

Republic of South Sudan

FY2019 Ex-Post Evaluation of Technical Cooperation Project

‘The Project for Improvement of Basic Skills and Vocational Training in South Sudan
(Phase II)’

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0. Summary

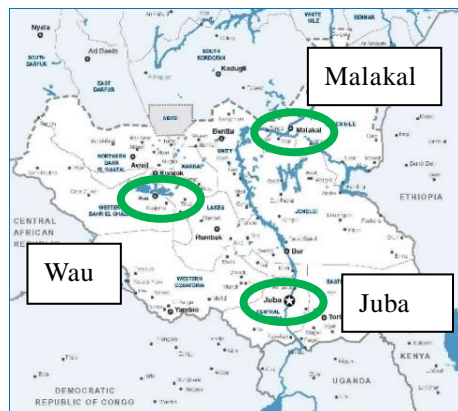
The project, in response to the needs for training of a skilled workforce that could support national reconstruction, economic development, and livelihood improvement, implemented capacity development activities to increase training opportunities and improve training quality. The project conducted training capacity development of public vocational training institutions, organisational capacity development of the Ministry of Labour, Public Service and Human Resource Development (hereinafter referred to as ‘MLPSHRD’), and training capacity development of private vocational training centres. More precisely, the project strengthened the support system of the Directorate of Vocational Training (hereinafter referred to as ‘DVT’) of MLPSHRD for the public vocational training centres (hereinafter referred to as ‘VTCs’), developed tools such as curriculum and a management manual, and trained vocational training centres, both public and private, in management and training. This was in line with the policies and needs of South Sudan that put emphasis on human resources development and increase in employment, and Japan’s ODA policy. Thus, the project’s relevance is high. As a result of the project implementation, training opportunities and quality improved; however, because the support of DVT for VTC was still limited, and there remained some managerial issues of VTCs that affected training quality, achievement of the Project Purpose is moderate. Some impacts were identified; the Multi-Service Training Centre (hereinafter referred to as ‘MTC’) and NGOs kept providing training and contributed to the graduates’ finding employment. Nonetheless, two of the three VTCs, except for MTC, have stopped training,¹ which limits the quantitative impact. The data related to the Overall Goal are insufficient. Thus, the rating for effectiveness and impact is moderate. Although the project period was as planned, the project cost slightly exceeded the planned amount. Thus, according to the evaluation criteria, the efficiency of the project is moderate. At the time of the ex-post evaluation, a vocational training policy was being developed; this shows strong interest of the government and donors in this area. DVT can manage regional VTCs under donor-supported projects; however, it has a large human resource gap between the planned personnel and the actually deployed staff because of the delay in deployment. MTC does not have a sufficient number of quality instructors

¹ The two VTCs are Malakal Vocational Training Centre (hereinafter referred to as ‘MVTC’) and Wau Vocational Training Centre (hereinafter referred to as ‘WVTC’). MVTC operated until 2013 and WVTC until 2016 but both stopped training due to conflicts.

although it keeps the technical capacity to continue training. It is not clear if DVT with such limited resources can provide full support to all VTCs that are going to expand in multiple states. Budget for training activities has not been disbursed until now and the financial sustainability is a serious issue. Thus, the sustainability of the project is low. In light of the above, this project is evaluated to be unsatisfactory.

It should be noted, however, that the discontinuation of training of the two VTCs and the absence of training budget are attributable to external factors such as conflicts in South Sudan and the financial conditions of the government. These factors negatively affected the impact and sustainability of the project.

1. Project Description



Project Locations



Civil engineering trainees at MTC
(23 November 2020, during the ex-post evaluation)

1.1 Background

At the time of planning, a few years after the end of the civil war in 2005, reconstruction was in progress in and around Juba. However, as a result of the prolonged civil war, there was a lack of South Sudanese workers with skills required for reconstruction and the gap was filled by skilled workers from neighbouring countries. On the other hand, many South Sudanese led difficult lives with limited income generating opportunities because they did not have skills necessary for employment and business. Therefore, capacity development of vocational training institutions (VTCs and NGOs) was needed to train skilled human resources who can contribute to national reconstruction. It was also necessary to provide ex-combatants and the vulnerable population such as Internal Displaced Persons (hereinafter referred to as 'IDPs') and women with vocational training so that they could find opportunities for employment and business to improve livelihood and, in so doing, mitigate dissatisfaction and facilitate stabilisation of the post-civil war society.

With this background, the Japan International Cooperation Agency (hereinafter referred to as 'JICA') implemented the Project for Strengthening Basic Skills and Vocational Training in Southern Sudan (hereinafter referred to as 'SAVOT1') from September 2006 for three years for effective basic vocational training. This project, in cooperation with MLPSHRD, strengthened the managerial capacity of MTC, a public vocational training institute in Juba, and NGOs providing vocational training.

Before the separation of Southern Sudan from Sudan, MTC, MVTC and WVTC, targeted in SAVOT2, belonged to the Supreme Council for Vocational Training and Apprenticeship of the government of Sudan. These VTCs were transferred to Southern Sudan around the time of the comprehensive peace agreement in 2005. However, the Supreme Council's function was not transferred to Southern Sudan and MLPSHRD did not have a section to manage the VTCs.² The necessity of such section was recognised during SAVOT1.³ Moreover, because MVTC followed the training system of Sudan, it was necessary to support it for its transition to the South Sudanese system. Responding to these issues, a second phase project, the Project for Improvement of Basic Skills and Vocational Training in South Sudan (hereinafter referred to as 'SAVOT2') was implemented from August 2010 for three years to increase vocational training opportunities and improve training quality. SAVOT2, aiming to strengthen the vocational training system and putting emphasis on strengthening the capacity of MLPSHRD which is responsible for vocational training administration, helped establish and strengthen the functions of DVT and included management capacity development of VTCs in the regional towns of Wau and Malakal. The project took a two-track approach to provide training for (1) skilled workers at VTCs and (2) livelihood improvement of the vulnerable population by NGOs⁴ so that employment and business opportunities of the diverse target population would increase.

² JICA internal document

³ JICA (2007) SAVOT1 project consultation mission report (*un-ei shido chosa hokokusho*). (p.8)

⁴ The project contracted with five NGOs in 2011 and supported them. These were two NGOs in Juba (South Sudan Older People's Organisation [SSOPO], Confident Children out of Conflict [CCC]), two NGOs in Wau (Women Development Group [WDG], Peace Corps Organisation South Sudan [PCO]) and one NGO in Malakal (Fashoda Youth Forum [FYF]). Among the NGOs, the contracts with PCO and FYF were terminated in 2012 because they had problems in training and management.

1.2 Project Outline

Overall Goal		Employment and entrepreneurial opportunities of ex-trainees are expanded for promoting reconstruction and development toward consolidation of peace.
Project Purpose		The number of training opportunities and quality of vocational training provided through VTCs and some selected non-governmental organisations increases/improves under the strengthened guidance of MLPSHRD.
Output(s)	Output 1	Capacity of MLPSHRD to implement the Vocational Training Policy is strengthened.
	Output 2	Technical and managerial capacity is strengthened in Juba MTC.
	Output 3	Technical capacity is strengthened in Wau and Malakal ⁵ VTCs.
	Output 4	Training delivery of non-governmental vocational training providers is expanded in Juba and other major cities.
Total cost (Japanese Side)		629 million yen
Period of Cooperation		August 2010 – July 2013 (3 years)
Target Area		Juba, Wau, and Malakal
Implementing Agency		Ministry of Labour, Public Service and Human Resource Development (MLPSHRD)
Other Relevant Agencies/ Organisations		-
Consultant/ Organisation in Japan		System Science Consultants Inc. KRI International Corp.
Related Projects		[Technical Cooperation Project] Project for Strengthening Basic Skills and Vocational Training in Southern Sudan (SAVOT1) (September 2006 to December 2009) [Grant Aid for Conflict Prevention and Peace Building] The Project for Improving Facilities and Equipment of Multi-service Training Centre in Juba (1 st Contract date: 20 November 2009)

⁵ In this part of the PDM in English, the Aluakluak VTC is included although the Japanese version does not mention it. The Aluakluak VTC was established in 2011 but conducted no SAVOT2 activities because the VTC was still in the preparatory stage. Thus, the description of Output 4 is modified according to the Japanese version.

1.3 Outline of the Terminal Evaluation

1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

The terminal evaluation concluded that the Project Purpose was almost achieved. The number of trainees significantly increased and the number of applicants exceeded the target, which amounted to twice as many as the quota of the trainees. In some courses, women accounted for a high percentage of all the trainees. The staff members of both VTCs and NGOs felt that their capacity had improved. However, the course completion rates of VTCs did not reach the target yet.

