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Performance Evaluation of Economic Growth Activities under Responsive Assistance for Priority Infrastructure Development (RAPID) Program

May 2015

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PERFORMANCE EVALUATION OF ECONOMIC GROWTH ACTIVITIES UNDER RESPONSIVE ASSISTANCE FOR PRIORITY INFRASTRUCTURE DEVELOPMENT (RAPID)

MONITORING AND EVALUATION SUPPORT PROJECT

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ACRONYMS

| | |
|---------|--|
| AIDS | Acquired Immune Deficiency Syndrome |
| AOR | Agreement Officer's Representative |
| CBO | Community Based Organization |
| CBP | Capacity Building Plan |
| CES | Central Equatoria State |
| DG | Director General |
| EES | Eastern Equatoria State |
| EG | Economic Growth |
| EMP | Environmental Management Plan |
| EMMP | Environmental Mitigation and Monitoring Plan |
| ERR | Environmental Review Report |
| EU | European Union |
| FARM | Food, Agribusiness and Rural Markets Project |
| FGD | Focus Group Discussion |
| GIZ | <i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i> (German International Development Agency) |
| GOSS | Government of South Sudan |
| HIV | Human Immune Deficiency Virus |
| IDIQ | Indefinite Delivery Indefinite Quantity contract |
| IFES | International Foundation for Electoral Systems |
| IPC | Interim Payment Certificate |
| ISDP | Integrated Services & Delivery Program |
| ITB | Invitation to Bid |
| JGMUST | John Garang Memorial University of Science & Technology |
| JHPIEGO | Formerly Johns Hopkins Program for International Education in Gynecology and Obstetrics |
| KII | Key Informant Interview |
| LOC | Letter of Credit |
| LOE | Level of Effort |
| LBG | Louis Berger Group |
| LDP | Liquidated Damages Period |
| LRA | Lord's Resistance Army |
| M & E | Monitoring and Evaluation |
| MOGEI | Ministry of General Education and Instruction |
| MOH | Ministry of Health |
| MOPI | Ministry of Physical Infrastructure |
| MRDA | Mundri Relief and Development Association |
| MTRB | Ministry of Transport, Roads and Bridges |
| NCRC | National Constitution Review Commission |
| NGO | Non-Governmental Organization |
| OTCM | USAID's Office of Transition and Conflict Management |
| PHCC | Primary Health Care Centre |
| PMT | Project Management Team (of MTRB) |

| | |
|-------|---|
| QA/QC | Quality Assurance/Quality Control |
| RSS | Republic of South Sudan |
| SMOPI | State Ministry of Physical Infrastructure |
| SOW | Scope of Work |
| SPLA | Sudan Peoples' Liberation Army |
| SPLM | Sudan Peoples' Liberation Movement |
| SSOC | South Sudan Operations Center of UNOPS (UNOPS-SSOC) |
| SSP | South Sudanese Pound |
| SSRA | South Sudan Road Authority |
| TTI | Teacher Training Institute |
| TWMA | Tambura Water Management Association |
| UN | United Nations |
| UNOPS | United Nations Office for Project Support |
| USAID | United States Agency for International Development |
| WES | Western Equatoria State |
| WFP | World Food Program |
| WOYE | Women and Youth Empowerment Microfinance |
| WUA | Water User Association |

EXECUTIVE SUMMARY

OVERVIEW

The Responsive Assistance for Priority Infrastructure Development (RAPID) project is managed by the Economic Growth Office of the U. S. Agency for International Development (USAID). The Implementing Partner is the United Nations Office for Project Support (UNOPS) under a Cooperative Agreement. RAPID's activities cover six of the ten South Sudan States and include deployment of basic infrastructure for six USAID Offices - Economic Growth, Democracy and Governance, Health, Office of Transition and Conflict Management, and Education. The program began in November 2011 and the proposed end date is November 2015. Original funding was \$66.7 million, with \$39.1 million in expenditures as of February 2015.

USAID commissioned Management Systems International (MSI) to carry out a performance evaluation of the RAPID project based on the Scope of Work (SOW) in Annex I. The purpose of the RAPID evaluation was to inform current and future technical assistance in infrastructure development, and make recommendations for immediate and future modifications. The evaluation focuses on USAID's road construction/maintenance projects and infrastructure maintenance, water and sanitation, capacity building, and sustainability, based on six evaluation questions:

- a) How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?
- b) How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?
- c) Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?
- d) What benefits have been accrued by leveraging UNOPS administrative practices?
- e) What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?
- f) How effective and sustainable has the Tambura safe water supply model been?

