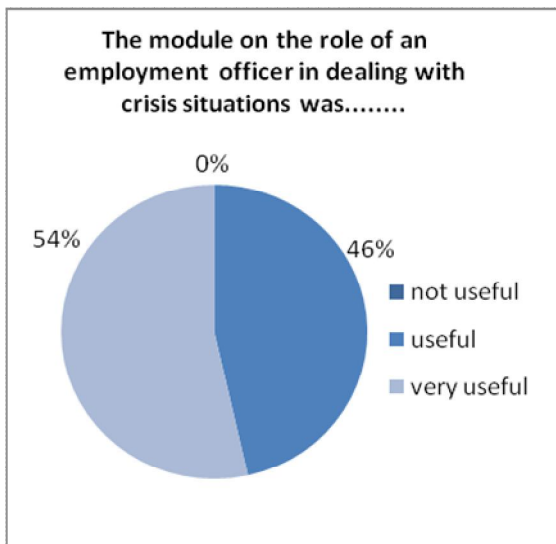


Source: Trainee assessment

The first module was on the ‘basics of employment services’. This module is more biased to theory and less practical application at the field level.

76% of the trainees rated that the module on the ‘core functions on Employment Services’ was useful, while 24% stated the module as very useful

Figure 2: Evaluation on training module on the role of Employment officer in crisis situations



Source: Trainee assessment

This module was on ‘the role of an employment service officer in dealing with crisis situations’.

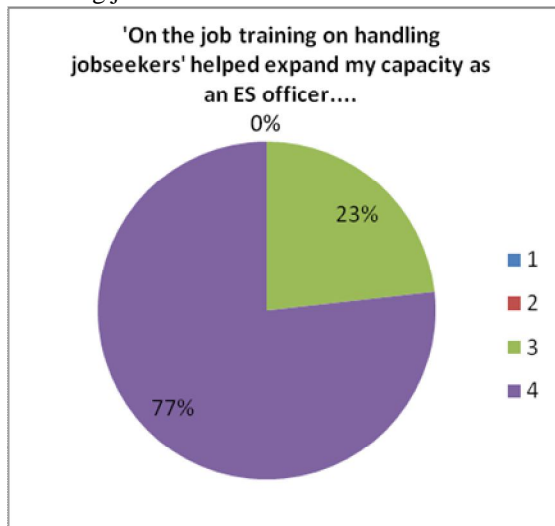
46% of the respondents stated that the module on ‘the role of an employment services officer in dealing in crisis situations’ was ‘useful’, while 54% stated the module as ‘very useful’

Table 3: Evaluation of training module on-On the job training on handling jobseekers

'On the job training on handling jobseekers' helped expand my capacity as an ES officer	1	2	3	4 significantly
	fairly	0%	0%	23%

Source: Own calculations based on trainees assessment

Figure 3: Evaluation on training module on Handling jobseekers



77% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on handling jobseekers' helped expand their capacity as an Employment Services officer in undertaking work at the field level, while 23% rated '3' on the likert scale.

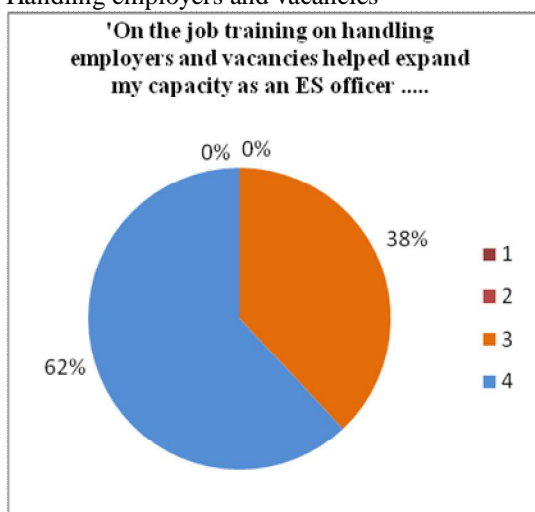
Source: Trainee assessment

Table 4: Evaluation of training module on-On the job training on handling employers and vacancies

'On the job training on handling employers and vacancies' helped expand my capacity as an ES officer	1	2	3	4 significantly
	Fairly	0%	0%	38%

Source: Own calculations based on trainees assessment

Figure 4: Evaluation on training module on Handling employers and vacancies



62% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on handling employers and vacancies' helped expand their capacity as an Employment Services officer in undertaking work at the field level, while 38% rated '3' on the likert scale.

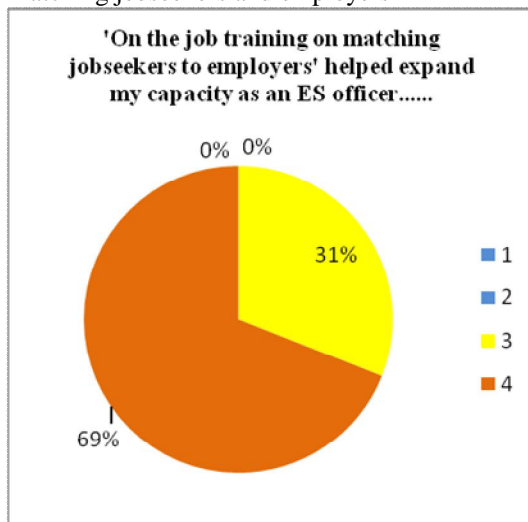
Source: Trainee assessment

Table 5: Evaluation of training module on-On the job training on matching jobseekers to employer vacancies

'On the job training on matching jobseekers to employer vacancies' helped expand my capacity as an ES officer	1 fairly	2	3	4 significantly
	0%	0%	31%	69%

Source: Own calculations based on trainees assessment

Figure 5: Evaluation on training module on Matching jobseekers and employers



69% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on matching jobseekers to employers' helped expand their capacity as an Employment Services officer in undertaking work at the field level, while 31% rated '3' on the likert scale.

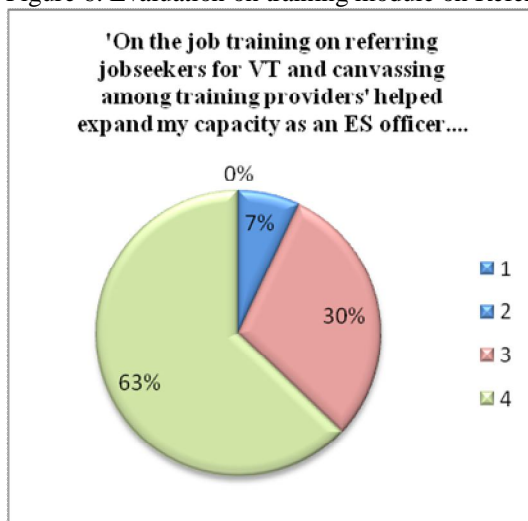
Source: Trainee assessment

Table 6: Evaluation of training module on-On the job training on referring jobseekers for VT and canvassing among training providers

'On the job training on referring jobseekers for VT and canvassing among training providers' helped expand my capacity as an ES officer	1 fairly	2	3	4 significantly
	0%	7%	30%	63%

Source: Own calculations based on trainees assessment

Figure 6: Evaluation on training module on Referring jobseekers for VT



63% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on referring jobseekers for VT and canvassing among training providers' helped expand their capacity as an Employment Services officer in undertaking work at the field level, while 30% rated '3' and 7% rated '2' on the likert scale.

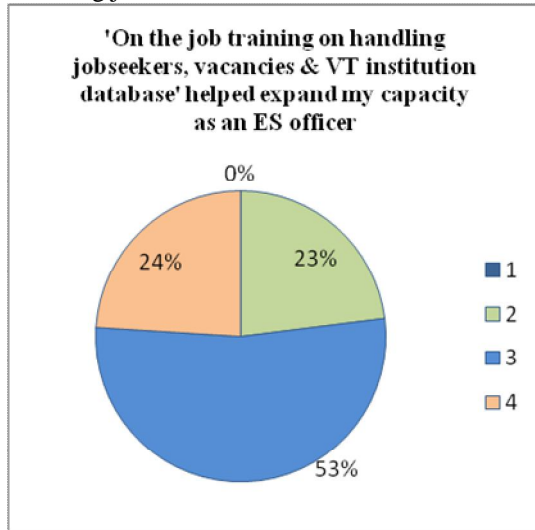
Source: Trainee assessment

Table 7: Evaluation of training module on-On the job training on handling the jobseekers database, vacancy database and the training institutions database

'On the job training on handling the jobseekers database, vacancy database and the training institutions database' helped expand my capacity as an ES officer	1	2	3	4 significantly
	Fairly	0%	23%	53%

Source: Own calculations based on trainees assessment

Figure 7: Evaluation on training module on Handling jobseekers, vacancies & VT database



24% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on handling jobseekers database, the vacancies database and the training institutions database' helped expand their capacity as an Employment Services officer in undertaking work at the field level, while 53% rated '3' and 23% rated '2' on the likert scale.

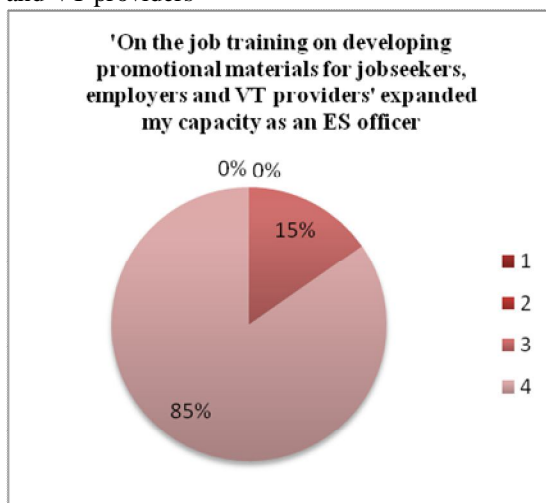
Source: Trainee assessment

Table 8: Evaluation of training module on-On the job training developing promotional materials for jobseekers, employers and training providers

'On the job training developing promotional materials for jobseekers, employers and training providers' expanded my capacity as an ES officer.....	1	2	3	4 significantly
	fairly	0%	0%	15%

Source: Own calculations based on trainees assessment

Figure 8: Evaluation on training module on developing promotional materials for jobseekers, employers and VT providers



85% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on developing promotional materials for jobseekers, employers and VT providers' helped expand their capacity as an Employment Services officer in undertaking work, while 15% rated '3' on the likert scale.