The terminal evaluation also concluded that the four Outputs, except for Output 1, were almost achieved. The progress of Output 1, enhancement of capacity of DVT, was slow because of the delayed start of the activities under the output. There also remained problems such as managerial issues of MTC (strikes of instructors, delayed budget execution, delayed procurement of training materials), delayed deployment of instructors to MVTC and WVTC, and insufficient managerial capacity of NGOs. It was also pointed out that the achievement of each output was difficult to assess because there was no standard and checklist for assessment.

1.3.2 Achievement Status of Overall Goal at the Terminal Evaluation

The Overall Goal was expected to be achieved because part of the indicators was already achieved. Among all the graduates, 28% increased their income by 89% on average. In addition, 90% of the graduates were satisfied with the training, and 76% of the employers who employed graduates recognised usefulness of training. However, the employment rates of the graduates did not reach the target. Because the employment rates largely depend on the labour market, the terminal evaluation admitted that it was not possible to be certain if stable employment rates could be attained soon. For example, in Malakal and Wau, where MVTC and WVTC are located respectively, before the independence, South Sudanese residents often found jobs in then northern Sudan. However, after the independence, the access for South Sudanese to the Sudan labour market was restricted. In general, the employment opportunities in South Sudan is smaller than that of northern Sudan before the independence of South Sudan. The terminal evaluation stated that it should be noted that the socio-economic situation of Wau and Malakal may affect the achievement of the Overall Goal.

1.3.3 Recommendations from the Terminal Evaluation

Table 1 shows the recommendations for MLPSHRD and VTCs of the terminal evaluation. The recommendations for MLPSHRD were regarding establishing and strengthening a VTC support system and those for VTCs were on organisational

management and enhancement of training system.

Table 1: Recommendations of the Terminal Evaluation

Target	Recommendation
MLPSHRD	<ul style="list-style-type: none"> ◆ Enhancement of VTC support system and finance: DVT was recently established and not strong enough. It is necessary to establish a VTC support system. ◆ Approval and implementation of the national curriculum and VTC manual/guidelines: The vocational training curriculum and VTC managerial guidelines developed by the project need to be approved and applied in the VTC training system. ◆ Continuation of VTC coordination committee: MLPSHRD is recommended to take the initiative to continue the committee even with decreased frequency.
MLPSHRD and VTC	<ul style="list-style-type: none"> ◆ Implementing new training courses: Each VTC should conduct a new training programme (long-term courses for 1 to 2 years) that considers the development stage and human resource needs of the locality from September 2013, as planned.
MTC	<ul style="list-style-type: none"> ◆ MTC's appropriate training management and communication within the organisation: The instructors' strikes could be attributed to many factors such as delayed salary and weak in-house communication. MLPSHRD and the MTC Director need to exhibit their leadership and find solutions to these issues. ◆ Appropriate management of training facilities and equipment: MTC should keep proper management of the facilities and equipment provided by the Grant Aid for Conflict Prevention and Peace Building.
MVTC and WVTC	<ul style="list-style-type: none"> ◆ Strengthening training system: MVTC and WVTC need to narrow down the courses and consider starting income generation activities in order to address the lack of personnel and budget.

(Source: JICA internal document)

2. Outline of the Evaluation Study

2.1 External Evaluators

Yoshiko Ogawa and Yuko Kishino (both belong to IC Net Limited)

2.2 Duration of Evaluation Study

This ex-post evaluation study was conducted with the following schedule.

Duration of the Study: March 2020 – June 2021

Duration of the Field Study: 26 October 2020 – 31 March 2021 (contract period for a local consultant)

2.3 Constraints during the Evaluation Study

Because the ex-post valuation was conducted seven years after the completion of the project, it took time to find and contact the project stakeholders. In particular, the staff members of MVTC fled Malakal to find safety in and outside the country after the conflict in 2013. The Director of the MVTC is still in Sudan and the questionnaire of the ex-post evaluation was answered by the acting Director who now works at DVT.

Originally, it was planned to have a field survey by the external evaluator in Juba to interview the stakeholders in Juba and from Wau and Malakal along with the questionnaire survey of the stakeholders. However, the stakeholders' trips to Juba were cancelled because of coronavirus disease 2019 (COVID-19). The external evaluator's visit to Juba was also cancelled, considering the local medical system, and the external evaluator conducted the evaluation from Japan by giving instructions to a local consultant. This resulted in research methods limited to questionnaires and interviews by the local consultant (in person or by telephone), and the obtained information was limited in quantity and quality. In corresponding with WVTC in Wau, e-mails and telephone were used but it was often difficult to communicate by e-mail because of limited access to electricity. In Juba as well, an electricity issue made e-mail communication difficult and frequent changes in meeting appointments set constraints on information collection. There were no data on graduates of MTC, MVTC and WVTC. Only a few interviews with graduates were conducted. Among five NGOs supported by SAVOT2, the evaluation team managed to contact four of them except FYF. The team was unable to receive responses to the questionnaire from all but from three NGOs (SSOPO, WDG and PCO).

As a result, some information lacks details. Therefore, the information obtained shows the results of the project but does not represent the whole project regarding quality and quantity.

It should be also noted that this project was greatly affected by conflicts during and after its completion. Therefore, this evaluation has been conducted by referring to the guidelines for ex-post evaluation of projects in conflict-affected countries/areas as well as the JICA ex-post evaluation guidelines.

3. Results of the Evaluation (Overall Rating: D⁶)

3.1 Relevance (Rating: ③⁷)

3.1.1 Consistency with the Development Plan of South Sudan

*The Southern Sudan vocational training policy*⁸ at the time of planning aimed to contribute to reconstruction and development of society through rebuilding the vocational training system, efficient management of VTCs, capacity development of instructors and other personnel, and increase in employment opportunities of graduates in partnership with the private sector.

The *South Sudan Development Plan 2011-2013* that was developed just before the completion of the project, with an emphasis on the importance of vocational training of the youth, planned establishment of VTCs, development of a vocational training policy, and vocational training for youth. *The vocational training policy*⁹ developed during the project was waiting for approval at the time of the completion of the project. The policy delineated the roles of DVT in VTC management and supervision, organisational system (e.g. VTC forum among the stakeholders including the government and donors). These were similar to SAVOT2 activities in which DVT supported VTCs management and training, and facilitated information sharing among the government and donors. The *Strategic Plan 2012-2016* of MLPSHRD stated that human resource development is essential for realising *Vision 2040* launched by the government of South Sudan in 2010 and emphasised the importance of enhanced VTCs' organisational capacity and human resource development.

Thus, at the time of the planning and completion of the project, the project was consistent with the development policy and vocational training policy of South Sudan.

3.1.2 Consistency with the Development Needs of South Sudan

In South Sudan, there were no private vocational training institutes but those run by NGOs, which made the public VTCs' roles important.¹⁰ SAVOT1, the previous project, supported MTC but the managerial, operational, and technical capacity of VTCs including MTC was not sufficient to manage training courses independently. MLPSHRD had many tasks for vocational training policy implementation such as development of a unified curriculum. Therefore, there were strong needs for capacity development of DVT and VTCs. In addition, many South Sudanese had limited income generation

⁶ A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

⁷ ③: High, ②: Fair, ①: Low

⁸ The final draft policy of December 2008 was waiting for approval of the parliament at the time of planning.

⁹ A draft as of June 2013.

¹⁰ Most of the private vocational training courses were run by NGOs with donor funding (JICA internal document).

opportunities because they lacked skills for employment and entrepreneurship, and led difficult lives. There were needs for vocational training leading to employment and entrepreneurship in order to remove grievance of youth, support livelihood of the vulnerable population, and promote social stability after the civil war.

3.1.3 Consistency with Japan's ODA Policy

The *ODA data book (Sudan)* in 2009 set support for basic human needs, which include basic education, technical education, and vocational training, as one of the three ODA priority areas. The priority areas of work of the *JICA guidelines on peace building (2009)* include 'support to economic reconstruction'. This project is relevant to this area. Development of vocational training institutions is relevant to 'support to restoration of social infrastructure' and strengthening MLPSHRD is relevant to 'support to restore governance'.

Thus, the project is highly consistent with Japan's ODA policy.

3.1.4 Appropriateness of the Project Plan and Approach

The project targeted a conflict-affected country. Therefore, in assessing its relevance, the following was to be examined: if the timing of the commencement of the project was appropriate from the perspective of peace building, and how the project approach contributed to reducing destabilising factors.¹¹ The results are as follows.

① Timing of the Commencement of the Project

The project put emphasis on capacity development for vocational training policy implementation and, at the time of planning, it was agreed to establish a section to take charge of vocational training within MLPSHRD. However, the project started even before the establishment of such a section, DVT. Thus, the project might have started prematurely. In fact, when the project started, there was a shortage of workers with skills required for national reconstruction and it was urgent to create opportunities for employment and entrepreneurship to stabilise society. Although the government was not fully prepared, the decision was made to start the project from the perspective of peace building, in response to the needs for reconstruction. The decision was appropriate under the situation of South Sudan.