This evaluation report outlines performance findings and makes recommendations for fine-tuning current and future USAID infrastructure activities.

Over a seven week evaluation period in South Sudan (March 17 to April 30, 2015), the evaluation team conducted a document review of over one hundred project documents, had over 100 key informant interviews, held five focus group discussions, and visited seventeen project sites.

The following are the team's key findings and conclusions, recommendations and a way forward for USAID to conduct similar infrastructure delivery projects.

KEY FINDINGS AND CONCLUSIONS

1. The RAPID program has implemented a significant number of projects in a very challenging security environment, in large part due to UNOPS strong logistics capabilities. However, UNOPS has been unable to consistently deliver projects with the quality, timeliness, and cost effectiveness anticipated.
2. While capacity building, sustainability, gender and crosscutting issues were addressed on some projects, and with some good results, there was not adequate planning, design, and implementation across all projects. For many projects, capacity building was implemented in an ad hoc fashion even though it was a major objective of the project. For other projects the focus on capacity building overtook the primary objective, with negative impacts on the results.

3. There was robust stakeholder engagement on the Tambura Water Supply project, but UNOPS has not consistently engaged stakeholders in planning and implementation of RAPID projects, resulting in negative impacts on long-term sustainability. Therefore a number of completed or near completed projects are at risk of becoming nonfunctioning (e.g. the Primary Health Care Center WASH Projects).
4. UNOPS has demonstrated poor performance in design and quality assurance for project implementation, partly due to failure to engage with stakeholders or to develop standard designs across projects. In the most unfortunate example of design flaws, the Kaya Bridge, in Central Equatoria, collapsed shortly before its inauguration.
5. The organization for managing RAPID within USAID, whereby the Economic Growth (EG) office takes the lead on complex projects with infrastructure components for other USAID Offices, is ineffective because the infrastructure building component is, in many cases, not the primary objective of the project. The EG office often does not have the sector specific knowledge, relationships and experience to effectively manage projects in these other sectors unless the objectives are targeted to infrastructure delivery.

KEY RECOMMENDATIONS

1. USAID should identify ways to continue to take advantage of UNOPS logistics capabilities in South Sudan. However, a different structure should be established to achieve the RAPID infrastructure building objectives, whereby the USAID Offices take a lead role in overall project oversight and the EG Office and UNOPS focus on building infrastructure.
2. Based on the overall poor performance by UNOPS in capacity building, design, and quality assurance, USAID should consider using another grant or contract vehicle to oversee all capacity building under RAPID. USAID should also assess the impact of capacity building on the quality of outcomes. Similarly, USAID should review and revamp mechanisms for project design and quality assurance. The Mission should consider de-coupling the structural design and capacity building components of RAPID from the rest of the project. This would take design and quality assurance oversight out of UNOPS' responsibilities and UNOPS would focus only on its core competency of building infrastructure in complex security and logistics environments, as described in detail in Option 1 under Table 3: Options for Way Forward – Justification on page 34 of this report.
3. UNOPS should ensure implementation consistency by putting in place systems to share capacity building experience across and within projects.
4. UNOPS should work with technical counterparts in the ministries and conduct a safety review of all RAPID facilities, starting with the incinerators and moving on to structural components such as the new or rehabilitated bridges, and take immediate corrective actions where necessary.
5. Starting at project design, USAID and UNOPS should develop formal plans for engaging government and other stakeholders in project review and implementation. USAID should also develop a more formalized system of communications and meetings among the USAID offices, UNOPS, and stakeholders to promote informed decision making.
6. USAID and UNOPS should develop systems to improve cost effectiveness of infrastructure investments. The use of a Core Management team by UNOPS should be reevaluated and, if used in the future, the size of the team should mirror the volume of on-going activities.

7. UNOPS should prepare more comprehensive activity-level plans for gender integration on each activity. The program should design specific actions that place more women beneficiaries in decision making roles.
8. USAID should fund additional technical, financial, and management capacity building for Tambura Water Supply. Given the potential risk of contamination of this community water system, RAPID should set up an acceptable and implementable water quality monitoring plan.
9. USAID/UNOPS should consider promoting more sustainable models for road maintenance including long term construction and maintenance contracts and performance-based contracts.
10. Project briefs for any infrastructure project should contain sections specifically dedicated to discussing the constructability and sustainability of the proposed investments. The constructability review will ensure the proposed design can be built with the available methods and materials, while the sustainability review will address operation and maintenance after the project ends or withdraws.