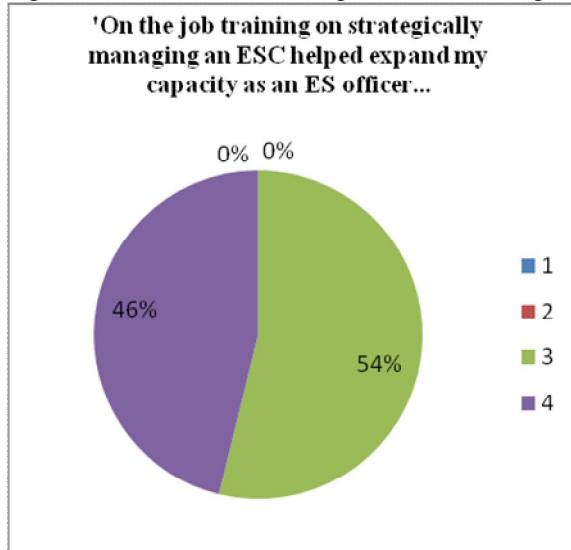
Source: Trainee assessment

Table 9: Evaluation of training module on-On the job training on strategically managing an ESC

'On the job training on strategically managing an ESC' expanded my capacity as an ES officer	1	2	3	4
	fairly			significantly
	0%	0%	54%	46%

Source: Own calculations based on trainees assessment

Figure 9: Evaluation on training module on strategically managing an ESC



46% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training strategically managing an ESC' helped expand their capacity as an Employment Services officer in undertaking work, while 54% rated '3' on the likert scale.

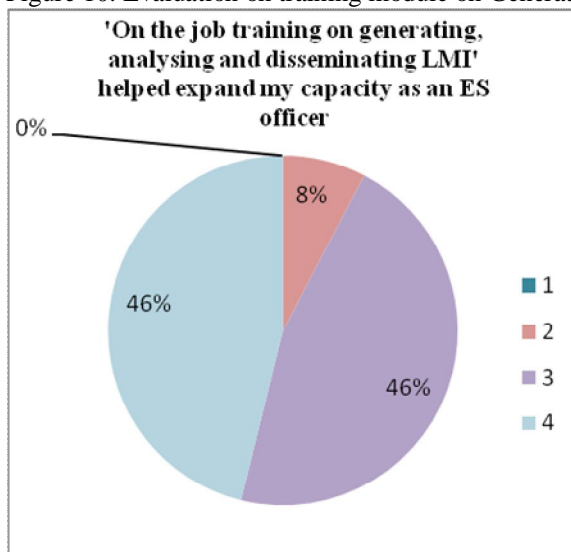
Source: Trainee assessment

Table 10: Evaluation of training module on-On the job training on generating, analyzing and the dissemination of LMI

'On the job training on generating, analyzing and the dissemination of LMI' expanded my capacity as an ES officer	1	2	3	4
	fairly			significantly
	0%	8%	46%	46%

Source: Own calculations based on trainees assessment

Figure 10: Evaluation on training module on Generating-analysing-disseminating LMI



46% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on generating , analysing and disseminating LMI' helped expand their capacity as an Employment Services officer in undertaking work, while another 46% rated '3' and 8% rated '2' on the likert scale.

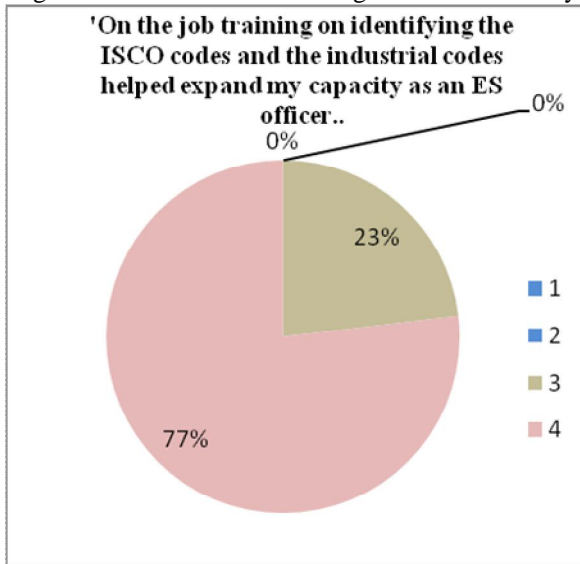
Source: Trainee assessment

Table 11: Evaluation of training module on-On the job training on identifying ISCO and Industry codes

'On the job training on identifying ISCO and Industry codes' expanded my capacity as an ES officer	fairly 1	2	3	4 significantly
		0%	0%	23%

Source: Own calculations based on trainees assessment

Figure 11: Evaluation on training module on Identifying ISCO and Industry codes



77% of the trainees rated '4' on the likert scale responding that the module on 'On-the-job training on identifying the ISCO codes and the Industrial codes' expand their capacity as an Employment Services officer in undertaking work, while 23% rated '3' on the likert scale.

Source: Trainee assessment

5.3 Part C: Performance Evaluation of Public Employment Services in Juba, Wau and Malakal at the end of CABIHRD II

This section evaluates the performance of the Employment Service offices in Juba, Wau and Malakal at the end of CABIHRD II. Even though these were implemented under phase I, the project document on CABIHRD II stresses the importance of continuing the capacity building process in the component that have been successfully completed by the ILO. As such below analysed is the performance of Juba, Wau and Malakal.

Employment Services under CABIHRD II were implemented towards the end of the project period (July-September 2010). Therefore the evaluator is prevented from making a realistic analysis of the new centres in Yambio, Bor, Torit, Aweil, and Bentiu.

Jobseeker and vacancy registrations

Jobseeker registrations on an overall level experienced a significant setback towards the end of the project period. Jobseeker registrations continued to fall in numbers from the inception of the project. At inception the jobseeker registrations recorded 109 in the 1st quarter of 2008. These numbers continued to decline whilst a turnaround was experienced in the 1st quarter of 2009, where jobseeker registrations reached 148, which stands the highest figure reached in any quarter. The first five quarters (1st quarter 2008 to 1st quarter 2009) recorded a jobseeker registration of 368 in total⁸. In cross comparison this with the 2nd five quarters (2nd quarter 2009 to 2nd quarter 2010) is depressing. The number of jobseeker registrations in aggregate for the 2nd five quarters stands at 68 representing an almost 81% drop in jobseeker registrations compared to the previous 1st five quarters discussed above.

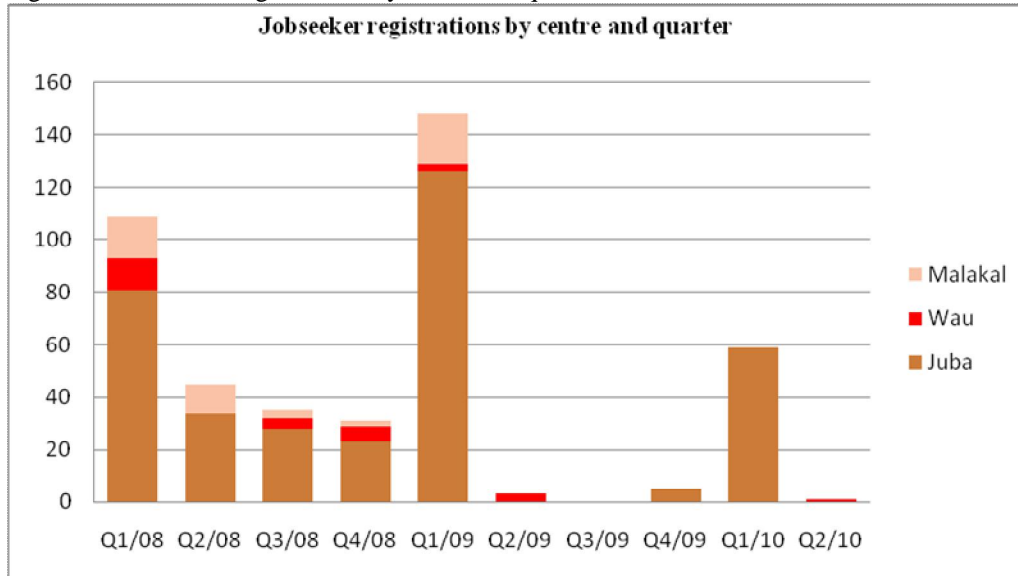
Table12: Jobseeker registrations by centre and quarter

	Q1/08	Q2/08	Q3/08	Q4/08	Q1/09	Q2/09	Q3/09	Q4/09	Q1/10	Q2/10
Juba	81	34	28	23	126	0	12	5	59	34
Wau	12	0	4	6	3	3	0	0	0	1
Malakal	16	11	3	2	19	0	0	0	0	0

Source: calculated through data in ESC

⁸ In the above analysis, for the purpose of explicating the figures and the evaluation thereof, we segregate the period of analysis in two time series. The first time series we take from the 1st Quarter 2008 to 1st Quarter 2009 which is the period from the inception of the CABIHRD I to the date of the first evaluation was carried out on the status of employment services in South Sudan. The second five quarters is taken from the 2nd quarter 2009 to 2nd quarter 2010.

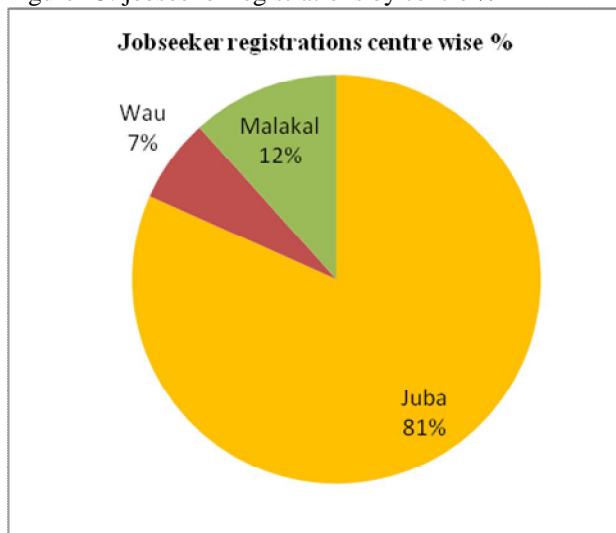
Figure 12: Jobseeker registrations by centre and quarter



Source: calculated through data in ESC

On a centre-wise analysis, highest number of jobseeker registrations for the whole period under review (1st quarter 2008 to 2nd quarter 2010) has been recorded from the Juba, while the consecutive places are been taken by Malakal and Wau respectively. 81% of the total jobseekers registered are reported from Juba labour office, while it is 12% for Malakal and 7% for Wau.