② Project Approach

The project took an approach to support both skilled worker training of VTCs and training of private institutions (NGOs) for youth and the socially vulnerable in order to

¹¹ JICA (2013) Ex-post evaluation guidelines (conflict affected countries and regions), 7. Evaluation point for conflict-affected countries and regions. (pp.11-15)

meet the needs of a wide range of people. In addition, it tried to institutionalise the project effects by establishing a policy and system for vocational training. During the project implementation, other international organisations and international NGOs also conducted vocational training courses but they did not engage the government much for institutional development. While many other support organisations merely assisted vocational training institutes directly, the project supported the government's vocational training system and filled the gap in the support system and capacity, considering mid- to long-term development. In addition, when it is important to render the population as a whole able to feel peace dividends, this project approach made it possible to reach diverse target people and provide vocational training. Therefore, the relevance of the project is high considering the situation and needs of South Sudan, a conflict-affected country at that time from the mid- and long- term perspective.

That the project added activities to strengthen the management capacity of the VTCs in Wau and Malakal, both of which are major regional towns, is also valued from the perspective of peacebuilding. The population of South Sudan consists of more than 60 ethnic groups¹² and patches of their settlement form a mosaic-like intricate pattern.¹³ In South Sudan where diverse ethnic groups co-exist, it is imperative to balance development among regions to maintain national unity. In this regard, expanding services to regional towns was of great significance.

③ Modification of PDM

The PDM was appropriately formulated with the logic that achievement of the four elements (Outputs), strengthening of DVT, MTC, MVTC and WVTC, and NGOs, would lead to attainment of the Project Purpose although the establishment of DVT was delayed significantly and implemented in the final year of the project. The indicators¹⁴ of Output 1 of the original PDM¹⁵ were development of a vocational training policy and qualification system, which required time and strong capacity of the counterparts (hereinafter referred to as C/Ps), and the delayed establishment of DVT made them unrealistic. Thus, the indicators of Output 1 were changed to those that centred on DVT's deeper understanding of VTCs' situation and accumulating experiences in support to VTCs. Because the Director General of DVT had no experience in vocational training and DVT was short of personnel, these changes were appropriate.

¹² World Atlas Ethnic Groups of South Sudan.

<https://www.worldatlas.com/articles/ethnic-groups-of-south-sudan.html> (Last accessed 23 May 2021)

¹³ OCHA (2009) Distribution of Ethnic Groups in South Sudan.

<https://www.refworld.org/pdfid/4bea5d622.pdf> (Last accessed 23 May 2021)

¹⁴ Development and approval of vocational training policy, development and approval of qualification system, development of national curriculum and teaching materials, the level of instructors' satisfaction towards developed teaching materials.

¹⁵ PDM (Ver0) in the ex-ante evaluation report.

However, even the final version of the PDM has a few problematic indicators. For example, indicators 1 to 4 of Output 1¹⁶ did not set numerical target values and it is difficult to assess clearly if expected levels were attained. Indicator 2 is ‘The number of actions taken by MLPSHRD to solve problems of VTC’. It is questionable if it is enough to assess the result against the ‘number of actions’ while how the problems were addressed and if the problem was solved or not were equally important. How to count such actions is also not clear and it must be difficult to take detailed records. The indicators of the Overall Goal, employment and income of graduates and satisfaction of employers, require a survey targeting graduates, which would not be easy given the situation of South Sudan.

Additionally, there might have been room for reconsideration or modification of the pre-condition and external conditions of the PDM. The pre-condition and external conditions of the final PDM are shown below.

Pre-condition	The security condition of Sudan is stable.
External condition to achieve outputs	Necessary trainers and managerial staff of MTC and VTCs are appointed timely.
External condition to achieve the Project Purpose	Republic of South Sudan continues to allocate necessary budget and personnel to MTC and VTCs.
External condition to achieve the Overall Goal	There are no negative changes in the local labour market.

(Source: Project completion report)

These external conditions was set on the premise that the security situation is stable, and did not consider destabilising factors while there were many before and even immediately after the independence, such as numerous tribal conflicts and the domineering army.¹⁷ In conflict-affected countries, because the probability of changes in external conditions is higher than elsewhere, it would be useful to formulate the PDM with a plan for monitoring changes in external conditions, consequences of such changes, and countermeasures. Thus, the modification of the PDM was appropriate but the conditions and indicators of the PDM seem to have needed more consideration according to the situation of South Sudan.

¹⁶ Indicator 1 ‘The number of meetings regarding issues on VTCs coming up from the quarterly and termly report’; indicator 2 ‘The number of actions, which are done by MLPSHRD, against the issues’; indicator 3 ‘The Number of regular inspection of VTC operation by inspectors of MLPSHRD’; indicator 4 ‘The Number of approved guidelines and manuals to standardise VTC operation’.

¹⁷ Human Rights Watch (2013) World Report 2013: South Sudan, Events of 2012. <https://www.hrw.org/world-report/2013/country-chapters/south-sudan> (Last accessed 22 April 2021); Robert Gerenge (2015) South Sudan’s December 2013 Conflict. <https://www.accord.org.za/ajcr-issues/south-sudans-december-2013-conflict/> (Last accessed 22 April 2021)

In the light of above, this project as a whole was highly relevant to the development plan and development needs of South Sudan, as well as Japan's ODA policy. From the viewpoint of contribution to reconstruction after the conflicts, the timing of the start of the project and project approach were appropriate. Although a few indicators could have been re-considered, the logic of the PDM was properly formulated. Therefore, the project's relevance is high.

3.2 Effectiveness and Impact¹⁸ (Rating: ②)

3.2.1 Effectiveness

3.2.1.1 Achievement of Project Purpose

The Project Purpose has the following three elements: (1) enhancement of capacity of MLPSHRD to supervise VTCs, (2) increased vocational training opportunities, and (3) improved quality of vocational training. Indicator 1 for the Project Purpose is about the increase in training opportunities provided by the project as a whole and indicator 4 is about the improved diversity of the beneficiaries. Indicators 2 and 3 are about the quality of the training. Table 2 shows the indicators and achievement of the Project Purpose. In this table, it seems that the Project Purpose has been achieved at the time of project completion; however, for the reasons explained below, it is concluded that the Project Purpose has not been partially achieved.

Table 2: Achievement of Project Purpose

Project Purpose	Indicator	Actual
The number of training opportunities and quality of vocational training provided through VTCs and some selected non-governmental organisations increases/improves under the strengthened guidance of MLPSHRD	1. The number of trainees involved in SAVOT training programme exceeds total 1,450.	The total number of the trainees of the training institutions supported by SAVOT2 was 2,218 (regular courses and short-term special courses were included) and the indicator was achieved.
	2. The number of applicants of each training course exceeds 2 times of quota for admission.	The number of applicants for admission to MTC (first semester of 2011) was 300% of the available spaces. It was 167% in 2012. The average rate of MTC was 205% and SSOPO ¹⁹ 251%.
	3. Completion rate of trainees in each course exceeds 80%.	In general, completion rates at VTCs were low (67%). WVTC's completion rate was 41% whereas NGOs' average rate was 91%. The average completion rate of VTCs and NGOs was 78.6%.
	4. Share of female graduates ²⁰ in SAVOT training programs exceeds 25%.	Women trainees were 14.5% of all VTC trainees and 89.7% of NGO trainees. On average, women occupied 56.1% of all trainees.

(Source: Project completion report)

¹⁸ Sub-rating for Effectiveness is to be put with consideration of Impact.

¹⁹ It is an NGO in Juba. It was supported by SAVOT1 as well and SAVOT2 supported its income generation activities.

²⁰ In the PDM, both 'ex-trainee' and 'graduate' are used. Because it seems they are used interchangeably, and no definitions of these terms are provided, this paper uses 'graduate' in the text.

(1) Enhancement of capacity of MLPSHRD to supervise VTCs

There is no indicator for this part of the Project Purpose, ‘under the strengthened guidance of MLPSHRD’. However, because the previous project recognised the lack of a section of MLPSHRD to manage VTCs as a problem and then capacity building of MLPSHRD was added to the Project Purpose of SAVOT2, which was planned based on the results of SAVOT1,²¹ it is understood that the capacity building of MLPSHRD is a major component of SAVOT2. In fact, MLPSHRD’s capacity development is clearly set as Output 1.²² The Output 1 indicators were about guidelines and manuals developed by the project and approved by the government, and actions taken to support VTCs. The guidelines and manuals were developed in cooperation with MLPSHRD and VTCs. Meetings to address VTCs’ problems were held for as many times as planned. It was not easy to gauge if the support to VTCs was sufficient and there are no clear data on that. According to the interviews with the Japanese experts and JICA staff, the capacity of DVT to support vocational training implementation seemed to have improved once the activities started. However, it was the last year of the project when the DVT was established²³ and the remaining time for activities till the completion of the project in July 2013 was short, which significantly affected the output. Although the understanding of the Director General on vocational training deepened, DVT had an insufficient number of personnel and improvement in DVT’s organisational capacity to support VTCs was limited.