WAY FORWARD

The evaluation team identified four options for USAID to move forward with RAPID or a similar infrastructure delivery program, listed here from highest to lowest rank:

1. Refocus RAPID, under the existing Cooperative Agreement, on delivery of efficient and cost effective infrastructure, whereby USAID program offices take the lead in overall infrastructure program oversight with EG Office support for technical aspects and RAPID delivery of clearly defined infrastructure delivery
2. Continue implementing RAPID under the existing Cooperative Agreement with increased USAID oversight through modification of the Substantial Involvement section of the Cooperative Agreement to give it greater control over certain aspects of the project (e.g. annual review of key staff and approve/disapprove their continuation).
3. Use an alternative USAID vehicle such as a direct contract, grant or regional IDIQ (e.g. the East Africa Infrastructure IDIQ) for design and construction oversight of infrastructure project delivery.
4. Use a number of smaller cooperative agreements with UNOPS as the implementing partner. The cooperative agreements would be more focused and sector or project specific and would be managed by various USAID Offices.

These options are summarized in the Table below:

Table 1: Options for Way Forward – Summary

| Option No. | | USAID Oversight | IMPLEMENTATION | | | Other / Comment |
|------------|---------------------------|--|---|-----------------------------------|--|---------------------------------|
| | | | Technical Designs & Quality Assurance | Construction & Road Maintenance | Capacity Building | |
| 1 | Responsible Office | USAID Technical Office | IP of Parent Project (e.g. FARM, ISDP) | UNOPS | IP of Parent Project (e.g. FARM, ISDP) | · USAID-funded advisor for OEG |
| | Delivery Mechanism | <i>Amend Existing Contracts & Coop Agreement</i> | <i>Thru IP-selected Contractor</i> | <i>Existing RAPID Agreement</i> | <i>Thru IP-selected Contractor</i> | · EG Technical Support to RAPID |
| 2 | Responsible Office | USAID EG Office | Contractor | UNOPS | UNOPS | · USAID-funded advisor for OEG |
| | Delivery Mechanism | <i>Contract & New Sub Agreement</i> | <i>USAID IDIQ / New Contract</i> | <i>Existing RAPID Agreement</i> | <i>UNOPS sub contracts all capacity building</i> | |
| 3 | Responsible Office | USAID EG Office | Contractor | Contractor | Contractor | |
| | Delivery Mechanism | <i>IDIQ / Contract</i> | <i>Tap into IDIQ / Use New Contract</i> | <i>Separate USAID Contract</i> | <i>Tap into IDIQ / Use New Contract</i> | |
| 4 | Responsible Office | USAID Technical Office | OEG | UNOPS | UNOPS | · EG Technical Support to RAPID |
| | Delivery Mechanism | <i>New/Amended Coop Agreement</i> | <i>Separate contracts</i> | <i>New/Amended Coop Agreement</i> | <i>UNOPS sub contracts all capacity building</i> | |

The evaluation team recommends the first option, whereby RAPID would remain under the EG Office with UNOPS as the implementing partner, but different USAID program offices would take the lead role in overseeing the projects under which their infrastructure activities fall (e.g. the PHCC WASH project would fall under the Integrated Service Delivery Project). The USAID Office in charge of the project assumes the primary responsibility for contracting out design, quality control, capacity building, etc. with support from the EG Office on technical aspects of the infrastructure delivery. Other aspects of the project with clearly defined scopes of work (e.g. quality assurance) could also be performed by RAPID.

We rank this option highest due to the fact that it: takes advantage of the timeliness of utilizing an existing cooperative agreement (or developing a new one if necessary) with UNOPS; takes advantage of UNOPS' strong logistics capabilities; puts the USAID Office with the sector specific knowledge and expertise in charge of the planning, stakeholder engagement, design and overall project oversight; and utilizes the technical expertise of the EG Office specifically for the oversight of infrastructure building.