Figure 13: jobseeker registrations by centre %



Source: own calculations based on ESC data

A series of reasons competes in explicating the dismal numbers in jobseeker registrations for the 2nd five quarters (2nd quarter 2009 to 2nd quarter 2010) compared to the first five quarters. The period of the 2nd five quarters has been less stable compared to the first five quarters. Political uneasiness due to the elections held in April 2010 has had a major impact on the jobseeker registration numbers. Incidents due to the uneasy election climate caused a lesser number of jobseekers visiting the Employment Service centre while on the other-hand it prevented the Employment officers approaching

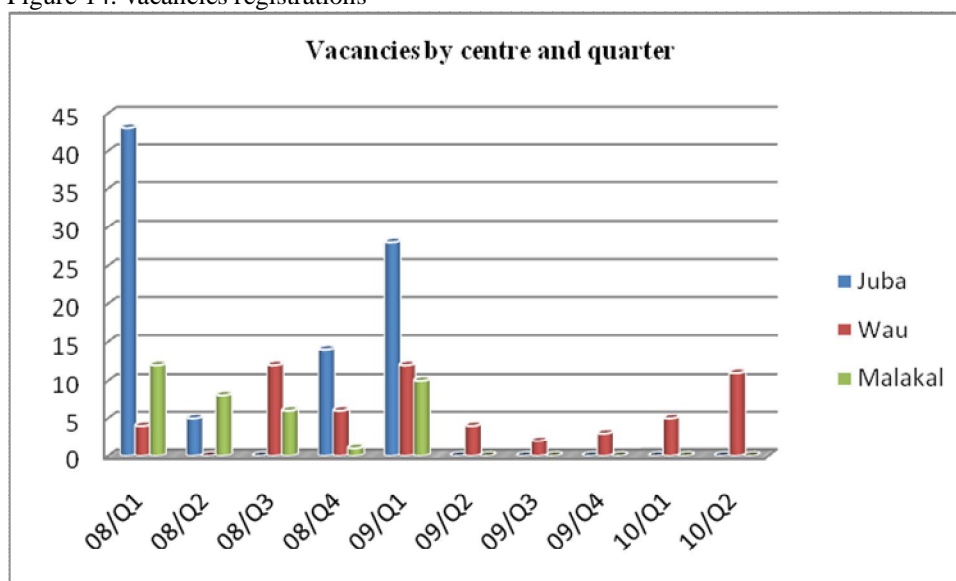
jobseekers too. These lower registration numbers are expected to continue until the end of the elections in January 2011, the referendum. Further instability in the political climate could be expected towards advancing the date of referendum. Violence and the political uneasiness which gathered in the State of Malakal explicate the pathetic jobseeker registration numbers. The jobseeker registrations for the 2nd five quarters (2nd quarter 2009 to 2nd quarter 2010) in Malakal is '0'. The unpredictability of the political outcome has in-fact affected the performance of the labour offices and thereby the Employment Centres on a wider scale. Labour office operations are normally affected due to referendum rallies held in South Sudan. Politicisation of the government machinery is not without negative effects.

Table 13: Vacancies registration by centre and quarter

	08/Q1	08/Q2	08/Q3	08/Q4	09/Q1	09/Q2	09/Q3	09/Q4	10/Q1	10/Q2
Juba	43	5	0	14	28	18	11	4	20	18
Wau	4	0	12	6	12	4	2	3	5	11
Malakal	12	8	6	1	10	0	0	0	0	0

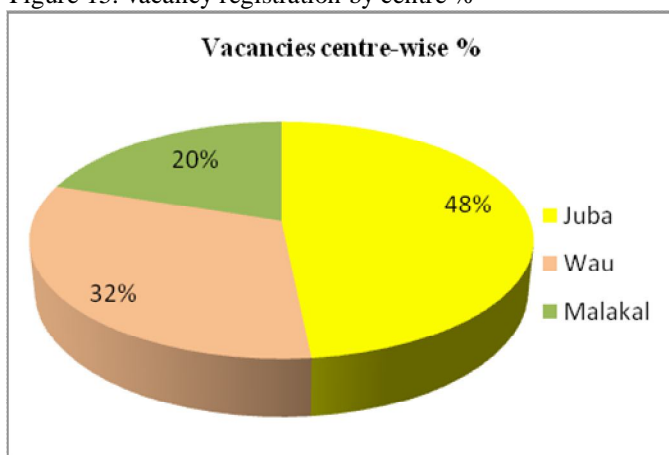
Source: Calculated using ESC database

Figure 14: vacancies registrations



Source: based on ESC database

Figure 15: vacancy registration by centre %



Source: based on ESC database

For the second consecutive five quarters (q2/09 to q2/10) the number of vacancies registered by Juba stands at 71, while this is 25 for Wau and '0' for Malakal. As such there is a drop in the number of vacancy registrations compared to the first five quarters under analysis. Number of vacancy registrations saw a 21% drop for Juba, while for Wau 26% drop and for Malakal almost a 100% drop. On a percentage wise analysis, highest vacancy registrations for the whole period under review was recorded from Juba (48%), while for Wau (32%), and Malakal 20%.

Analysing the poor jobseeker registrations and vacancy registrations at a more microscopic level gives more insight to the problem at hand. Illiteracy of the Employment Services officers is a major drawback for the effective performance of the Employment Service Centres. Though most officers speak English, their writing skills are very poor. On the other hand their analytical skills lie at a very low level. Even graduates find it uneasy to calculate the average for a given set of absolute numbers. Many find it extremely hard in filling out the jobseeker and the vacancy registration form correctly themselves. This became evident during the training sessions conducted for the employment officers where the newly designed jobseeker and vacancy registration forms and many other forms were given out to the labour officers to fill in as a mock exercise assuming themselves as either jobseekers or employers. Many found this exercise tedious and forms were filled incorrectly. Therefore it is rather questionable as how the officers could be expected to guide the jobseekers at the point of registration. Many officers are lethargic and are of the view that it is the obligation of jobseekers to visit the labour office for registration. Irrespective of repeated appeals made to these officers during the training session, many have failed to follow the instructions.

Another factor affecting the jobseeker registrations as well as the vacancy registrations is the dual role that has to be played by the labour officers. Labour officer are required to play the role of the labour inspector as well as the role of the Employment officers. These two roles are completely contradicting with each other. Irrespective of several appeals made to labour directors at the State level, to disaggregate the staff by divisions, action is yet to be initiated. Lack of awareness among jobseeker and employers of the existence of an ESC unit within the labour office are other major reasons for the dismal performance by the Employment Services units. The Employment Service unit in Malakal has come to a complete stand still due to the tug-a-war between two

departments of the MoLPSHRD. It came into light that there have been long discussions between the labour department and Public Service department as to which department holds the mandate for operating Employment Service. These unproductive discussions have led to a complete standstill of Employment Service in Malakal.

Dismal numbers of jobseeker and vacancy registrations have a long-term impact on the whole system of Employment Services. Employment centres are yet to prove their societal importance of existence to jobseekers and employers. Inability by Employment Centres in placing jobseekers effectively will result in shattering the jobseeker and employer confidence in the services offered.

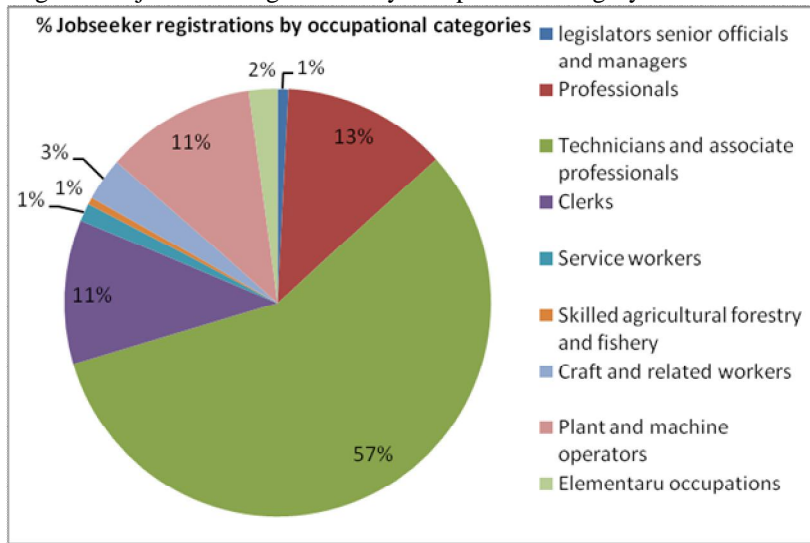
Jobseeker and vacancy registration by centre and occupational category⁹

‘Technicians and associate professionals’ category is the largest category in terms of jobseeker registrations as well as for vacancy registrations. Jobseeker registrations in this sector are 57%, while vacancy registrations stand at 49% of the total registrations. Hence there is a huge demand and supply of labour for Physical and engineering science technicians, Mining, manufacturing and construction supervisors, Process control technicians, Life science technicians and related associate professionals, Ship and aircraft controllers and technicians, Medical and pharmaceutical technicians, Nursing and midwifery associate professionals, Traditional and complementary medicine associate professionals, Veterinary technicians and assistants, Financial and mathematical associate professionals, Sales and purchasing agents and brokers, Business services agents, administrative and specialized secretaries and so on falling into this category.

Demand conditions for these categories of labour is expected to boost in the coming years as more developmental work is undertaken with the rebuilding of South Sudan. However it is questionable as to whether adequate and a qualified pool of candidates in line with the employer aspirations could be found from the local labour market due to the dearth of skills irrespective of the interest exhibited by a majority. We could reasonably assume that large numbers of jobseekers opt to work as ‘technicians and associate professional’ irrespective of the fact they are inadequately skilled for the purpose. Jobseekers for this occupational category are motivated due to the high salary levels offered. From a vocational skills training point of view, VT providers as well as the universities needs to address the demands of employers for this category of labour urgently. Otherwise it is highly likely these labour market opportunities would be grabbed by technicians in the neighbouring countries who are in a better position to offer trained labour.

