

## Summary of Terminal Evaluation Results

<b>1. Outline of the Project</b>	
<b>Country:</b> Republic of South Sudan	<b>Project title:</b> Project for Institutional Capacity Development of South Sudan Broadcasting Corporation
<b>Issue/Sector:</b> Governance - Democratization	<b>Cooperation scheme:</b> Technical Cooperation Project
<b>Division in Charge:</b> Governance Group, Industrial Development and Public Policy Department	<b>Total Cost:</b> 764 million Japanese Yen (at the time of the evaluation)
<b>Period of Cooperation</b>	(R/D: 23 August 2012) 1 December 2012 – 31 March 2019 (6 years 4 months)
	Extension period: 1 December 2016-31 March 2019
	<b>Partner Country's Implementing Organization:</b> Ministry of Information and Broadcasting (MOIB) South Sudan Broadcasting Corporation (SSBC) (former South Sudan TV and Radio (SSTVR))
	<b>Supporting Organization in Japan:</b> NHK International Inc.
	<b>Related Cooperation:</b> None
<b>1-1. Background of the Project</b>	
<p>The Republic of South Sudan (hereinafter referred to as “South Sudan”) has been facing numerous challenges in establishing a government structure as an independent nation due to the impacts of the prolonged civil conflict, which had persisted for 20 years. The country is engaged in state-building efforts with support from the international community. In the process of building a new democratic nation, the role played by the mass media to deliver accurate information to the public is significant. In particular, in a country which has just moved out from civil war, the media plays an important role in sound national development and surveillance for the prevention of reoccurrence of conflicts (Kofi Annan, 1999 Annual Report to UN General Assembly). In addition, in the society where infrastructure and transportation are limited, the media is expected to deliver essential information for the citizens (such as education, health, disaster prevention) to overcome the challenges.</p> <p>Since the Comprehensive Peace Agreement (CPA) between Sudan People's Liberation Movement (SPLM) and the Northern Sudan in 2005, new print media have been established one after another in South Sudan. However, they are far from being “independent media,” as they depend on financial supports from donors, international organizations, Non-Governmental Organizations (NGOs), etc. In terms of the broadcast media, private broadcasting stations are not fully developed, as there is no company that would place advertisements on TV, and the state-run South Sudan TV (hereinafter referred to as “SSTV”) is the only TV station broadcasting in areas other than the capital. As to the radio media, apart from the state-run South Sudan Radio (hereinafter referred to as “SSR”), most radio stations are community FM stations funded by donors, international organizations, or NGOs. In addition to the issues of dependence and lack of financial resources of these media, all media are facing challenges in terms of broadcasting technologies, the maintenance and management of broadcasting equipment, and the improvement of programme contents.</p> <p>South Sudan Broadcasting Corporation(hereinafter referred to as “SSBC”),reorganized from South Sudan TV and Radio (hereinafter referred to as “SSTVR”) under the Ministry of Information and</p>	

Broadcasting (hereinafter referred to as “MOIB”) has the widest coverage among mass media in South Sudan and is in a process of transforming to a public broadcaster under the Public Service Broadcasting Bill signed into law by the President in September 2014. As a public broadcaster, SSBC is expected to contribute to the formation of a sound civil society, which serves as the backbone of the democratic nation, through its commitment to accurate and fair news reporting, and programme production that considers the multiculturalism and multi-ethnic population of the country. On the other hand, concrete plans for its transformation into a public broadcaster had not been elaborated. In addition, its employees had not received sufficient training on the maintenance and management of broadcasting equipment or on programme production, and lacked capacities to provide accurate and impartial news reporting. Against this background, it has been indispensable to support the process of SSBC ’s transformation into a public broadcaster and promote the human resource development of the station.