INTRODUCTION

PROJECT BACKGROUND

Project Summary

| | |
|---|---|
| Activity Name: | Responsive Assistance for Priority Infrastructure Development (RAPID) |
| Award Number: | AID-668-A-12-00001 |
| Procurement Instrument: | Cooperative Agreement |
| Funding: | Approximately \$66.7 million |
| Program Beginning/End Dates: | 11/14/2011 to 11/13/2015 |
| Implementing Partner: | United Nations Office for Project Support (UNOPS) |
| USAID/South Sudan Technical Office: | Economic Growth Office |
| Agreement Officer's Representative (AOR): | Richard Nyarsuk |
| Contracting Officer: | Nataliya Holl |

CONTEXT

Although South Sudan has a massive agricultural potential, road infrastructure that connects production areas to markets in state capitals is either in poor condition or unusable by trucks. Lack of capacity to repair roads, coupled with heavy rains, worsens the condition of the existing road infrastructure. At present, government capacity to pave or repair roads is low, leading to inaccessibility of producers to markets in the state capitals or beyond.

In addition to road infrastructure issues, there are a number of socio-economic problems including extremely limited access to safe water sources, heavily burdening women and children. Partly as a result, children are engaged in fetching water during school hours. To change the existing situation, RAPID was designed to improve the livelihoods and economic outlook for the people of South Sudan through the implementation of projects with an infrastructure focus designed to promote agricultural-based economic opportunities. The activities were planned to support lower costs to move products from farm to markets; improve ability to store, process or market agricultural produce; enable agriculture research or extensions services through facility repair; and enable the achievement of other infrastructure related needs, improving agricultural-based productivity and growth while reducing workloads for women and children.

Geographically, RAPID's activities are implemented in six of South Sudan's ten states, including:

- Central Equatoria
- Western Equatoria
- Eastern Equatoria
- Jonglei
- Upper Nile, and
- Western Bahr El Ghazel.

In addition, the project targets several population groups, including: business and rural communities, farmers, university students and faculty, and government road authority employees. The locations of all activities under RAPID can be seen on the map in Figure 2.

The RAPID project has an overall budget of \$66,740,106, of which \$41,919,924 has been expended as of February 2015. See the Table below for an additional breakdown.

Table 2: RAPID Projects Budget

| Activity | Original Budget | Revised Budget | Actual thru Feb 2015 |
|----------------------------|----------------------|----------------------|----------------------|
| Ia - Core Team | \$ 2,828,412 | \$ 43,523,332 | \$ 2,822,186 |
| Ib - Economic Growth | \$ 36,930,200 | | \$ 32,824,196 |
| II- Education | \$ 15,554,713 | \$ 15,554,713 | \$ 1,069,129 |
| III - Health | \$ 4,525,458 | \$ 6,325,458 | \$ 3,897,848 |
| IV- OTCM | \$ 4,072,912 | \$ 778,994 | \$ 768,996 |
| V - Democracy & Governance | \$ 2,828,411 | \$ 557,609 | \$ 537,570 |
| Total | \$ 66,740,106 | \$ 66,740,106 | \$ 41,919,924 |

Further, the Table in Annex 2 details the specific drawdown for each project as of February 2015, while Annex 3 details the implementation status of the activities.

PURPOSE OF EVALUATION

The purpose of this performance evaluation is to assist USAID in reaching decisions related to:

- (1) Making modifications and corrections, if necessary, to help inform current and future technical assistance in infrastructure development and the RAPID program over its second half.
- (2) Defining the nature and scope of possible future infrastructure interventions.

Results from the performance evaluation will be used to gain a sound understanding of the effectiveness of the RAPID intervention and the interaction between stakeholders. The recommendations will provide guidance on how to mitigate any negative impacts of the RAPID Project, while leveraging maximum advantage of any positive impacts that the project may have had following the December 15, 2013 outbreak of violence. The evaluation will, additionally, help inform programming in other conflict environments.

EVALUATION QUESTIONS

The Evaluation Team was charged with providing answers to the following questions:

- a) How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?
- b) How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?
- c) Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?
- d) What benefits have been accrued by leveraging UNOPS administrative practices?
- e) What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?
- f) How effective and sustainable has the Tambura safe water supply model been?

To better address the purpose of the evaluation, answers requested for some of the questions went beyond the parameters of the six overarching questions, as explained in the methodology section of this report.