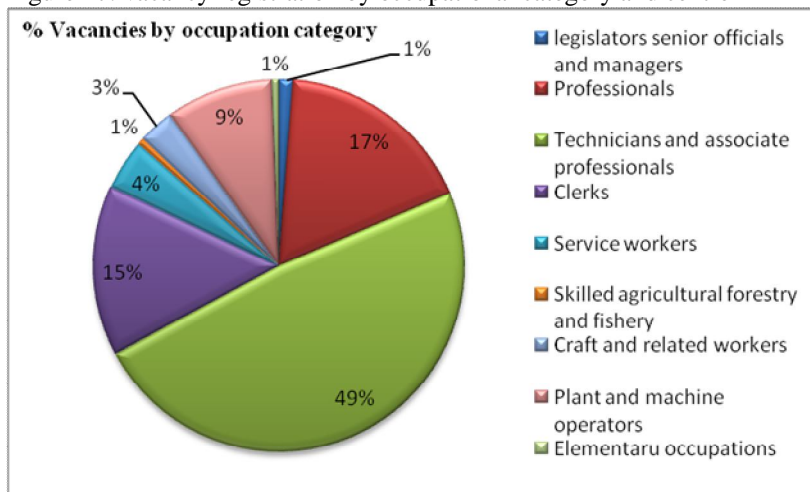
⁹ The reader is cautioned that this analysis is based on the first five quarters from 2008/q1 to 2009/q1, as the data maintained by the ESC’s has failed to correctly classify the jobseekers and vacancies in the correct occupational categories or has completely omitted the classification of the same. Yet with the application of the ‘central limits theorem’, we assume the same conditions prevailed for the next five quarters without substantial change of conditions. In probability theory, the central limit theorem (CLT) states conditions under which the mean of a sufficiently large number of independent random variables, each with finite mean and variance, will be approximately normally distributed

Figure 16: jobseeker registration by occupational category



Source: database ESC

Figure 17: vacancy registration by occupational category and centre



Source: database ESC

Vacancies for ‘professionals’ takes 17% of the total demand for labour while the jobseeker registrations takes 13% of the total supply of labour. High demand conditions offer attractive salaries for those occupied in this sector. Labours in this category varies from physical and earth science professionals, Mathematicians, actuaries and statisticians, Life science professionals, Engineering professionals, Architects, planners, surveyors and designers, Health professionals, Medical doctors, Paramedical practitioners, Veterinarians, Business and administration professionals, Finance professionals, Sales, marketing and public relations professionals, Software and applications developers and analysts, Database and network professionals to Legal, social and cultural professionals and so on. As such the higher educational institutions as well as the VT courses needs to fine tune their curricula’s in meeting the demands of the labour market.

Similarly ‘clerks’ as well as ‘machine operators’ also takes a substantial proportion of the labour market both in terms of labour demand and supply. Demand and supply for these categories are expected to substantially expand with the rebuilding of the war ravaged economy. This offers the right time for the vocational training providers to make use of the current conditions in training the labour force in these demanded categories.

Referrals for interviews and Placements

Numbers for referrals for interviews and placements remains dismal for the second consecutive five quarters (q2/2009 to q2/2010). The number of referrals for the above period for Wau stands at 15 while placements are 2. Referrals and placements for Malakal both stand at ‘0’. For Juba for the period above, referrals for interviews stand at 59, while placements are 0.

Viewing the figures above, one is tempted to doubt whether the model for Employment Services is applicable for an economy such as South Sudan, where a major proportion of the activities undertaken falls into the informal economy. Yet the reader is cautioned that the training sessions on Employment Services specifically trained the labour officers in undertaking Employment Services in an informal economy to suit the local conditions and as such to modify the model when the economy takes into formal economic activities. Many reasons compete to clarify the dismal numbers related to ‘referrals for interviews’ and ‘placements’. Lethargic attitude of the labour officers, more focus and priority for labour inspection and dispute resolution and the second hand treatment to Employment Services, unawareness of the unit on Employment Services attached to the labour offices by the jobseekers and employers due to poor publicity, attitude of the labour officers that the jobseekers and employers should come to the labour offices are major reasons for the dismal figures above.

5.4 Part D: Findings and Recommendations on the newly implemented Employment Service Centres in Yambio, Bor, Torit, Aweil¹⁰, Bentiu¹¹

This section presents the reader findings and recommendations based on the observations made by the evaluator when on field visit to Yambio, Bor, Torit, and Bentiu. However the evaluator abstains from commenting on the performance of the Employment Service Centres implemented in the above States as the labour officers of these offices were trained on Employment Services towards the end of the project period (July-September 2010). Hence the below does not constitute a performance evaluation. Yet a performance evaluation is recommended after one years of operation of these ESC's.

1. Public Employment Services in Yambio

Employment Services is a new unit incorporated into the structure of the labour office in Yambio under the CABIHRD II phase of the project. Two officers participated at the initial training workshop conducted in Juba, while the Employment Services specialist made a field visit to the labour of in Yambio for on-the-job training and the implementation of the Employment Services. During the field visit made to Yambio, discussions were held on the implementation and the future of Employment Services with the Minister of Labour for the Western Equatorial State, Director of the Labour office as well as the officers attached to the labour office.

Following observations were made during the field visits as challenges and constraints facing Employment Services in Yambio internal to the labour office as well external threats posed by the environment in which the Employment Services unit operates.

1. Inadequate staff numbers for the Employment Services unit to execute its day-to-day operations.
2. Lack of transport for visiting employers and training institutions
3. Absence of internet and email facilities
4. Inadequate sourcing of the required stationary
5. Absence of ID cards for the Employment Services officers. This drastically narrows the ability of the officers in visiting employers and training institutions.
6. Lack of computer knowledge
7. Insecurity at State level
8. Absence of a clear job description for the labour officers. This makes Employment Services officers getting involved in other functions such as labour inspection and administration
9. Lack of professionally trained staff attached to the labour office.
10. Informal economy inherent in the State and the lack of an adequate investment climate
11. High rate of illiteracy among the general masses

¹⁰ Public Employment Services in Aweil-Labour officers from Aweil failed to attend the Training sessions.

¹¹ This section is reproduced in the report on 'The Training on Public Employment Services in Southern Sudan.

12. Absence of regulated government training institutions in the State
13. Poor level of economic activities due to aggravated poverty levels of the masses
14. Lack of employers and inadequate business activity in the region

An evaluation on the performance of Employment Services in Yambio is recommended to be undertaken after one year of operation.

2. Public Employment Services in Bor

Jonglei State comprises four districts of Akobo, Bor, Fangak and Pibor. Its people's livelihood is predominantly subsistence Agro-pastoral, and fishing. More than 90% of the population lives within the subsistence economy that is been disturbed by the conflict, insecurity and climatic uncertainties. Insecurity, conflict and lack of market opportunities have discouraged people to take up economic activities such as trade and commerce. This is compounded by the lack of infrastructure (roads, transport, markets, investments, credit and storage). Traditional systems, values and greater reliance on self-support have also contributed towards the perpetuation of economically non-productive lifestyles. The economic exchange continues to be the old barter system in most of the rural areas where wealth is accounted in terms of heads of cattle, which are in economic terms non-productive and non-yielding. Livestock and subsistence farming is source for employment for more than 80% of the population. Under-employment is very high and industrial enterprises are non-existent in the Jonglei State. It has been estimated that 80% of the population in this State live well below the poverty line of less than one dollar per day. It is in such a challenging socio-economic environment that the International Labour Office has taken bold steps in incorporating an Employment Services Unit with the Ministry of Labour, Public Services and Human Resources for the Jonglei State.

Two officers from Bor attended the workshop held in Juba and during the field visit to the State another three labour officers participated for the training sessions. Prior to the starting of training sessions at the field level, the objective of the project and the future benefits of the ESC to the people of Jonglei was explained to the Minister of Labour as well as the Director of Labour. Following observations were made during the field visits as challenges and constraints facing Employment Services in Bor internal to the labour office as well external threats posed by the environment in which the Employment Services unit operates.

1. Political instability in the Jonglei State
2. Socio-economic backwardness of the Jonglei State
3. Absence of transport facilities
4. Poor infrastructure such as roads
5. Absence of State run vocational training centres
6. Absence of internet
7. Poor media coverage such as newspapers and radio's for the dissemination of the services of PES
8. Lack of manpower for the ESC
9. Poor participation of the private sector in the economic activities of the State

An evaluation on the performance of Employment Services in Bor is recommended to be undertaken after one year of operation.

3. Public Employment Services in Torit

Torit is the capital of Eastern Equatoria State. Torit district was formed in 1934 by the merging of the districts of Teretenya and Opari. Opari was the district administrative headquarters' for the regions inhabited by the ethnic Madi and Acholi people. It was badly affected by the violence of the Second Sudanese Civil War and conflict with the Lord's Resistance Army. Much of its former population is internally displaced.

Labour office in Torit faces an acute staff problem. The staffs engaged is employed for labour administration matters and questionable as to whether these officers would also be able to execute their functions as Employment Services officers. Lack of guidance by the senior officer to juniors was also seen as another HR problem prevalent within this labour office. Senior officers most of the day are under the influence of liquor and not interested in work. Apart from the above below are some of the observations made during the field visit to Torit.

1. Absence of electricity
2. Absence of transport facilities
3. Absence of communication facilities
4. Absence of internet facilities
5. Politicisation of the labour office
6. Absence of a habitable working environment

An evaluation on the performance of Employment Services in Torit is recommended to be undertaken after one year of operation.

4. Public Employment Services in Bentiu

Bentiu is the capital of Unity State (al-Wahda) in Sudan. The town is situated in Southern Sudan about 750 km south-west of Khartoum, on the southern banks of Bahr al-Ghazal. The town had a population of 7,781 in 2006. There are oil fields around Bentiu that are exploited by international oil companies. A brief observation tour in the town explains that Bentiu lacks basic infrastructure such as roads, telecommunications, hospitals, schools and other basics. Without this it is highly unlikely that investors would be attracted to invest in this area. Employment Services unit was implemented in Bentiu attached to the labour office under CABIHRD II of the project. Labour officers were trained during the workshop held in Juba, while on-the-job training sessions were continued at the field level when the Employment Services specialist conducted a field visit to Bentiu. Currently there is no exact place for the labour office. However a building is identified for renting out, where it is expected that ES unit will operate from this building. On a positive note, discussions with the newly appointed Minister for labour in Bentiu is much interested and motivated in the ES model and promised his fullest support for the project. Simultaneously the Director General for labour in Bentiu possesses wide experience in the labour affairs and this will positively contribute to an effective and an efficient functioning of an ESC. During the field visit made to Bentiu,

both the Minister and Director-General for labour were extensively briefed on the structure, framework and the use of the Employment services model. An evaluation on the status of Employment Services in Bentiu is recommended to be undertaken subsequent to one year of operation.