(2) Increased vocational training opportunities

Among the Project Purpose indicators, indicator 1 was on the number of trainees and indicator 4 on the proportion of the women trainees, and both pertained to all the trainees under SAVOT2. The increase in the number of trainees and women’s participation in training was confirmed and these indicators were achieved. Women trainees occupied 56.1% of all trainees of SAVOT2 and greatly exceeded the target of 25%. However, VTCs’ women trainees’ proportion was as low as 14.5% while NGOs that targeted women had a higher percentage of women trainees. The trades taught at VTCs can often lead to jobs that can generate higher income compared to sewing and housekeeping taught at NGOs. Thus, from the perspective of gender equality, it would be recommended to

²¹ The Project Purpose of the previous project was ‘A basic skills and vocational training system is established for acquiring basic skills necessary for livelihood improvement and participation to reconstruction’, Output 1 was ‘The sustainable training system in Juba MTC is established’, Output 2 was ‘The un-skilled people in Juba and its surroundings benefit from basic skills training programs necessary in the short term’, Output 3 was ‘A resource and information centre on basic skills and vocational training is established in Juba MTC’. (SAVOT1 ex-ante evaluation report)

²² Output 1 of SAVOT 2 is ‘Capacity of MLPSHRD to implement the Vocational Training Policy is strengthened’.

²³ The Director General of DVT was appointed at the end of November 2012.

increase women trainees at VTCs and provide more diverse groups of people, which include women, with training opportunities that can lead to high paying jobs. It seemed that it was not intended to address this gender gap in income opportunities and barriers of admission requirements²⁴ in the project plan. The planning needed more detailed gender analysis.

(3) Improved quality of vocational training

In Table 2, both indicators 2 and 3 seem to have been achieved on average. However, indicator 2 has the data of only MTC and SSOPO; there is no data for MVTC, WVTC, and other four NGOs. Regarding indicator 3, WVTC's completion rate was low, at 41%. Regarding indicator 2, the assumption is that the number of applicants would increase if the quality of the training is good. However, the number of applicants can differ depending on external factors such as the channels and methods used for advertisement and the economic situation of the population. Regarding indicator 3, the quality of the training courses would affect the completion rates of trainees, but other factors also can influence the completion rates. In fact, the reasons for the low completion rate of WVTC described in the project completion report are mostly managerial ones and trainees' personal reasons.²⁵ In addition, Output 2 and 4 are relevant to training quality; in the following, Output 2 and 4 will be examined to see if the quality part of the Project Purpose was achieved in a comprehensive manner.

Output 2 aimed to strengthen MTC's training and managerial capacity. New curriculum and knowledge and skills on new technology were introduced to the training courses and it is understood that the course contents were improved. 77% of the trainees were satisfied or very satisfied according to a survey conducted by the project.²⁶ The managerial capacity improved; an action plan was developed, and income generation activities were established. However, no financial report was submitted and even a simplified version report was not submitted until the final year of the project. Thus, it is inferred that financial management remained an issue.

²⁴ MTC and MVTC set completion of primary education as an admission requirement. According to the 2008 census, the literacy rate of adults over 15 years old was 27%. That of women was 16%, which is even lower. This indicates that fewer women can meet the admission requirements.

²⁵ What described in the project completion report included the recruitment method (applications were made to the WVTC but not to each training course and after applications were collected, trainees were assigned to each course. Those who were not assigned to their preferred course had low motivation from the start), economic situation of the trainees (some of them could not pay training fees and others had to stop training to work), dissatisfaction with no free lunch provided during the training, shortage of instructors, frequent power outage (pp.57-58). Among those, all but shortage of instructors and electricity issues are managerial problems.

²⁶ JICA internal document.

Output 3 was about training capacity development of WVTC and MVTC.²⁷ The curriculum developed by the project and new technologies were introduced by both VTCs. However, some technologies were not used because of the lack of equipment. There is no sufficient information about trainees' satisfaction.

Output 4 is about expansion of the training by non-formal training service providers such as NGOs. All the indicators about establishment of income generation activities of SSOPO, the total number of NGO training courses, and trainees' satisfaction on NGO training courses were achieved.

These results seem to show the improvement in the quality of training; however, based on JICA internal documents and information gained during this ex-post evaluation study, a few points may deserve further consideration. Trainees' satisfaction is an important indicator to get an overall impression of the training; however, it is not clear what made them satisfied, and the quality cannot be assessed by this alone. The terminal evaluation pointed out MTC's managerial issues that may affect training quality, such as frequent strikes by staff members, delayed budget execution, and delayed training material procurement. It is also reported in the project completion report that many trainees had dropped out of WVTC, which also suggests some managerial issues. An MTC graduate interviewed at the time of the ex-post evaluation said that his instructor sometimes did not come to the class to teach theoretical lessons. An NGO service provider said that the difference in completion rates of VTCs and NGOs came from low motivation of VTC instructors whose salaries were not paid regularly. Therefore, it is understood that, although the quality of the training improved, there remained a certain number of managerial problems that affected training quality.

As shown above, following the previous project that strengthened capacity of MTC and NGOs, SAVOT2 was planned to further strengthen the capacity of MLPSHRD, which was to supervise vocational training services, and regional VTCs. This means that Outputs 1 and 3 were important elements of SAVOT2 that had evolved from SAVOT1. However, the project improved its training quality at a limited level because DVT's support to VTCs was limited and regional VTCs had a few major problems, which must have affected training quality, while the training opportunities increased and quality improvement to some extent was recognised. Therefore, it is concluded that Project Purpose was not partially achieved.

²⁷ The project team thought that managerial issues should be addressed to improve technical capacity and provided guidance on management.

3.2.2 Impact

3.2.2.1 Achievement of Overall Goal

Table 3 shows the achievement of the Overall Goal at the time of the ex-post evaluation.

Table 3: Achievement of Overall Goal

Overall Goal	Indicator	Actual
Employment and entrepreneurial opportunities of ex-trainees are expanded for promoting reconstruction and development toward consolidation of peace.	1. The rate of employment of ex-trainees exceeds at least 70% in Juba and 50% in Malakal and Wau.	No data on MTC graduates' employment rate are available. Employment rate of the graduates of PCO (NGO) in 2019 is about 70%. MVTC and WVTC did not provide training at the time of the ex-post evaluation.
	2. The average income of graduates increases by 25% compared with that before training.	No data are available. Some examples of increased income were identified.
	3. More than 80% of ex-trainees are satisfied with current occupation.	No MTC data are available. The rate of satisfaction with the current job of NGO graduates is slightly lower (60% for PCO graduates) than the one with training.
	4. 70% of employers of ex-trainees realise the importance of training by training providers.	There is an example to show employers' appreciation but there is no sufficient quantitative data.
	5. 80% of ex-trainees realise peace in their life.	Even at the time of the ex-post evaluation, political instability continues and there are clashes in regions. Because the current situation is not considered peaceful, the questions related to this indicator were not well understood by respondents of this study and appropriate answers were not obtained.

(Source: Questionnaires and interviews of the ex-post evaluation study)

It is not easy to assess the achievement of the indicators of the Overall Goal because there is a lack of data on the employment rate of the graduates,²⁸ income increase and employers' recognition of the importance of vocational training. Malakal town where MVTC was located was totally devastated by the conflict in December 2013 and MVTC buildings were destroyed. Even at the time of the ex-post evaluation, many of its staff members are still in refuge in and outside the country. In Wau where WVTC is located, the conflict in July 2016 forced the population to flee as refugees or IDPs. WVTC's instructors and trainees fled the centre and equipment was stolen. Since 2017, no training has been conducted because of lack of funds to resume training. The achievement of the Overall Goal has been badly affected by external factors such as domestic conflicts. However, a few examples to support the achievement of the Overall Goal were found in interviews with MTC graduates and questionnaires to NGOs.

²⁸ The indicators use the word 'ex-trainees' but this paper uses 'graduates' for those who finished the vocational training courses of VTCs and NGOs.