SCOPE OF THE EVALUATION

Below are some of the project activities by location, with the complete list appearing in Annex 2

- John Garang Memorial University of Science and Technology (JGMUST) in Bor, Jonglei State
- The Catholic University of South Sudan (CU) in Wau, Western Bahr El Ghazel State
- South Sudan Roads Authority (SSRA) Technical Support, Juba, Central Equatoria State
- Pagak-Maiwut Road (25 km), Upper Nile State
- Morobo – KajoKeji (Feeder Roads), Central Equatoria state
- Yei–Kegulu-Morobo (Feeder Roads), Central Equatoria State
- Juba-Nimule Road (maintenance), Central and Eastern Equatoria State
- Gumbo–Rajaf East Road (Low Volume Roads Trial Sections), Juba, Central Equatoria State
- (Yambio-Nabiapai, Yambio-Sakure, Nzara-Sakure (Feeder Roads), Western Equatoria State
- Primary Health Care Center WASH projects in Western Equatoria and Central Equatoria States
- Teacher Training Institute Infrastructure Rehabilitation and Improvement in Rombo, Maridi, Maper, Rumbek and Arapi in Central, Eastern and Western Equatoria States and Lakes State
- Tambura Water Supply System in Tambura, Western Equatoria State

The specific locations are provided in Figure 1.