6. Presentation of findings and recommendations on component: Vocational Training policy implementation

6.1 Context

Civil conflict that lasted more than two decades severely undermined the supply of Vocational Training (VT) in Southern Sudan. Numerous complications lifted their ugly face as a result of the prolonged dilapidated state of the VT system. Many Southern Sudanese lack employable skills. Technically known as “skills mismatch”, this phenomena is present in the country due to the dilapidated state of the VT system as well the Education system not driven by demands of the labour market. Foreign labour in vast numbers influx the Sudanese labour market in grabbing the opportunities offered. Subsequent to signing of the Comprehensive Peace Agreement in 2005, VT became one of the leading priorities of the Government of Southern Sudan. A number of private and NGO based VT providers is seen operating. VT imparted independent of the industrial demand, inadequate training facilities and equipment, outdated curriculums, deficiencies in training materials, lack of knowledge of trainers, uncoordinated and supply-driven provision, a plethora of organizations and institutions mushrooming each day offering various programmes of differing duration and quality are a common drama to be seen in South Sudan in the case of VT.

ILO under CABIHRD I assisted in formulating a VT policy for South Sudan. Phase II focused on implementing the SSVTP. Regards supporting the policy implementation component, ILO offered the following Capacity building workshops/study tours.

- Curriculum Development Working Group for Vocational Training,(9th December 2009)
- Vocational Curriculum Harmonisation workshop, (24th November 2009)
- Policies and Strategies for Technical Education and Vocational Training in Sudan, (February 21-25th 2010)
- Curriculum Development Working Group for Vocational Training workshop,(1st -3rd June 2010)
- ILO-sponsored workshop in Cairo on Labour Market Information Systems.
- ILO-sponsored workshop in Turin on VT policies and systems
- Workshop on Policies and Strategies for Technical Education and Vocational Training in Sudan, (21st February -25th 2010), Khartoum University.

6.2 Expected outputs¹² & delivery success

Output 1

Vocational Training policy implementation leads to a better management of the government VTCs

Output 2

Staffs of the VTCs and Directorate of Labour and Industrial Relations of MoLPS&HRD have enhanced capacities in managing daily functions and performance of VT provision in Southern Sudan.

Delivery success

ILO together with its stakeholders achieved a remarkable success up to the stage of formulating the SSVTP, Strategic Implementation plan and the Action plan together with the Work plan for enhancing the capacities of the VTC's and the staff of the proposed Directorate. Little has been achieved in terms of its implementation. Implementation of the policy action points are to be initiated over three years. A separate 'directorate for VT policy implementation' was seen crucial in guiding the implementation process. Although the implementation unit exists, it remains defunct currently. Hence the whole mechanism installed to realize the SSVTP implementation needs to be revived. Except for the curriculum development of six vocational areas, remaining action points are untouched. *Therefore the evaluator declares that in terms of this component, ILO together with its stakeholders for various reasons spelled out under the finding and recommendations, have failed to keep pace with the rolled out strategy in achieving output 1 above.*¹³

In capacitating the Directorate of labour and the VTC's, ILO initiated several workshops. A detailed work plan has been drawn and a series of signposts developed in enhancing the capacities of the VTC staff and the Directorate of labour. Except for identifying the training needs of the staff proposed for the VT implementation unit and an initial VT mapping exercise undertaken, much activity spelled out in the work plan remains to be accomplished with regard to capacity building. *Therefore the evaluator declares that in terms of this component, ILO together with its stakeholders for various reasons spelled out under finding and recommendations below, have failed to keep pace with the rolled out work plan aimed at enhancing the capacities of staff of VTC's and the Directorate of Labour and Industrial Relations of MoLPS&HRD in managing daily functions and performance of VT provision as set out under output 2.*¹⁴

¹² Please refer Project document on Capacity Building Institutional and Human Resources Development (CABIHRD) – phase II

¹³ For a deeper review of the progress made with regard to policy action points implementation, the reader is advised to refer the 'South Sudan Vocational Training Policy Action Plan'

¹⁴ For a deeper review of the progress made with regard to this, the reader is advised to refer the 'Workplan for On-Going Technical Assistance to MoLPSHRD'

6.3 Findings and recommendations

1. Vocational training policy implementation derailed

The Southern Sudan Vocational Training Policy (SSVTP) was finalized in December 2008 and presented to MoLPSHRD in January 2009 under CABIHRD I. This document was a product of wider stakeholder consultation. ILO and its stakeholders correctly adopted a developmental approach in formulating the SSVTP which suits the agendas and characteristics of developing countries, especially under uncertain political environments. Yet the policy is in draft stage and awaits the approval of the council of ministers and its adoption by the assembly. Many VTC's are reluctant to initiate the suggested policy action points in the absence of its adoption for various political reasons. This acts as a barrier in effectively implementing the VT policy at the ground level. Hence the stakeholders responsible need to press the relevant authorities in expediting the process SSVTP adoption.

VT policy implementation strategy was designed based on the SSVTP. Implementing strategy was subsequently translated into an Action Plan covering twelve quarters. This covers aspects of programmatic development, institutional development and systemic development. Irrespective of the detailed action plan drawn, most of the policy action points identified for implementation in year 1 are yet to be addressed. Discussion with the directors of VTC's proved that critical policy actions identified for implementation in the first year such as developing a strategic plan for each VTC, establishing an advisory board for each VTC, establishing a trainee council for each VTC, implementing a performance management system for all VTC staff and so on is yet to realise. Irrespective of the time and resources spent on coming up with a detailed operational plan, the policy implementation at ground level did not take off as planned due to a magnitude of competing and combined reasons.

2. A dysfunctional VT policy implementation unit

Dedicated and fully fledged full time staff is a prerequisite for a successful VT policy implementation unit. VT policy implementation unit was installed within the existing structure of the MoLPSHRD and an ILO international expert on vocational training was assigned to this unit together with two designated local counterparts. In oiling the functioning the unit, departmental TOR's and staff job descriptions were develop, staff training needs assessments were undertaken and training plans developed. Irrespective of staff TNA's drawn the assigned local personal to this division has not been adequately equipped (trained) for operating a VT implementation unit. Guidance under the expert international consultant for a substantial time period would have been the ideal strategy in equipping the local staff in executing the functions required by the VT policy implementation unit. However with the ending of the short contract of the international expert this opportunity was lost and is seen as a major blow for the operation of this unit. Due to resource constraints the international expert on VT was hired for a shorter tenure. Had the international consultant operated on the field for an extended period, the local staff would have gained much exposure in running the VT Directorate that would have facilitated in an efficient VT policy implementation. Suggest an international consultant on VT to be assigned to this division to work with the identified local staff. The assigned specialist will work with the MoLPSHRD on

curriculum development, training standards, record achievement, institutional development, human resource development, accreditation, and registration and monitoring of VT providers etc. In case sufficient funds cannot be found in recruiting an international consultant, suggest promoting an efficient Director of one of the vocational training centres in Southern Sudan for this post. The person identified needs to be paid on a performance-related-pay basis with regard to policy implementation. The staff members also need to be trained locally and internationally on aspects related to VT.

The VT unit installed within the MOLPSPHRD was to transfer itself to an embryonic “Directorate of VT”. This is yet to realise in practise due to reasons related to the structure and the bureaucracy of the Ministry. Irrespective of the reasons competing to explain the practical inability of this unit to be transferred from a ‘unit’ to a ‘directorate’ status, there is an urgent need for this ‘Directorate’. South Sudan presently lacks the needed skills demanded by the employer community. As such, skills training needs to be a priority item in the governments development agenda. Therefore it is important that this division becomes a separate directorate so that it could concentrate purely on VT policy implementation. With the failure of this unit to become institutionalised, staff assigned to this unit spends more time on other labour activities which falls outside the scope of VT policy implementation. The VT policy implementation unit currently is dysfunctional and needs to be resuscitated. Suggest the VT unit to be transferred to a ‘directorate level’.

3. Absence of a monitoring system

Failure to implement an effective monitoring system over the SSVTP implementation is viewed as a major drawback of this component. A proper monitoring system needs to be installed in monitoring the progress of the implementation plan. A steering committee for the SSVTP implementation headed by the DG for labour should be in place. Identified personal for the steering committee will meet once a month to discuss the progress related to the VT policy implementation. Progress reports needs to be presented by the VT policy implementation unit to the steering committee reporting the progress of the VT implementation.

4. Need for resources

Resource constraint acts as a stumbling block for the effective implementation of the SSVTP. With the drying up of funds for CABIHRD II with its cessation in September 2010, MoLPSHRD needs to discover fresh donor assistance for supporting the VT policy implementation. Suggest the relevant authorities’ takes timely action in finding adequate donor assistance.

5. Clarification of ministerial mandates

Unclear clarification of ministerial mandates between the MoLPSHRD and MoEST as to who holds the mandate for VT had a harmful effect on VT policy implementation. The GoSS mandate for VT lies with MoLPSHRD. However, draft legislation makes VT a MoEST responsibility. MoEST has already developed VT curriculum which apparently is used in some VTCs. Respective ministries need to clearly understand their officially-designated responsibilities, notwithstanding cooperation and coordination on

matters of comparative advantage. GoSS maybe required addressing any current hiatus. However a newer turn has taken to this dialog with the separation of the Human Resources into a separate component under the new restructuring system. Suggest all relevant ministries in conflict to come together for an open discussion in reviewing their mandates and activities regarding VT. Based on the outcome of the discussions, to make recommendations on revising current draft legislations and prepare new legislation.