The government of South Sudan requested JICA to implement a technical cooperation project aiming to enhance the organizational capacity of SSBC. In response, “Project for Institutional Capacity Development of South Sudan Broadcasting Corporation” was launched in December 2012 for the period of 4 years until November 2016. Afterward, in response to the results of the Mid-term review conducted in October 2015, the term of the Project was decided to be extended until March 2018 (agreed in February 2016). Furthermore, the term of the Project was again extended until December 2018 because two crises in South Sudan (December 2013 and July 2016) resulted in the evacuations of the JICA experts from Juba, which entailed the necessity of the extension in order to achieve the Project’s purpose. Then, in order to endure SSBC staff’s sustainable capacity of operation and maintenance of equipment, the project was extended until March 2019.

**1-2. Project Overview**

- (1) **Overall Goal:** Accurate, impartial and fair information is delivered to the people of South Sudan.
- (2) **Project Purpose:** Human resources are developed in SSBC to deliver accurate and fair information to the people of South Sudan
- (3) **Outputs:**
  - 1) The organizational and operational issues to be addressed are clarified to transform SSBC into a public broadcaster and a resolution policy and organizational vision are formulated in SSBC.
  - 2) The capacity of SSBC staff in charge of operating and maintaining broadcasting equipment is enhanced.
  - 3) The capacity of SSBC staff in charge of programme production is enhanced.
  - 4) The awareness towards professionalism (accurate and fair news) is raised among SSBC staff in charge of news reporting.

(4) **Inputs** (as of 30 November 2018)

Japanese side: 764 million Japanese Yen

Short-term Experts:	19 experts (129.99 M/M)
Trainees received:	218 participants (Training in Japan: 33, Third country training: 185)
Provision of Equipment:	Generator, Equipment for trainings etc.: Equivalent to 113,660,853 JPY
Local Operational Expenses:	Equivalent to 137,288,000 JPY

South Sudanese side:	
Counterpart Personnel:	83 CPs have been assigned by SSBC and MOIB
Provision of Space:	In SSBC property, land space to build the Project office building with meeting rooms, Training space in the SSBC office building until the completion of the construction of the Project office building
Local Cost Sharing:	MOIB and SSBC provided transportation for C/Ps to attend the seminar and symposium in Juba.

## 2. Evaluation Team

Member of Evaluation Team	<Japanese Side>		
	Leader	Dr. Keiichi Hashimoto	Senior Advisor (Peace-Building), JICA
	Evaluation Planning	Ms. Ayano Matsudo	Deputy Assistant Director, Law and Justice Division, Governance Group , Industrial Development and Public Policy Department, JICA
	Evaluation Planning	Mr. Kyohei Miyoshi	Deputy Director, Law and Justice Division, Governance Group , Industrial Development and Public Policy Department, JICA
	Evaluation Analysis	Mr. Masaya Omae	General Manager, Success Project Management Office
	<South Sudanese Side>		
	Mr. James Magok		Managing Director, South Sudan Broadcasting Corporation
	Professor William Hai Zaza		Chairperson, Board of Directors, South Sudan Broadcasting Corporation
Schedule of survey	October 2017 to November 2018 (Only literature survey in Japan with remote communication with South Sudanese side)	Type of Evaluation: Terminal Evaluation	

## 3. Result of Evaluation

### 3-1. Project Performance

#### (1) Outputs

**1) Output 1 (The organizational and operational issues to be addressed are clarified to transform SSBC into a public broadcaster and a resolution policy and organizational vision are formulated in SSBC)**

Output 1 has been achieved. “Short-term road map towards public service broadcasting” was approved by the Board of Directors of SSBC in June 2016. In addition, “A middle/long-term road map for SSBC to become a public broadcaster that is trusted by the public” was approved by the Board of Directors of SSBC in June 2018.

**2) Output 2 (The capacity of SSBC staff in charge of operating and maintaining broadcasting equipment is enhanced.)**

Output 2 has been achieved to some extent. Working Group (WG) 2 has been working on clarifying the current situations of staff in operation and maintenance. On the other hand, the progress of department-level organizational reform will depend on the process of the entire organizational

restructuring. Eight formats of checklists and reports have been developed and updated upon necessity. WG2 has started recording operation and maintenance work using these formats. Manuals on operation and maintenance of broadcasting equipment has been developed and utilized in daily operation. However, the possibility of achievement is still unknown because it is necessary to secure budget in order to achieve it.