An NGO providing training in Juba and Wau, PCO²⁹ stated that 70% of its graduates found a job at the time of the ex-post evaluation. As for income, one of the two MTC graduates interviewed by the ex-post evaluation team had no job before joining the training. He was employed by an engineering firm immediately after the completion of the electrical engineering course. Afterwards, he started teaching at MTC. Because of high demand for the trade and his skills, he has been asked to work for other firms and individuals to do part-time work. A woman trainee of an automotive course at the time of the ex-post evaluation had no income before joining the course. Although she has not graduated yet, she already started part-time work in the town and was gaining income. According to an MTC staff member, some SAVOT2 graduates were continuously employed at the time of the ex-post evaluation, and their lives improved. NGOs' graduates also obtain income. A graduate has his own hotel and others pay for their siblings' education.

There is no data on employers' recognition of the virtue of vocational training. However, according to SSOPO, employers must pay more to foreign workers than to South Sudanese workers, and employers prefer South Sudanese workers if they are equally skilled as foreigners. Therefore, it is highly likely that graduates with skills and capacity are valued by employers.

Nonetheless, in general, improvement in training quality and training opportunities is not always translated into employment and income increase. It should be noted that such matters are influenced by socio-economic conditions of South Sudan.³⁰ Usually, qualified workers are on high demand and earn more. However, it is reported that because the size of the private sector in South Sudan is small, even trained skilled workers cannot easily get employed.³¹ Therefore, the lower employment rates of VTC graduates than those of NGOs that supported entrepreneurship as well at the completion of the project might partly have come from an underdeveloped private sector market. In addition, although this may be a little trivial, satisfaction with the current job may need to be differentiated between satisfaction with the profession and satisfaction with the workplace. According to PCO, job hopping is not uncommon; thus, satisfaction with the workplace may not be too high.

²⁹ PCO had activities only in Wau during SAVOT2. Later, it expanded its operation and opened an office in Juba.

³⁰ The estimated unemployment rates were around 12% from 1990s to the time of ex-post evaluation. The Gross National Income (GNI) per capita increased from the independence to 2015. Unemployment rates in South Sudan (World Bank Open Data): <https://data.worldbank.org/indicator/SL.UEM.TOTL.ZS?view=chart&locations=SS>; GNI per capita: <https://data.worldbank.org/indicator/NY.GNP.PCAP.CD?locations=SS> (Last accessed 28 March 2021)

³¹ ILO (2020) The potential of skills development and recognition for regulated labour mobility in the IGAD Region: A scoping study covering Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda. (pp.115-118)

As shown above, the project has achieved at a limited level its Overall Goal, at minimum. Some qualitative information indicates project results that would have contributed to the achievement of the Overall Goal despite the lack of quantitative data required to assess the indicators.

3.2.2.2 Continuation of Project Purpose and its Effects

This section will look at how the achievement of the Project Purpose and its effects continued. After the completion of the project, MVTC continued training until 2013, WVTC until 2016, and MTC and NGOs³² continue training at the time of the ex-post evaluation. In particular, MTC continues training using the new curriculum and manuals developed by SAVOT2. The number of trainees of MTC³³ was stable at around 200 from 2013; however, it plunged to 91 in 2017.³⁴ Afterwards, the number increased to 560 in 2018 and 565 in 2019. The course completion rate in 2019 was 85% (the completion rate of women trainees in the same year was 95%). PCO reported 100% completion rate in 2019.

Women trainees' proportion of MTC in 2018 and 2019 was around 30%. PCO's trainees were all women. SSOPO has women trainees at 62.6% in 2018 and 54.1% in 2019. MTC's women trainees' proportion was 28% during the project; thus, MTC has kept a relatively high percentage of women for VTC.

As for the training quality, as seen in the analysis in the effectiveness, the data on the training quality is lacking at the time of the ex-post evaluation; however, MTC continues using new curricula and manuals, and keeps a stable number of the instructors.³⁵ Thus, MTC may keep the quality level of the time of the project completion. Nevertheless, MTC managers think that they need to upgrade the skills of the MTC instructors to meet the advancement in technology and more instructors need to be recruited. It seems more efforts need to be made for improving the training quality.

DVT was in the process of recruiting its personnel at the time of the ex-post evaluation. It was reported that DVT's guidance and visit to VTCs had not been frequent and its support had been limited to administrative costs and procedures (no training costs). Not much change was found after the project completion until the time of the ex-post evaluation and DVT's contribution to the achievement of the Overall Goal is rather

³² Among five NGOs which received support from SAVOT2, three NGOs (SSOPO, PCO WDG) were still providing training at the time of the ex-post evaluation.

³³ The numbers excluded those for special courses contracted by donors.

³⁴ According to the follow-up phase expert who was deployed to South Sudan from December 2016 to December 2017, at that time, generators were out of order and training was not possible. There was also a problem in budget management. Because of that, MTC could not buy materials necessary for the final examination of two year-courses and it was not able to take in new entrants.

³⁵ 28 instructors in 2013, 27 in 2016, 26 after 2017. All instructors have more than three years of experience.

limited.

Therefore, the training institutions that continue vocational training keep the effects of increased training opportunities. It is highly likely that the training quality has not changed much; as for the quality of DVT's supervision, it continues to be insufficient.

3.2.2.3 Other Positive and Negative Impacts

Other impacts are shown below.

(1) Trainees' attitudinal changes such as self-confidence

According to a research report on employment and livelihood in conflict-affected countries,³⁶ in countries with the experience of prolonged conflicts, absence of education opportunities tends to lead to not only lack of technology and skills but to lack of regulated lifestyle and rules, understanding of work ethics and discipline. To address the similar situation, the lack of understanding of work ethic and rules often found among South Sudanese workers, the Japanese experts of the project conducted a job guidance session with an emphasis on the mindset regarding vocational training and employment and tried to nurture understanding of trainees on their contribution to national reconstruction. The report says that there will be social and psychological impacts on the conflict-affected youth when they join vocational training. They feel that they can help their family and community. The report states that this self-confidence and transformed mindset bring about direct positive influence on the opportunities of employment and starting business while the lack of such self-confidence leads to low willingness to work.³⁷ The study found that the MTC trainees also emphasised their positive changes in mindset and behaviour, such as confidence to support their family as a result of their training. The job guidance conducted by the project led to trainees' self-confidence that is a social and psychological impact valued in the above report. The ex-post evaluation takes this generation of self-confidence, but not what was brought about by such self-confidence, as an impact of the project.

(2) Support to South Sudanese refugees

Between December 2014 and March 2015 and between April 2015 and August 2015, MTC instructors conducted three-month vocational training twice at a refugee camp in Kiryandongo District in Northern Uganda. The instructors trained by SAVOT2 went to the Nakawa vocational training centre in Uganda and took two-month training, and then conducted three-month vocational training as practicum. The number of trainees of the first one was 98 and the second one was 130; thus, 228 people in total were trained. The

³⁶ JICA (2012) Livelihood and Employment Promotion in Conflict Affected Countries: Final Report Executive Summary.

³⁷ Ibid. (p.A-13)

beneficiaries were mainly South Sudanese refugees, but included refugees from other countries and, more notably, Ugandans of the host communities with consideration for conciliation between the refugees and the host communities. The four training courses were on carpentry, plastering, sewing, and hairdressing, and a starter kit to start business was given to 167 trainees. During the follow-up phase,³⁸ from 11 to 27 October 2017, three DVT instructors trained refugees in carpentry, block construction, and sewing at a vocational training centre in refugee settlements of Kiryandongo District. These activities were implemented after the project completion with the support of the JICA South Sudan Office and not part of the project; however, that the instructors trained by the project implemented training activities that would help the refugees' lives after repatriation and, at the same time, extended their support to the host community³⁹ may have brought positive impacts to ameliorate destabilising factors.⁴⁰ Therefore, it can be said that the project indirectly contributed to peace building through the instructors

(3) Increased recognition on the importance of vocational training

The project made the government of South Sudan recognise the value of vocational training through the establishment of DVT. As a result, skills development was positioned as a core activity in MLPSHRD's strategic plan. MTC's training capacity development along with the renovation of MTC by Japan's Grant Aid presented tangible results, which made the importance of vocational training recognised widely. That more development partners such as the UN Development Programme (UNDP), the African Development Bank (AfDB), and the World Bank Group started supporting vocational training through DVT is taken as the contribution of the project. At the time of the ex-post evaluation, many trainees were trained with donor support. According to the Director General of DVT, AfDB was supporting 1,000 trainees of MTC and the government of the Netherlands was going to support 2,000 trainees each at VTCs in Juba, Bor, Trit, Yambio, and Rumbek for three years.

(4) Capacity development of the NGOs

In the questionnaires of the ex-post evaluation, NGOs responded that, as a result of participation in SAVOT2, they became able to recruit good trainees as instructors;⁴¹ that managerial and training capacity improved and more support was brought from donors

³⁸ A Japanese expert was deployed from December 2016 to December 2017 to implement follow-up activities of MTC.

³⁹ This is to avoid the host community's grievance that only refugees receive assistance while the host community is also poor.