6. Resuscitating the Curriculum Development Working Group

Curriculum harmonization is a highly strategic entry point for SSVTP implementation. This has a huge multiplier effect as many aspects of the VT system are interrelated with it, including VTC resources, instructor training, performance management and quality assurance. ILO organised a Curriculum Harmonization Workshop in November 2009. This workshop led to the formation of a Curriculum Development Working Group (CDWG). This group later met in December 2009 in identifying subject areas for piloting of curriculum standardization. TOR's for CDWG, modus Operandi of CDWG, identification of challenges to curriculum harmonization, establishment of curriculum sub-groups and identification of convenors, recommendations for recognition and accreditation of prior learning, recommendations for the design of a Record of Achievement were focused on during this workshop. Subsequently a workshop held in June 2010 to follow up the previous two workshops was used by the CDWG to review the draft curriculum in six vocational areas (Agriculture, Carpentry and Joinery, Computer, Masonry, Electrical, Secretarial), to identify opportunities and challenges for further work in the six specific vocational areas, evaluate the pilot process of curriculum development and to identify the opportunities and challenges for extending curriculum development to other vocational areas. Above curricula's are still at their draft stage. These need to be finalised and thereafter adopted by the VTC's. Currently the functioning of the CDWG is questionable. Action needs to be initiated in re-activating the CDWG and to roll on its curricular development activities into other identified vocational areas.

7. Human Resources Development Strategy

Human Resources Development (HRD) Strategy for VTC staff is identified as a key area to be addressed in developing the capacities of the MoLPSHRD as identified by the work plan. The work-plan spells out on extending support to VTC's in undertaking staff training needs assessments, assisting VTC's in developing content and methodologies for in-service and pre-service training of instructors and managers, supporting VTC's in developing training plans and policies and developing a monitoring and an evaluation system. However these plans are yet to materialise. Yet they are critical for a vibrant VT system in South Sudan. TNA's for each VTC is required as a basis for comprehensive upgrading of human resources. The training of instructors should include developing competency based training programmes, preparing scheme of work, writing training session plans, developing criteria assessments etc. Trainings focusing management needs to include personnel management aspects such as performance appraisals for staff, record keeping on absenteeism and punctuality of staff, information on trainee enrolment and drop-outs, resource management such as stock-keeping, time management such as prioritising and scheduling etc. Suggest sending more VT trainers (TOT) on international study tours.

7. Presentation of findings and recommendations on the component: Training of labour officers on labour administration

Evaluation on the component on the training of labour officers on labour administration is in two parts.

Part A provides an overall evaluation on strengthening labour offices in the identified States (CABIHRD II) on labour administration. Hence the reader is introduced to labour administration with a brief context note followed by findings and the recommendations on this component.

Part B evaluates the effectiveness of the training package on labour administration from a trainee's point of view. Most trainees when asked whether a training session was useful, many ideally reply that the training sessions expanded their knowledge base. Yet important is whether the training actually expanded their *capacities* in undertaking work at the field level and not the extent to which their *knowledge* expanded. As such this evaluation tries to capture a realistic assessment as to whether the training on labour administration has had an expanding effect on the trainee's ability in executing work at the field level.

7.1 Part A: An overall evaluation on the strengthening of labour offices on labour administration (CABIHRD II)

7.1.1 Context

Labour administration is defined by ILO Convention No. 150 as "public administration activities in the field of national labour policy." It is an essential tool at the disposal of governments in fulfilling their responsibilities towards social issues. International labour standards are usually applied through national law and policy. It is therefore vital that each country maintain a viable and active labour administration system responsible for all aspects of national labour policy formulation and implementation. An effective system of labour administration is also essential for the promotion of sound industrial and labour relations and is an important element in national development. Prolonged war for more than two decades in South Sudan crippled the functioning of its labour offices thus almost wiping out labour administration function as a whole.

7.1.2 Expected output¹⁵ & delivery success

Output

All staffs of five LO's of Yambio, Torit, Bor, Awiel and Bentui have enhanced capacities in Labour administration after being trained in General Labour Administration Management

Delivery success

ILO organised a training session on General Labour administration for labour offices of five States in South Sudan attended by 19 labour officers from East and West Equatorial, Northern Bahr El Ghazal, Jonglei and Unity States. Evaluation of the training on labour administration from a trainees view point is presented under Section 7.2 Part B: Evaluation on the effectiveness of the training module on 'Labour Administration' of this report.

ILO successfully executed a comprehensive training package on 'General Labour Administration' for the labour officers in Yambio, Torit, Bor, Aweil and Bentiu. As such the labour officers of these States are in a position to execute their functions related to labour administration effectively. As such the evaluator concludes that ILO successfully achieved the above expected output set at the outset of the project.

Further observations made during the evaluation mission are presented below under findings and recommendations for the reader's attention.

¹⁵ Please refer Project document on Capacity Building Institutional and Human Resources Development (CABIHRD) – phase II

7.1.3 Findings and recommendations

1. Human Resources

Currently labour offices face an acute labour shortage in terms of labour inspectors. With their increasing workload, adequate steps need to be initiated in allocating sufficient staff numbers. Labour officer's need to be provided with training on labour administration on an ongoing basis. Suggest local and overseas training on labour administration for labour officers. The staff recruitment process needs to be revitalised. Recruitment system needs to attract qualified and motivated staff.

2. Labour inspections

There is a strong need for implementing a monitoring and an evaluation system with respect to labour inspection. Under normal circumstances, the supervisors, team leaders and managers of inspection do execute this through country specific prescribed forms. A database that tracks inspectors and inspection forms needs to be created. With this it would become possible to track information as to 'who did', 'what inspection', 'where', 'when and how it was done' at the touch of a button. Highly performing labour inspection services in the region uses this methodology. As such there is an urgent need for South Sudan to re-invent and re-engineer labour inspection services for a vibrant and an efficient labour inspection service.

3. External Linkages

There is an urgent need for further training and the capacity building of labour officers by way of external training opportunities, scholarships, and study tours and on-the-job training in neighbouring countries. In addition an Association of Labour Inspectors at both the State and Federal levels need to be encouraged, formed and registered. This would give the officers an avenue in linking up with International Associations working on labour administration.

4. Labour administration research activities

Labour administration research is an area that needs attention and priority. Labour administration research enables to identify the current status of labour administration in the country, challenges faced and its way forward. As such the labour inspectors need to understand the value of labour research. Suggest establishing a working group involving social partners focused on labour research. The working group would design questionnaires pertaining to the area of interest for the collection of data related to labour administration. The committee will regularly meet in analysing and reviewing the collected data. This would enable the labour inspectors to update themselves with the changes in the labour market. Undertaking research activities will enable collection of information on informal economic activities, information on labour demand and supply sectors, general employment data, gender activities, employer-worker data, data on administrative services, data on labour relations including dispute settlement, training opportunities for people with disabilities and so on. Research findings need to be communicated in non-technical language to the widest possible audience.

5. Forming a pool of experts

A local pool of experts needs to be formed for a vibrant labour administration system. This pool needs to comprise of experts on labour administration who is well equipped in training the trainers.

6. Golden list

Develop a Golden List, a code of conduct for employers with specific labour compliance criteria. The Golden List sets criteria for working conditions, employment of workers.

7. Action plan

Suggest publishing a comprehensive Action Plan to improve labour administration and compliance

8. Annual report

Suggest publishing an annual report on the work of the inspection services under the control of the Ministry of Labour. The annual report published by the national inspection authority shall contain among others: Laws and regulations relevant to the work of the inspection service, Staff of the labour inspection service, Statistics of workplaces liable to inspection and the number of workers employed therein, Statistics of visits, violations and penalties imposed, industrial accidents, and occupational diseases, Statistics of work accident and disease.

9. Code of conduct

Developing a code of conduct for the labour inspectors

7.2 Part B: Evaluation on the effectiveness of the training module on ‘Labour Administration’ on the labour officers (trainees) of the five States under CABIHRD II: an assessment from the trainees view point

7.2.1 Context

CABIHRD II spells out the need to train labour officers of Yambio, Bor, Aweil, Torit, and Bentui on labour administration. A comprehensive training package was imparted for the five State labour offices. Nineteen (19) labour officers participated for the training session.

This section evaluates the effectiveness of the training package on General Labour Administration from a trainee’s point of view. Most trainees when asked whether a training session was useful, many ideally reply that the training sessions expanded their knowledge base. Yet important is whether the training actually expanded their *capacities* in undertaking work at the field level and not the extent to which their *knowledge* expanded.

As such this evaluation captures a realistic assessment as to whether the training on General Labour Administration had an expanding effect on the trainee’s ability in executing work at the field level.

7.2.2 Evaluation of the training on labour administration

Two types of tests were employed in evaluating the training session on General Labour Administration. Methodology of each test is described under respective sections. Evaluation is based on a random sample of trainees selected adequately to represent the population for this purpose.

Test 1: Pre-Post test

In analysing the behavioural changes of labour officers in undertaking work on labour administration, the selected sample of officers who attended the training was questioned to state whether there had been a *positive change* in the way work is undertaken subsequent to the training session. Results of the pre-post testing methodology are produced below.¹⁶ Quoted below are the evaluations made by the labour officers of the impact of the training session on their capacities.