### **3) Output 3 (The capacity of SSBC staff in charge of programme production is enhanced.)**

Output 3 has been progressing in the positive direction. In order to enhance the capacity for producing programmes, the dedicated team was established and launched the special programme projects for “Promotion of agriculture” and “Sports for peace building”. The checklist for the programme production process was developed and started to be used by the dedicated team at the regular meetings. The Programme Guidelines were approved at 7th JCC in July 2016. Although the staff members have been working to be familiarized with the Guidelines, it takes more time for the manual to become widespread to all staff members. For prompting motivation of producers, SSBC Program Award has been established. The effort to get the Programme Award, which has to meet stringent criteria, contribute to improvement of programme quality.

Furthermore, the Project conducted the Technical Capacities Assessment in order to measure the level of development of capacities of the programme production staff members. Although the number of sampling is too limited to grasp general trends, it could be said that understanding and recognition by the staff members concerning the tasks necessary for capacity improvement seem to have been obtained to some extent.

### **4) Output 4 (The awareness towards professionalism (accurate and fair news) is raised among SSBC staff in charge of news reporting.)**

Output 4 has been progressing in the positive direction and the results have been improving. “Final Draft - South Sudan Television & Radio Journalists Code of Ethics” was finalized in the Year 3. The Reporters’ Handbook was officially named as “SSBC Reporters and Broadcasters Handbook 2016” at the 8th JCC in July 2016. At the same time, the draft of English version was approved and finalized. The Arabic version was also completed. Leaders of WG4 have made training plans for SSBC news and program staffs including video editor and camera person and started group trainings in SSBC for disseminating the content of Journalists Code of Ethics.

Furthermore, the Project conducted the Core Capacities Assessment in order to measure the level of journalistic ethics of the staff members according to “A Code of Ethics for news reporters, even though the number of sampling was limited. The score is rising slightly, remaining at level 3.

### **(2) Project Purpose (Human resources are developed in SSBC to deliver accurate and fair information to the people of South Sudan.)**

Although some Objectively Verifiable Indicators of the Project Purpose are not achieved, most of the Indicators are achieved and Project Outputs discussed above are achieved or progressing in the positive direction. Therefore, it can be said that the Project Purpose is expected to be achieved within the current project period. The current approach of the technical assistance dependent chiefly on the third country training would not be sufficient enough to achieve it. The short-term road map for SSBC was prepared and has been used for the due procedures to transform the organizational structure. However, its progress is slow (Indicator 1). The draft middle/long-term road map for SSBC was finalized in February 2018, and the draft has been approved by the Board of Directors in June 2018. It will not be until the

end of the Project that the seminar for the road map can be held. (Indicator 2). The manuals to secure operation and maintenance of broadcasting equipment were prepared and have been used with the list of equipment as well as various check-lists and reporting formats (Indicator 3). Then the number of programmes produced by SSBC was exceeding the initial target of 15 (Indicator 4). Additionally, 18 news reports were produced. Regarding the Reporters' Handbook which is mentioned in the Output 4, the workshop will be held to familiarize the contents of the Handbook and to distribute its copies to the staff members (Indicator 5). The number of SSBC staff participated in the trainings on the Code of Ethics exceeded the target value of 150 persons, reaching 251 persons (Indicator 6). Finally, the quality of the broadcasting of SSBC, as a whole, has obviously improved, which are shown not only in its contents of programmes, but in its technical capability. Especially, the range of studio-direction has been expanding due to the introduction of TriCaster which was provided and started operation in the end of Year 3. However, SSBC's programme production capacity still remains at the stage of "understanding of the basics". Further improvement is indispensable (Indicator 7).