⁴⁰ JICA (2013) Ex-post evaluation guidelines (conflict affected countries and regions), 7. Evaluation point for conflict affected countries and regions. (pp.11-15)

⁴¹ Hiring foreign instructors needs legal procedures and high cost. Therefore, it is good for NGOs if they can find a local instructor.

that recognised their capacity. The project supported SSOPO in income generation activities (tailoring, bakery, and restaurant). At the time of the ex-post evaluation, income generation of bakery was suspended because of lack of production but SSOPO earned rent from the restaurant that was used for training. SSOPO plans to use the rent to resume bakery business although it has been delayed because of the COVID-19 pandemic; in this way, SSOPO continues to make use of the income generation activities of SAVOT2. PCO receives funds from the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF), the German Federal Ministry for Economic Cooperation and Development (BMZ), and the multi-donor trust fund of South Sudan. SSOPO received fund from UNDP, International Red Cross, Finn Church Aid,⁴² WDG⁴³ from the Office of the United Nations High Commissioner for Refugees (UNHCR), and Dorcas.⁴⁴ It can be assumed that after SAVOT2, all NGOs retain a certain level of training capacity. The project brought long-term positive impacts to NGOs' vocational training.

As a result of NGOs' training, impacts such as individual graduates' livelihood improvement and training opportunity increase were recognised. WDG provided the graduates of a sewing course under SAVOT2 with a sewing machine as a starter kit. WDG collected repayment in three instalments and bought sewing machines with that repaid fund. At the time of the ex-post evaluation, WDG resumed training using those sewing machines.⁴⁵ A woman supported by WDG who was forced to marry young, then divorced with six children was in poverty. Thanks to the sewing training of SAVOT2, she has earned income, built a house, and now is able to send her daughters to a private school. She is teaching sewing to IDP women under a contract with the International Organization for Migration (IOM).

As shown above, the project has achieved most indicators for the Project Purpose; however, improved quality of the training was not fully confirmed from the data and there remained managerial problems affecting training quality. Because of the delayed establishment of DVT, activities for Output 1 had to be done in a short period. Supervision for VTCs was not sufficient and organisational capacity development of MLPSHRD, a component of the Project Purpose, was partially achieved. The Overall Goal is believed to have been partially achieved although the data were not sufficient. Several impacts were identified in addition to the achievements under the Overall Goal, Project Purpose, and Outputs. Therefore, effectiveness and impact of the project are fair.

⁴² A Finnish international NGO.

⁴³ An NGO in Wau.

⁴⁴ An international NGO working in 15 countries in Eastern Europe, the Middle East, and Africa. The organisation addresses the issues of water, health, hygiene, entrepreneurship, livelihood and nutrition in South Sudan. <https://www.dorcas.org/countries/south-sudan/> (Last accessed 7 April 2021)

⁴⁵ WDG stopped training after the conflict in 2013 and resumed it in 2019.

3.3 Efficiency (Rating: ②)

3.3.1 Inputs

Inputs	Plan	Actual
(1) Experts	7 Long-Term (60 MM*)	7 Long-Term (85 MM) Local staff: 5 Japanese (4.74 MM) Local staff: South Sudanese (196.57 MM)
(2) Trainees received	Training in Japan: about 10 people Third country training: about 20 people	Training in Japan: 7 people Third country training: 20 people
(3) Equipment	Not specified	Training materials and equipment for VTCs, PCs for MLPSHRD (USD 363,770)
(4) Facility	Emergency repair, MTC dormitory construction	Construction of MTC dormitory and cafeteria, computer room: USD673,000
(5) Contracted work	No description	Consulting: 22,659,000 yen Basic vocational training contract: 82,742,000 yen
Japanese Side Total Project Cost	603 million yen (including Detailed Design Survey cost, 3.58 million yen)	629 million yen (including Detailed Design Survey cost, 3.58 million yen)
South Sudanese Side Total Project Cost	<ul style="list-style-type: none"> • Human resources (project director and project manager, C/P) • Facilities/equipment (office room and facilities) • Local cost (training cost, facility/equipment management, salaries of C/Ps) 	C/P: Undersecretary of MLPSHRD, Director General of DVT, VTC Directors (13 people)

* MM stands for man month.

3.3.1.1 Elements of Inputs

Both the project cost and the MMs of the Japanese experts exceeded the planned figures. This is because the MMs increased when the activities of NGO training became finalised. The increase in the cost is not high in relation to the increase in the MMs. It seems that the volume of administrative work was larger than expected and the MMs of the Japanese experts who did administrative work increased.⁴⁶ The unit cost of this expert was lower than other experts. In addition, South Sudanese local staff was employed because the situation at that time did not allow Japanese experts stay long in South Sudan and there was a need for staff who can connect the Japanese experts and C/Ps. That the number of C/Ps of MLPSHRD, the implementing agency of the project, was very small was also part of the reason. Local staff could obtain information that is hard to get for the Japanese experts such as relationships within ministries and security information. That was essential information to plan appropriate activities. Thus, it can be said that personnel arrangements were efficient.

One of the measures that increased efficiency is that the project worked with an NGO that was supported by SAVOT1. The experience of SAVOT1 made the collaboration more efficient than other NGOs. Another one is that the MTC buildings constructed by the Grant Aid were as good as those of universities and boost motivation of instructors and trainees; this was a good combination of a grant aid project and a technical cooperation one that raised efficiency of the project.

The stakeholders responded that the study tour to Kenya and training in Uganda were useful. The Director General of DVT stated that the participants gained new ideas and instructors effectively improved techniques and teaching methods. Cooperation with the Nakawa vocational training centre of Uganda was especially useful because a long-term relationship was built since SAVOT1, not one-time training of trainers.

3.3.1.2 Project Cost

The actual project cost was 629 million yen and slightly higher than the planned cost of 603 million yen (104%). The reason for the increase in the cost seems appropriate; however, it cannot be concluded that the amount of increase is appropriate because details of the increase are not available.

3.3.1.3 Project Period

The project period was three years (36 months) and it was as planned.

⁴⁶ Based on the answer to the questionnaire with the Japanese experts.

Although the project period was within the plan, the project cost slightly exceeded the plan. Therefore, according to the evaluation criteria, it is concluded that the efficiency of the project is fair.

3.4 Sustainability (Rating: ①)

It should be noted that, like in the case of impacts, external factors such as the two conflicts greatly affected the sustainability. WVTC and MVTC cannot keep their training systems because of conflicts and sustainability of technical capacity is negatively affected. It is not possible to determine to what extent the conflicts affected the government budget. However, at the very least, the conflicts had a negative impact on it. It is unclear if the measures to reduce the influence of the deteriorating security on the project were discussed at the time of planning of the project because relevant information is not available.⁴⁷

This section includes the assessment of the sustainability of organisational, technical, and financial aspects of the NGOs supported by the project. However, NGOs are not under the supervision of the MLPSHRD and not in the system using the curricula and manuals developed by the project. Furthermore, as described in 3.2.1.1, the capacity development of MLPSHRD was an integral part of the project and the Project Purpose aimed to improve the opportunities and quality of vocational training under the supervision of MLPSHRD. Thus, this evaluation puts more weight on the sustainability of MLPSHRD and VTCs when assessing the sustainability of the project as a government project.

3.4.1 Policy and Political Commitment for the Sustainability of Project Effects

The vocational training policy developed during SAVOT2 was finalised but not brought to the agenda of the cabinet meetings and did not get approved. At the time of the ex-post evaluation, the policy was re-examined with a newly added section. MLPSHRD developed *Strategic Plan 2016-2023* but this plan was not implemented because of the restructuring of ministries at the transition to the national unity government in 2015.⁴⁸ DVT is working on *Strategic Plan 2020-2026* based on a policy review conducted with the support of UNDP.⁴⁹ The National Ad-Hoc Technical and Vocational Education and Training Coordination Committee supported by UNESCO (the Ministry of General Education and Instruction is the chair and MLPSHRD is the vice-chair) has a policy

⁴⁷ JICA (2013) Ex-post evaluation guidelines (conflict affected countries and regions), 7. Evaluation point for conflict affected countries and regions. (pp.11-15)

⁴⁸ The Ministry of Labour, Public Service and Human Resource Development was restructured and became the Ministry of Labour.

⁴⁹ See the background of the TOR for the vocational policy consultant advertised by UNDP. https://jobs.undp.org/cj_view_job.cfm?cur_job_id=96168 (Last accessed on 14 March 2021)

sub-committee (the Ministry of Gender, Children and Social Affairs is the chair)⁵⁰ that is working⁵¹ on *Unified National Technical and Vocational Education Policy*.⁵²

In light of the above, the government is in the process of developing a vocational training policy. DVT takes charge of policy development in cooperation with other stakeholders. Policy and political commitment of the government for vocational training is high.