¹⁶ The idea of pre and post testing of students is often accepted as a viable method to assess the extent to which an educational intervention has had an impact on student 'learning'. Pre- and post-tests document the services of a program, measure outcomes, and demonstrate success. Pre- and post-tests are useful not only for obtaining impact data for progress reports required by funders, but they also act as a thermostat, providing real-time feedback of program efforts, to help program directors decide whether or not to make changes in the implementation of activities throughout the program year.

labour officer	Comment of the labour officer
Bor	“My awareness pertaining to the legal background governing labour administration was poor. Training session enabled me in bridging this gap. I learnt of the ILO convention governing labour administration and also the 1997 labour law of Sudan. This has enabled me in executing my functions as an inspector more effectively thanks to the training undergone”
Bor	“I didn’t know much on collective bargaining and collective agreements. The training session enabled in bridging this gap. Most importantly the session made us understand the importance of maintaining a working relationship with employers in dealing with matters on labour disputes”
Yambio	“I learnt the importance of occupational health and safety in the work environment. In our labour office, there are large barrels of fuel for the generator. We didn’t realise the risk of this. With this training module I realised the risks inherent in our own work environment. I discussed this issue with the Director of the labour office. The Director promised to remove these barrels very soon to another place”
Yambio	“Prior to training, we dealt separately with the employer and the employee regarding matters on labour disputes. Training made us understand the importance of discussing the dispute at hand with both the parties together rather than handling this on an isolated manner. We as labour officers have understood the importance of this. Most importantly the employers and the employees finds it convenient in discussing the matter openly in finding a workable solution”
Torit	“After attending the training only I learnt much of the labour law of 1997. Before that we were executing our functions in a blind manner. But now I know exactly what is in the labour law of 1997. I am happy that I attended this useful training session on labour administration”
Bentiu	“This is the first time I ever attended a workshop on labour administration. Prior to training we executed our work in an adhoc manner without much understanding as to what we did. We had to solely depend on the knowledge of the senior inspectors. In some cases they were even unable to clarify the questions we had regarding the administration of labour. But now with the training I feel very much confident on executing my functions as an inspector”

Test 2: Administered questionnaire

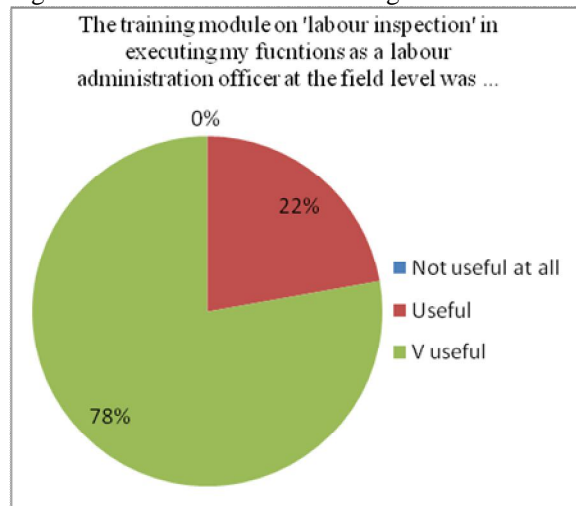
A questionnaire was administered to a randomly selected sample of labour officers who attended the training session on labour administration. Respondents were required to rank the usefulness of the each module in executing their functions as labour administration officers *at the field level*¹⁷ on a likert scale. Below presents the results of the interviews made.

Table 14: Evaluation of the training module on labour inspection

The training module on 'labour inspection' in executing my functions as a labour administration officer at the field level was	1 not useful at all	2 useful	3 very useful
	0%	22%	78%

Source: Based on trainee evaluations

Figure 18: Evaluation of the training module on labour inspection



22% of the trainees commented that the training module on 'labour inspection' in executing their functions on labour administration at the field level was 'useful', while another 78% rated 'very useful'

Source: Trainee assessment

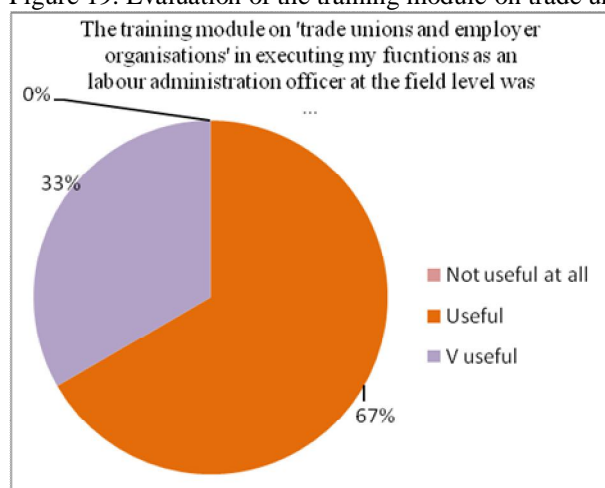
¹⁷ A common answer most respondents provide when asked about a training session is that "the training expanded our knowledge on the subject matter". However the real importance is as to what extent the training session "expanded their capacity in undertaking work at the field level", as some training modules would expand the trainee's knowledge base while it could be useless at the field level. As such the above exercise was undertaken in assessing the impact of each training module on the effectiveness of each training module in undertaking work at the field level.

Table 15: Evaluation of the training module on trade unions-employer organisations

The training module on 'trade unions-employer organisations' in executing my functions as a labour administration officer at the field level was.....	1 not useful at all	2 useful	3 very useful
	0%	67%	33%

Source: Based on trainee evaluations

Figure 19: Evaluation of the training module on trade unions-employer organisations



67% of the trainees commented that the training module on 'trade unions-employer organisations' in executing their functions on labour administration at the field level was 'useful', while another 33% rated 'very useful'

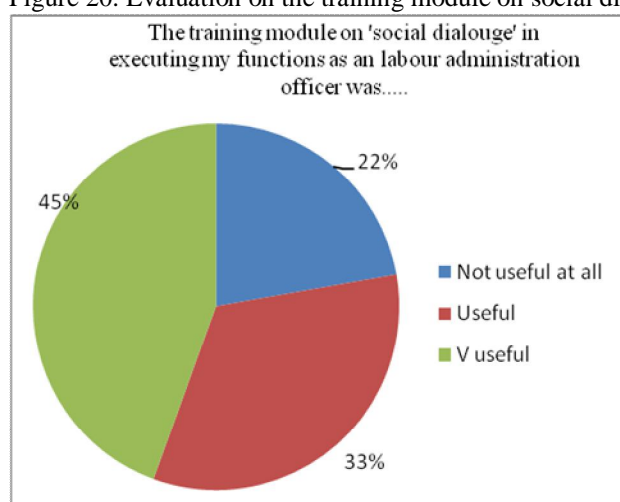
Source: Trainee assessment

Table 16: Evaluation on the training module on social dialog

The training module on 'social dialogue' in executing my functions at the field level as a labour administration officer was.....	1 not useful at all	2 useful	3 very useful
	22%	33%	45%

Source: Based on trainee evaluations

Figure 20: Evaluation on the training module on social dialog



22% of the trainees commented that the training module on 'social dialogue' in executing their functions on labour administration at the field level was 'not useful at all', while 33% rated 'useful' and another 45% rated 'very useful'

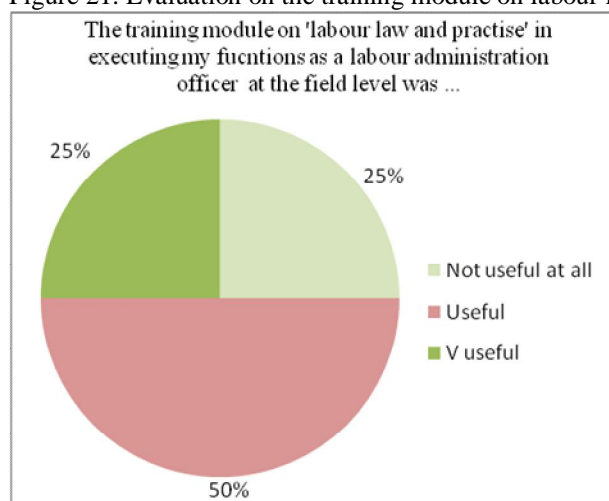
Source: Trainee assessment

Table 17: Evaluation on the training module on labour law and practise

The training module on 'labour law and practise 'in executing my services as a labour administration officer at the field level was	1 not useful at all	2 useful	3 very useful
	25%	50%	25%

Source: Based on trainee evaluations

Figure 21: Evaluation on the training module on labour law and practise



25% of the trainees commented that the training module on 'labour law and practise' in executing their functions on labour administration at the field level was 'not useful at all', while 50% rated 'useful' and another 25% rated 'very useful'

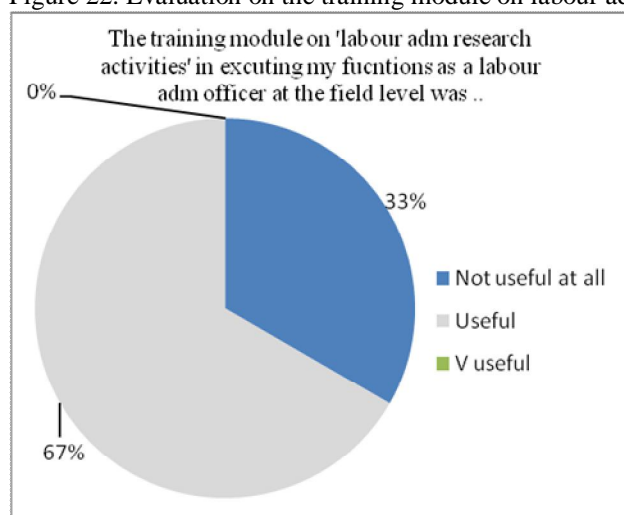
Source: Trainee assessment

Table 18: Evaluation on the training module on labour administration research

The training module on 'labour administration research activities ' in executing my services as a labour administration officer at the field level was.....	1 not useful at all	2 useful	3 very useful
	33%	67%	0%

Source: Based on trainee evaluations

Figure 22: Evaluation on the training module on labour administration research



33% of the trainees commented that the training module on 'labour administration research' in executing their functions on labour administration at the field level was 'not useful at all', while 67% rated 'useful' and another 0% rated 'very useful'

Source: Trainee assessment

8.Presentation of findings and recommendation on component: Policy development and support tripartism

8.1 Context

The main aim of social dialogue is to promote consensus-building and democratic involvement of the main stakeholders in the world of work. Successful social dialogue structures and processes have the potential to resolve important economic and social issues, encourage good governance and boost economic progress. The extent of social dialogue has a direct impact on the climate of social peace and stability. While there is no “one size fits all” model of social dialogue that can be readily exported from one context to another, there is a rich diversity in institutional arrangements, legal frameworks and traditions and practices of social dialogue throughout the world. Adapting social dialogue to the specific situation is key to ensuring full ownership and sustainability of the process. In many countries, there has been an important move away from an adversarial industrial relations system to a more needs or interest-focused approach. The change tends to deliver, as far as possible, outcomes of mutual gain rather than sub-optimal compromise or win-lose outcomes. Consensus-building skills have, as a consequence, assumed a much greater importance in that they provide government, workers’ and employers’ representatives with useful tools to establish a culture of social dialogue.