### **3-2. Evaluation Results**

#### **(1) Relevance: High**

The Project objectives and activities are in line with policies and strategy of the Government of South Sudan and the Government of Japan. SSBC was an only state-owned broadcaster, and is now in the preparation stage for its transformation to a public broadcaster. Thus, it is appropriate to target SSBC staff who are in charge of equipment management, program production as well as news reporting to enhance quality of their work.

#### **(2) Effectiveness: Moderate**

The Project Purpose is likely to be achieved to some extent within the remaining Project period associated with the positive results by four Outputs. On the other hand, there have been issues of inadequate organizational structures and human resources management across different departments in the stations. During their absence from SSBC, JICA Experts could not follow-up closely with the SSBC staff who participated in the third country training, although core members of the program production and news reporting have gained their capacities.

#### **(3) Efficiency: Moderate**

Most indicators of Output 1 and 2 have been achieved to some extent. Indicators of Output 3 and Output 4 have been progressing in the favourable direction. On the other hand, since skills and knowledge of the trained staff members have not been cascaded down thoroughly within the organization, it is anticipated that the achievement level of these Outputs may not reach to the ideal level.

#### **(4) Impact: Moderate**

Airtimes of both radio and television and the numbers of programmes produced by SSBC were increased, and achieved the Goal numerically, however, it could not be evaluated "achieved" in reality, as the electric waves often stop due to shortage of power, fuel and equipment maintenance funds, and there are still frequent rebroadcasts of programmes and news owing to the lack of content. Due to not enough number of staff members, it may be difficult to further increase number of programmes. Because broadcasting does not reach the local regions due to the deterioration of the public security, the prospect of the future network expansion is not bright. There are also budget constraints. Even under such circumstances, the staff at the site made various ingenious plans and self-help efforts through

skill-up training of the Project, diversifying news and programmes and making technical improvement. It is notable that contents of the broadcasting are developed considerably compared to those produced at the beginning of the Project.

In order to achieve the Overall Goal (Accurate, impartial and fair information is delivered to the people of South Sudan), it is necessary to restore safe and stable environments, in which a sound role of a public broadcaster could be functionally fulfilled. Although the capacity to disseminate “Accurate, impartial and fair information” was developed to some extent, it is necessary, firstly, to increase the coverage area to reach the people of South Sudan widely. The conditions are not satisfied yet because the coverage area is almost restricted to the center of Juba. Therefore, the prospect of achievement could not be judged to be “high”.

**(5) Sustainability: Relatively low.**

As it is expected the policy for transforming SSTVR to SSBC would be sustained in accordance with media acts, sustainability in terms of policy aspect is high. The “Short-term road map for SSTVR to become a public broadcaster” and “The Middle/Long-term road map for SSTVR to become a public broadcaster that is trusted by the public” were formulated, and the SSBC Board of Directors was established. On the other hand, SSBC still faces challenges in restructuring organizational framework and in human resources managements. Thus, sustainability in terms of institutional aspect is moderate. Since the budgetary constraints of SSBC is still serious, sustainability in terms of financial aspect is low. As SSBC became able to continue its broadcasting thanks to provided generators and as various maintenance and operation manuals were developed, sustainability in terms of technical aspect is relatively high.

**3-3. Factors promoting better implementation process**

**(1) Utilization of useful methods for capacity development activities**

The following methods have led to promoting generation of the Project effects.

- High quality of training curriculum with experienced lecturers & trainers
- Promotion of teamwork
- Stability in power sources by installation of the generators
- Cooperation with the public broadcasters of the neighboring countries
- Collaboration with other JICA Projects
- Development and utilization of the various manuals, guidelines and handbook

**(2) Implementation process of the Project**

- In order to manage four Outputs, four WGs were established under JCC. As core members have engaged in activity implementation, it brought positive effects on promoting development of core human resources as well as activating communication with JICA Experts. As a result, the project has been managed in the efficient manner.
- Because of the outbreak of violence in South Sudan in December 2013, JICA was forced to evacuate its staff and Experts to outside South Sudan until they could confirm the improvement of the security condition. In response, JICA proposed to the South Sudanese side to continue implementation of the planned activities through dispatching C/Ps of SSBC and MOIB to the safe neighbouring countries (Kenya Uganda, and Rwanda) and conducting training.