3.4.2 Institutional/Organisational Aspect for the Sustainability of Project Effects

At the time of the ex-post evaluation, DVT has seven staff members including Director General, Director for Policy and Industrial Development, Inspector for Assessment, Director for Administration, Clerk, and Data Officer. The planned number is 17 and 10 positions were vacant. Six director positions, namely, Director for assessment and examination, Director for curriculum, Director for Policy, Director for Administration, Director of Inspectorate and Director for registration of VTCs, were in the process of recruitment. Although DVT's system is not in place because of the obstacles such as shortage of personnel and the difficult financial situation of the government, it is commendable that DVT manages to survive and increase its staff. In addition, at the time of the ex-post evaluation, DVT manages two projects funded by AfDB and UNDP. Despite many constraints, DVT, as a C/P, accepts new donor projects. As shown above, AfDB will support 1,000 MTC trainees and the government of the Netherlands will support 2,000 trainees each at Juba, Bor, Trit, Yambio, and Rumbek. In this situation, VTC roll-out requires urgent securing of personnel.

To facilitate cooperation among VTCs, VTC Forum and VTC Coordination Committee meetings were held under SAVOT2. After the completion of the project, neither VTC forum nor VTC Coordination Committee meetings have been organised. As a successor to the VTC Coordination Committee, a Technical and Vocational Education and Training Coordination Committee consisting of the Director General of DVT, inspectors, VTC Directors, and trainees, chaired by the Ministry of General Education and Instruction, has been organised. Meetings are organised on an ad-hoc basis and would not be sufficient for capacity building of VTCs through information exchange. According to MTC, the support from DVT is limited to administrative aspects because of the financial constraints, and an inspector's visit was conducted once during the period from the end of the project to

⁵⁰ A response from a UNESCO programme officer.

⁵¹ UNESCO (2019) TVET Coordination Committee founded in South Sudan. 15 July 2019. <https://en.unesco.org/news/tvet-coordination-committee-founded-south-sudan-0>; UNESCO (2020) A milestone towards South Sudan's first unified TVET policy. 20 January 2021. <https://en.unesco.org/news/milestone-towards-south-sudans-first-unified-tvet-policy> (Last accessed 22 April 2021)

⁵² Unified National Technical and Vocational Education Policy

2019.

MTC is the only SAVOT2-supported VTC that survived the conflicts in 2013 and 2016 and continues vocational training. As described above, the intake of trainees went down once in 2017 but recovered and MTC has been performing well with many trainees. At the time of the ex-post evaluation, equipment provided by SAVOT2 was managed by a person in charge although the management was not done in a systematic way with a clear responsibility and reporting system.⁵³

MVTC was affected by the conflict in 2013 and WVTC by the conflict in 2016. They suffered robbery and destruction of buildings and stopped training. The Director of MVTC fled to Sudan and the acting Director works at DVT.

Among the five NGOs supported by SAVOT2, the evaluation team managed to contact three. These NGOs continue vocational training or have resumed vocational training. They stated that they improved managerial capacity through their participation in SAVOT2. It can be said that they have the organisational capacity to conduct vocational training.

As shown above, MTC is well positioned to continue training but there is no concrete plan to resume WVTC and MVTC.⁵⁴ DVT can manage donor projects and receive donor support but, at the time of the ex-post evaluation, DVT's supervision and support to MTC, which are major duties of DVT, was still limited.

3.4.3 Technical Aspect for the Sustainability of Project Effects

After the project completion, DVT has received donor projects, which shows a certain level of technical capacity of DVT. However, it was unable to provide sufficient support to VTCs and the meetings initiated by SAVOT2 stopped. Enhanced VTC support can be expected after the recruitment but the capacity of new staff is not known.

MTC had an expert dispatched by the Inter Governmental Authority on Development who supported instructors after the project completion. The number of trainees increased after 2018 and the completion rate in 2019 was 85%. Thus, it is concluded that MTC has the technical capacity to continue training at the time of the ex-post evaluation. That MTC conducted special courses for 140 trainees (training with external funds) in 2019 also demonstrates its technical capacity. The vocational training curricula, management

⁵³ In 2017, training of generator repairment, as part of management improvement work, was conducted using two broken generators of MTC. The Japanese expert deployed during the follow-up phase instructed to assign a person in charge of monitoring and management of the generators as well as to decide training contents and schedules after consultation with DVT, senior staff and instructors of MTC, JICA national staff and repair shop, and to make a report after training. At the time of the ex-post evaluation, among three generators, one generator was used and the other two remained out of order.

⁵⁴ It has been reported that state government stakeholders visited Malakal in March 2021 to assess the rehabilitation status of MVTC buildings. According to information provided by JICA, there seems to be an initiative to resume vocational training in Malakal although details are not known.

manual and guidelines developed by the project can support technical capacity of MVTC and WVTC; however, these VTCs have not conducted training and not used the manuals for a long period, and there is no information on their current technical capacity. Thus, it is unclear if they retain their technical capacity to conduct training. As for NGOs, as described above, it can be concluded that they retain the technical capacity to provide vocational training courses.

3.4.4 Financial Aspect for the Sustainability of Project Effects

The project started to meet urgent needs for humanitarian assistance even before the government was fully ready. Thus, from the beginning of the project, the financial base of the government was weak and austerity measures continued during the project implementation. After the project completion, DVT is annually allocated a budget to implement vocational training policy; however, except for salaries, no budget has been disbursed. The situation is the same for VTCs. Budget is made but no fund for training is received.

On the other hand, MTC continues income generation activities to supplement the training cost. Since SVAOT2, MTC has rented a cafeteria and managed an automobile workshop to earn income. Still, the income generated from these can provide only part of the training cost and MTC's financial status may not be strong enough and training fees and commission from the special courses fill the gap. Among the NGOs, SSOPO received support from the project to start income generation and started a restaurant. SSOPO currently uses the rent from the restaurant to conduct training. WDG, although it did not receive support from SAVOT2 to establish income generating activities, secured training equipment through SAVOT2. All three NGOs continue vocational training with external donor funds.

Therefore, the sustainability of government vocational training is still low.

As a whole, although potential of development exists, VTCs' continuation of training is dependent on donor support and special course contracts at the time of the ex-post evaluation. The support from DVT in charge of vocational training to VTCs is still insufficient and it seems difficult to continue vocational training independently. Major problems have been observed regarding the institutional/organisational, technical, and especially in financial aspects. Therefore, the sustainability of the project effects is low.

It should be noted that, although the rating of the sustainability of the project is low according to the evaluation criteria, it is highly evaluated that MTC survived the financial difficulty and two major conflicts, and continues vocational training. The factors for the continuation can be ① it managed to fill the budget gap with the income from the

income generation activities, ② high-quality and durable buildings were built with full equipment, ③ its location in the capital city is advantageous in attracting trainees and obtaining contracts for short courses from donors, ④ the generators were repaired during the follow-up phase of 2016 to 2017 and have been used continuously since then (one of the three generators was functional at the time of the ex-post evaluation), ⑤ there are dormitories for trainees.⁵⁵ It is hoped that MTC, as an important resource for reconstruction, expands its training services.

The project started on the basis of the need for emergency assistance and made a certain degree of achievement despite all obstacles. It can be said that the whole project has contributed to setting a foundation for future reconstruction.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

The project, in response to the needs for training of skilled workforce that could support national reconstruction, economic development, and livelihood improvement, implemented capacity development activities to increase training opportunities and improve training quality. The project conducted training capacity development of public vocational training institutions, organisational capacity development of MLPSHRD, and training capacity development of private vocational training centres. More precisely, the project strengthened the support system of DVT of MLPSHRD for the public VTCs, developed tools such as curriculum and a management manual, and trained vocational training centres, both public and private, in management and training. This was in line with the policies and needs of South Sudan that put emphasis on human resources development and increase in employment, and Japan's ODA policy. Thus, the project's relevance is high. As a result of the project implementation, training opportunities and quality improved; however, because the support of DVT for VTC was still limited, and there remained some managerial issues of VTCs that affected training quality, achievement of the Project Purpose is moderate. Some impacts were identified; MTC and NGOs kept providing training and contributed to the graduates' finding employment. Nonetheless, two of the three VTCs, except for MTC, have stopped training, which limits the quantitative impact. The data related to the Overall Goal are insufficient. Thus, the rating for effectiveness and impact is moderate. Although the project period was as planned, the project cost slightly exceeded the planned amount. Thus, according to the evaluation criteria, the efficiency of the project is moderate. At the time of the ex-post

⁵⁵ In February 2019, when one of the external evaluators visited MTC, 90 ex-child soldiers were being trained. They came from Yei River State (part of Central Equatoria State at the time of project implementation and the present. Its capital city, Yei, is situated about 170 km from Juba) and must have stayed at the dormitories.

evaluation, a vocational training policy was being developed; this shows strong interest of the government and donors in this area. DVT can manage VTCs under donor-supported projects; however, it has a large human resource gap between the planned personnel and the actually deployed staff because of the delay in deployment. MTC does not have a sufficient number of quality instructors although it keeps the technical capacity to continue training. It is not clear if DVT with such limited resources can provide full support to all VTCs that are going to expand in multiple states. Budget for training activities has not been disbursed until now and the financial sustainability is a serious issue. Thus, the sustainability of the project is low. In light of the above, this project is evaluated to be unsatisfactory.