8.2 Expected output & delivery success

Output 1

Establishment of Workers organizations started

Output 2

Labour Act disseminated throughout Southern Sudan

8.3 Findings and Recommendations

In facilitating the above, ILO organized a workshop on Social Dialogue and Consensus-Building Skills for identified officials of the Ministry of Labour, representatives from employer and worker organizations. The general objective of this session was to contribute to the creation of a culture and momentum of dialogue among employers, workers and governments, by exposing participants to social dialogue processes with a focus on consensus-building skills. It was expected that at the end of the workshop the participants will be able to analyse different modalities of social dialogue, refer to key international labour standards as tools for promoting social dialogue, develop guidelines on how to promote and strengthen social dialogue, share experiences and views on social dialogue in the participating countries, demonstrate improved skills in creating consensus, in negotiating with a needs-based approach and in order to achieve mutual gains outcomes. The workshop contents covered the aspects on introduction to Social Dialogue: concept, actors, levels, modalities, international legal framework for Social Dialogue, social Dialogue at national level, obstacles to effective negotiation, approaches and processes in managing conflicts and resolving disputes, the negotiation

process; Exploring outcomes in negotiation, positional and needs-based negotiation, distinguish positions from needs; reframing; extracting needs; the use of questions, finding mutual gain outcomes; discovering value; the negotiator's dilemma; costs and benefits of different styles of negotiating; the significance of alternatives to a negotiated agreement; reality testing; negotiating interfaces; how to move to mutual gain negotiation, needs based joint problem solving, etc.

This workshop linked to the component on 'policy development and support tripartism' was held towards the end of the project period (September 2010). Hence it is too early as to assess the impact at the ground level. However there is no doubt that this stance will bear positive long term effects.

9.Presentation of findings and recommendation on component: furnishing, power supply and transport equipment for the new labour offices

9.1 Context

Furnishing and equipping of labour offices was a major component addressed under both the CABIHRD I & II phases. Labour offices in South Sudan have been badly affected by the prolonged war and most of the buildings have been damaged partially or fully. These offices also lack the needed infrastructure and facilities such as the needed furniture, IT equipments, transportation, and power supply in executing its functions. As a result CABIHRD II allocated one of its components in furnishing the identified labour offices in bringing them into a workable habitat.

9.2 Expected outputs & the delivery success

Expected outputs

- The existing Labour office building in Yambio is furnished
- 3 Public Services (or Local government offices) part of buildings devoted to Labour Offices are furnished in Torit, Bor and Bentiu
- 4 Labour offices (Yambio, Bor, Torit a Bentui) are equipped with Procurement: 1 4X4 car and 5 Los equipped with motorcycles, 1 motorcycle per each office
- 5 Labour offices (Yambio Bor, Aweil, Torit and Bentui) are equipped with furniture and IT Equipment (1 desktop, 1 laptop, 1 all-in-one printer, photocopier and scanner)

Delivery success

Based on the observations made during the field visits to State labour offices and the verification of relevant procurement documents (purchase orders, delivery notes etc), the evaluator concludes that the above expected outputs have been successfully achieved by ILO.

However the reader's attention is drawn to the following findings and recommendation for further analysis.

9.3 Findings and recommendations

1. Land cruisers purchased are yet to be delivered to Yambio and Bentiu. Prompt action needs to be taken for the delivery of the same to facilitate the work at the labour offices.
2. Motor-cycles purchased are yet to be delivered to Aweil. Prompt action needs to be taken for the delivery of the same to facilitate the work at the labour office.
3. Labour office in Aweil needs to be furnished

The table below explains the extent to which the new five labour offices have been equipped with the planned procurement items.

Table 19: Status of details of items purchased and delivered by Labour Office¹⁸

	Computers and laptops	Vehicle¹⁹	Two in one printer-photocopier²⁰	Motor Cycle²¹	Furniture
Yambio	Purchased and delivered 1-Hp laptop 1-Hp desktop	Purchased but not delivered	Purchased and delivered 1-Printer-copier (2 in 1)	Purchased and delivered	Delivered 1-Cubins 4-office desks 4-Executive chairs 4-Visitor chairs
Bentiu	Purchased and delivered 1-Hp laptop 1-Hp desktop	Purchased but not delivered	Purchased and delivered 1-Printer-copier (2 in 1)	Purchased and delivered	Delivered 1-Cubins 4-office desks 4-Executive chairs 2-Visitor chairs 1 Printer table
Bor	Purchased and delivered 1-Hp laptop 1-Hp desktop	Purchased and delivered	Purchased and delivered 1-Printer-copier (2 in 1)	Purchased and Delivered	Delivered 1-Cubins 4-office desks 4-Executive chairs 4-Visitor chairs

¹⁸ Please note that the above table exhibits the position as at 17th September 2010 as per the latest updates made available to the evaluator. Thus the reader is cautioned that this position might have changed by the 30th September 2010.

¹⁹ Five land cruisers-hardtop has been purchased to the total value of JYP 20999258.00

²⁰ Five multifunction printers have been purchased to the value of SDG 24,080.00

²¹ Five motor-cycles have been purchased to a total value of USD 23,548.00

Aweil	Purchased and delivered 1-Hp laptop 1-Hp desktop	Not allocated	Purchased and delivered 1-Printer-copier (2 in 1)	Purchased but not delivered	Not delivered
Torit	Purchased and delivered 1-Hp laptop 1-Hp desktop	Purchased and delivered	Purchased and delivered 1-Printer-copier (2 in 1)	Purchased and delivered	Delivered 1-Cubins 4-office desks 4-Executive chairs 2-Visitor chairs

Source: perusal through procurements files and discussions

10. Conclusion

CABIHRD II-labour component was an extension of its first phase which successfully addressed the developmental needs of Southern Sudan emerging out of a war torn economy. All components addressed under phase II were much needed in continuing the hard work done in the previous phase. Phase II was capable of reaching a much wider geographic area and ensuring the much needed active presence of the Ministry of Labour in dealing with the labour matters at a State level. CABIHRD II was planned for a shorter period of time. Yet the implementation required five broad components to be implemented at the ground level. The project management team should be congratulated for its achievement in handling a project of this magnitude. Though the positive effects of the phase II will not be felt in the short run, the social and the economic benefits of these components are substantial in the long-run.

Appendix 1: Remedial actions initiated under CABIHRD II, based on the recommendations suggested by the evaluation report on ‘Employment Services in Southern Sudan-phase I’

Area for improvement identified	Remedial action initiated
Involvement of ES staff on dispute resolution, labour inspection activities were identified as constraints for achieving the principals of ‘neutrality’ and ‘confidentiality’.	Directors of ESC’s were advised to release the ES staff from other labour functions and allow the ES staff to purely concentrate on employment services activities
Jobseeker registration form in English language poses problems for some jobseekers.	ES staff directed to translate the jobseeker registration form to their native language
Inadequate guiding of jobseekers at the point of registration.	ES staff trained on guiding and providing career counselling at the point of registration for jobseekers
Jobseekers occupational code missing in a large number of jobseeker registration forms.	ES staff trained on identifying the ISCO code for a given occupation
Large number of missing fields identified in jobseeker registration forms.	ES staff advised on the importance of detecting missing fields prior to jobseeker leaving the ESC
Window dressing on the number of ‘placements’.	ES staff trained on identifying and reporting actual placements
Window dressing on the number of jobseeker registrations.	ES staff trained on identifying and reporting actual jobseeker registrations
Discrepancies identified in the mode and the methods used in informing the short listed jobseekers	ES staff trained on the most efficient ways of contacting jobseekers
ESC’s apart from registering jobseekers and vacancies were not engaged in referring jobseekers for interviews	ES staff trained on the importance of referring the matched jobseekers for interviews with the employers
Missing supporting documents in registering jobseekers	ES staff trained on the important documents that they need to obtain from the jobseekers at the point of registering and a leaflet developed focusing jobseeker for reminding them of the needed documents for their registration.
Absence of pre-submission interviews for jobseekers	ES staff trained on conducting pre-submission interviews for jobseekers
Inadequate promotion of employment services among jobseekers	ES staff trained on producing leaflets, posters targeting jobseekers and materials were developed as a practical exercise.
Non-responding jobseekers	ES staff trained on the action that needs to be

	initiated with regard to non-responding jobseekers.
Renewal of jobseeker records	ES staff was trained on the methodology of renewing jobseeker records.
Jobseeker registration form not comprehensive in capturing jobseeker details.	A modified jobseeker registration form introduced.
Absence of Jobseeker registration letter and jobseeker verification letter	Jobseekers registration letter and a jobseekers verification letter introduced.
Handling jobseeker grievances	A suggestion box was introduced across all ESC's
Absence of Jobseeker registration register	Jobseeker registration register introduced.
'How to write a CV' & 'How to face an interview'-CG support for jobseekers	ES staff Trained on CG support for jobseekers
Reluctance among ES officers in canvass for vacancies among employers by the ESC's.	ES staff trained on the importance of canvassing for vacancies among employers. They were also trained on how to present themselves for employers and to initiate a productive dialogue.
ESC's in a passive practice of merely copying the vacancy information on the public notice boards to their databases	ES staff requested to take a proactive approach of first contacting the employers and then to get the vacancy details
Inadequate use of the Registration of organization form.	A detailed form for registering employers introduced.
Levying fees on employers.	ES staff introduced to convention 88 on Public Employment Services and its relevant articles sanctioning any form of charges from jobseekers or employers.
Vacancy registration forms printed only in English.	All ESC's made to translate and maintain adequate number of copies of the vacancy registration forms in their native language.
Vacancy registration form not comprehensive.	A modified version of the vacancy registration form was introduced.
Inadequate linking-up with NGO's.	ES staff was educated on the importance of linking up with other NGO's working in the field of MF and livelihoods. ES staff was also trained on the skills for linking up with external organizations.
Absence of brochures targeting employers	A brochure was designed targeting employers for all ESC's
Absence of job-order register	A job order-register was introduced across all ESC's
Absence of job-matching	A job-matching summary was introduced

	across all ESC's.
Jobseeker registration form incapable of capturing jobseekers training details.	Jobseeker registration form was modified incorporating training details.
Absence of a computerized training institutions database.	A computerized training institutions database designed and introduced across all ESC's.
Non-routine generation of monthly statistics from the databases.	A comprehensive format for reporting quarterly statistics was developed and ES staff trained on extracting and reporting stats from databases.
Inadequate knowledge of staff in using the computerized databases	ES staff were trained on using the computerized databases
Absence of performance targets for ESC's	A work-plan introduced with targets for all ESC's
ES staff skills in identifying jobseeker training requirements	ES staff trained on all these issues
ES staff skills in using computerized database	
Skills on canvassing among employers, training organizations and MFI's	