### **3-4. Factors inhibiting the Project process**

#### **(1) Implementation process of the Project**

- While it was impossible for JICA Japanese Experts to be dispatched to South Sudan, the trainings had been conducted in the neighbouring countries. Thus, activities on the ground have been limited.
- Although there had been urgent needs to upgrade existing equipment to ensure quality broadcasting in SSBC, the procurement of equipment was delayed because enough amount of OJT to operate the equipment could not be conducted due to the conflict.
- Although trainings were conducted mainly in English, majority of SSBC staff are Arabic speakers.

### **3-5. Conclusion**

The Project will achieve its goal to develop human resources in SSBC to “deliver accurate and fair information to the people of South Sudan”, to the extent that it could be estimated to be able to finalize its activities, in spite of consecutive outbreaks of armed conflicts and evacuations of the experts (Dec. 2013, Jul. 2016). There was a limitation in accomplishing the planned activities only through the third country seminars and the remote-control method in transferring the trained skills within the original time-frame. However those trained skills have been gradually disseminated within SSBC during the extended period: 1) Capacity of the broadcasting engineers has been improved by making use of the eight formats of “checklists and reports” for the operations and maintenance works of SSBC, and 2) For both program production and reporting, TOT and OJT in the third countries have achieved considerable results, which drastically enhanced the overall capacity of the SSBC staff.

Therefore, it could be concluded that the project purpose is expected to be achieved by the end of current project period without further extension. TOT and OJT in the third countries and remote-control method become, little by little, functional and the trained skills get rooted in SSBC through cascading-down and knowledge-sharing of the trainings by the Japanese experts.

### **3-6. Recommendations**

The Joint Terminal Evaluation Team recommends that the following actions to be taken so that the achievement of the Project is secured in a manner of maximizing the outcomes of the Project and their sustainability.

- (1) SSBC Board of Directors have approved the middle/long term road map in June 2018, whose draft was finalized in February 2018. The SSBC executive members who have joined the third country seminars are recommended to take a lead in implementing those issues stipulated in the road map.
- (2) It is recommended that TOT members will establish a systematic method of staff training to transfer the trained knowledge and skills effectively.
- (3) It is highly recommended that the executive members of SSBC will promote awareness among staff members, on the role of and the functions of a public broadcaster in delivering accurate, impartial and fair information, through revising the current provisional Editorial Policy in accordance with the “Code of Ethics for News reporters” and “Programme Guidelines for SSBC Broadcasts” developed in the Project, and sharing the contents of the revised Policy.
- (4) Ministry of Information and Broadcasting is expected to respect the editorial independence of SSBC, even during the transitional period when SSBC is still dependent

financially on the government, abiding by the three Media-related laws.

### **3-7. Lessons Learned**

The joint Terminal Evaluation team identified the following lessons learned from the Project:

- (1) In the development projects in the media sector, the emphasis could be put on the conceptual trainings in order to comprehend various types of concepts and principles in terms of protecting the freedom of expression. However, in achieving the project purpose, the project has succeeded by laying more emphasis on “bottom-up” method in which the experts addressed directly the routine/daily operations of the broadcaster to improve the professionalism of the staff by sharing experiences for each of the four outputs, rather than “top-down” method, or directive from the top to realise the journalistic principles. This approach can be referred to the other projects in the media sector.
- (2) The Japanese Experts have to unfortunately be evacuated after two crises. Although it has sometimes been difficult to have smooth communications, both South Sudanese and Japanese sides switched its communication style and continuously attempted to communicate remotely through e-mails and phone calls, which made trainings in third countries realize. This enduring effort made the Project achieve its purpose.