It should be noted, however, that the discontinuation of training of the two VTCs and the absence of training budget are attributable to external factors such as conflicts in South Sudan and the financial conditions of the government. These factors negatively affected the impact and sustainability of the project.

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

- ① DVT's support to VTCs is constrained mainly by the lack of funds. Still, it is DVT's responsibility to regularly guide and supervise VTCs. It is desirable for DVT to make clear TORs for staff of the Directorate to secure personnel and establish solid VTC support system within the Directorate.
- ② DVT may negotiate with donors to establish income generation activities at VTCs that receive donor support so that VTCs would plan and implement income generation activities suitable to each VTC.
- ③ It will be beneficial if DVT plans and implements refresher training of VTC instructors, in cooperation with each VTC, to improve training methods and contents suitable to recent technical advancement and raise instructors' motivation. Once funds are secured, MTC can be used as a resource centre to meet vocational training needs in the regions through capacity development by inviting instructors of the regional VTCs and giving them practice training at MTC. It is recommended to raise funds actively, and conduct vocational training as it did the training in Uganda with the support of the JICA South Sudan Office and the one for ex-child soldiers with NGO funds conducted in 2019, so that MTC can contribute to peacebuilding.

4.2.2 Recommendations to JICA

None.

4.3 Lessons Learned

When government's financial capacity is limited, establishment of income generation activities can be made as one of the main activities.

MTC's income generation activities seem to be one of the reasons for its sustainability. Located in Juba, MTC might be in a good position to earn income and obtain contracts from international organisations. Although other VTCs may not be able to expect exactly the same as MTC, it is necessary to include establishment of continuous income generation activities in the PDM to secure financial sustainability when government budget cannot support VTCs. The major reason for discontinuation of training of WVTC is conflicts but resumption of training is inhibited by the lack of funds. This proves the importance of income generation activities. Therefore, it will be useful for a technical cooperation project to support vocational training to introduce an institution's own income generation activities and ensure sustainability.

To address humanitarian needs of conflict-affected countries, activities to directly benefit the population can be planned as well as support to government systems.

While the project's support to DVT was limited mainly because of the delayed establishment of DVT, many support activities for VTCs were implemented. Support to conflict-affected countries have both humanitarian and development aspects and both emergency support and mid- to long-term support are indispensable. In such situation, to address urgent needs on the ground, it may be necessary to plan activities that can start even before the government system is established. The decision of the project to start support to VTCs even when the establishment of DVT was delayed was well made so as to meet the needs of the population and make stakeholders on the ground gain experience. It is true that sustainability and development of the project effects (e.g. expansion of VTCs in states) need government's capacity to support VTCs. That must have been precisely the reason for having MLPSHRD's organisational capacity development in the Project Purpose and Output 1. DVT can absorb and retain staff such as the acting Director of MVTC even when MVTC is not functioning. It will be beneficial if DVT locates all instructors and prepares to resume training. That can help sustain the effects of the project.

Support to both public and private vocational training institutions can provide support to the wider public.

By supporting both public VTCs and NGOs, the project benefitted different types of beneficiaries with training opportunities. The approach to achieve two objectives of

training of skilled workers for national reconstruction and livelihood support of the population can be applied in other conflict-affected countries. It would be more beneficial if implementing agencies and NGOs set up a coordination committee to coordinate vocational training, fill the gap between training needs and support, and standardise training so that the government can offer more effective training support.

Planning needs consideration of the conditions of conflict-affected countries.

The planning of a project in a conflict-affected country may need to carefully consider indicators, pre-conditions, and external conditions as shown below (see 3.1.4 ③).

First, it must have been possible to set indicators that are more realistic or easier to measure given the situation of South Sudan. In case of a conflict-affected country, it may need to think if data for the indicator are easy to obtain. If a survey needs to be conducted, information on that indicator may be difficult to collect. Therefore, it is necessary to make sure that information can be obtained without too much difficulty. It would be easier, without much burden, if information could be obtained through project activities. For example, regarding training quality in this project, instructors' performance during TOT could be evaluated. The status of employment could be recorded as part of job-placement support. Such information collection would be more realistic if the resources of C/Ps were limited.

The pre-condition of the project, 'The security condition is stable', was fulfilled at the beginning of the project but became unsatisfied after the project completion. It is not possible to predict all changes in the conditions and their consequences, and it is not easy to make a long-term outlook. On the other hand, the possibility of recurrence of conflicts is not low in conflict-affected countries.⁵⁶ Conflicts such as tribal crash occur⁵⁷ at the time of project planning and it might have been possible to expect deterioration of security and shortage of budget and personnel to some extent. Although a drastic change such as the conflicts after the project completion is hard to predict, it would be important for a conflict-affected country to formulate a PDM with monitoring of the conditions and assessing the influence of changes in conditions during and after the project, measures to take when conditions change, and arrangements for project implementation if a conflict reoccurs (e.g. evacuation of experts, remote implementation, and organisational arrangements of implementing agencies).

-End

⁵⁶ Collier, P. et al. (2003) Breaking the Conflict Trap: Civil War and development Policy. World Bank and Oxford University Press. (p.83)

⁵⁷ Farming Early Warning Systems Network (2009) South Sudan Food Security Update January 2009; GlobalSecurity.org. South Sudan – Tribal Warfare 2009. <https://www.globalsecurity.org/military/world/war/south-sudan-2009.htm> (Last accessed 29 April 2021)

(Appendix)

Table: Major events from the time before and after the independence till the ex-post evaluation

Year	Major events
1955 to 1972	The first civil war. Southern Sudan autonomous region was established in 1972.
1983 to 2005	The second civil war
2005	Comprehensive Peace Agreement (CPA) was signed.
January 2011	Independence referendum
July 2011	Independence
December 2013	Fighting in the presidential guards. President Salva Kiir alleged that the former Vice President Riek Machar attempted a coup d'état.
August 2015	Compromise Peace Agreement was signed.
April 2016	Transitional unity government was formed.
July 2016	Violence broke out in Juba between President Salva Kiir and Vice President Riek Machar.
September 2018	Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan was signed.
February 2020	Revitalised Transitional Government of National Unity was formed.

(Source: based on the South Sudan basic data on the website of the Ministry of Foreign Affairs of Japan)

https://www.mofa.go.jp/mofaj/area/s_sudan/data.html (Last accessed 7 May 2021)

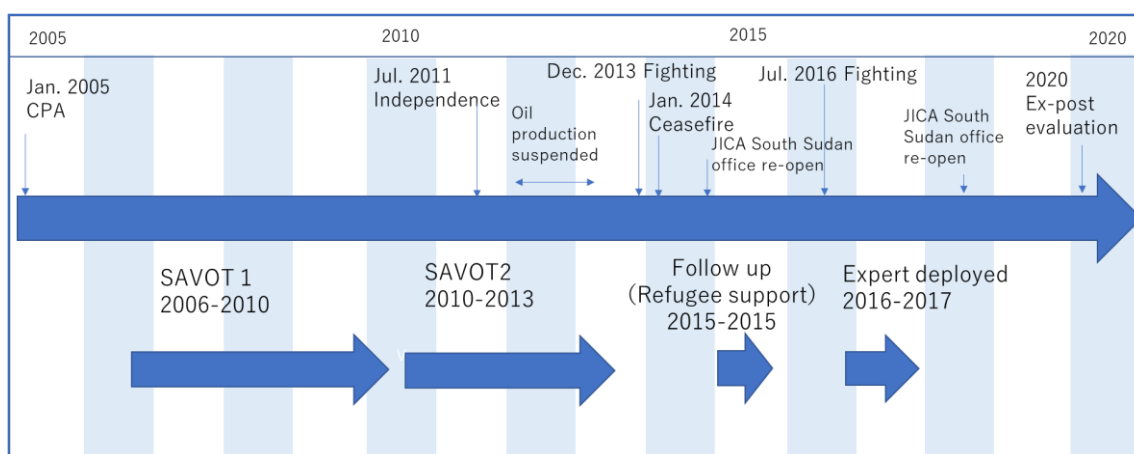


Figure: Events in South Sudan and SAVOT implementation

(Prepared by: External evaluators)