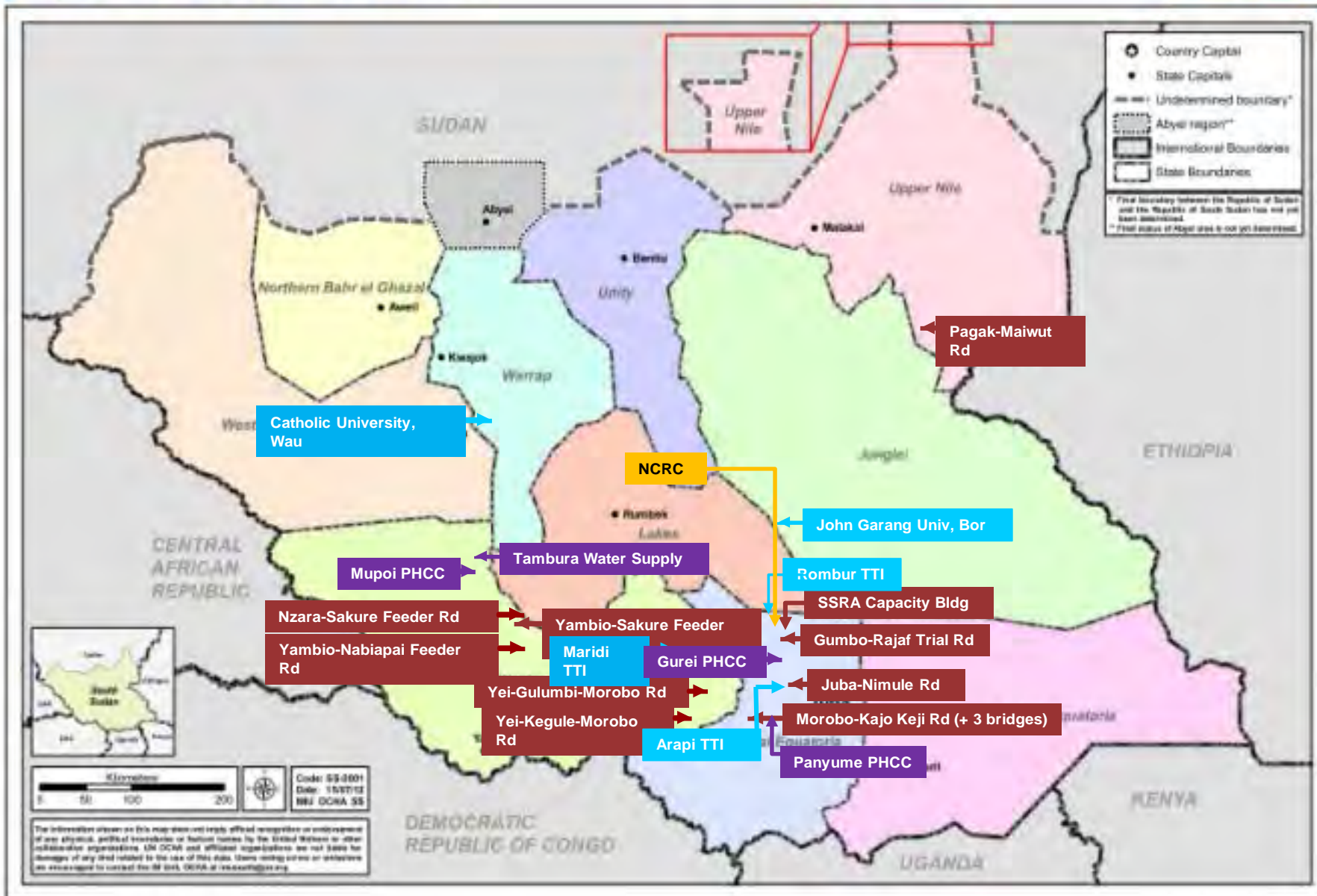


Figure I: Geographic Scope of RAPID Project Activities

METHODOLOGY AND LIMITATIONS

The evaluation went through the following distinct stages, each of which is discussed below in further detail:

- Planning
- Data collection
- Data analysis
- Evaluation limitations and mitigation

PLANNING (PREPARATION OF DATA TOOLS)

The evaluation team held a Team Planning Meeting (TPM) with USAID to discuss the Mission's expectations from this study. Based on the discussions, the approach to three of the original questions was changed to match the expectations from USAID's technical offices:

- Question (b) – Would be broadened to include engagement with all other national, state and local government ministries and departments
- Question (e) – Would be broadened to include effects on all cross-cutting issues i.e. gender, HIV/AIDS and environmental compliance
- Question (f) – Would be broadened to include a discussion of the long-term sustainability of all the RAPID infrastructure projects

Based on these revisions, the six evaluation questions were then broken down (“unpacked”) into the sub-questions listed in Annex 4. Rolled up responses to these sub questions would provide the answers to the evaluation questions.

The team then proceeded to design the data tools to be used to obtain the answers to the sub questions. A “Getting to Answers” matrix was used to identify the type of answer (evidence) required to respond to each question. The method of data collection and possible data sources were then determined, followed by identification of selection criteria and data analysis methods. Annex 5 contains the matrix for all six evaluation questions.

The next step was to develop the survey and interview questionnaires. Using the sub-questions in Annex 4 and the data tool matrix in Annex 5, specific questions were developed for each stakeholder group i.e. USAID, UNOPS, national, state and local government ministries and departments, contractors, CBOs, and beneficiaries from the local community. These data collection tools appear in Annex 6.

The methods identified in the data tools guided the data collection and analysis exercises.

DATA COLLECTION

Desk Review of documents

The performance evaluation started with a desk review of primary sources, consisting of project documents mainly from USAID and UNOPS. The complete list of documents reviewed for the study appears in Annex 6.

Field visits & meetings

Following the document review, the team proceeded to collect both qualitative and quantitative data from the secondary sources through a combination of interviews, surveys, focus group discussions and field visit

observations. Altogether, as part of the data collection exercise, the evaluation team met with or interviewed 110 individuals.

The team held five focus group discussions (FGDs) and made seventeen visits to the project sites in Western, Eastern and Central Equatoria states. The activities visited included: roads, water supply and sanitation (WASH), and buildings (teacher training institutes and primary health care centers).

All meetings held and project sites visited are listed in Annex 8. The venues visited also appear on the project location map (Figure 2) together with all the other RAPID sites. The complete list of individuals and organizations contacted is listed in Annex 9.

DATA ANALYSIS

The collected data was analyzed using the methods listed in the “Getting to Answers” matrix (Annex 4)..

Data analysis began with quality checks of the obtained data, usually by cross-checking against other available references. A descriptive analysis was made to identify any patterns in the data.

The team also used content analysis to determine the meanings and effects of data.

The evaluation team disaggregated observed data by gender whenever this was available.

The data analysis exercise led to the team’s conclusions. The team then used the findings and conclusions to arrive at specific recommendations.

Prior to writing this report, the evaluation team held a briefing during USAID and other partners to share the initial findings, conclusions and recommendations.

EVALUATION LIMITATIONS, CONSTRAINTS & MITIGATIONS

The accuracy of the results of the evaluation may have been affected by one or more of the following constraints:

- Because of the security situation, the evaluation team was not able to visit projects located in Jonglei, Western Bahr el Ghazel and Upper Nile states. All site visits, meetings, interviews and FGDs took place in the Equatoria states (Western, Central and Eastern Equatoria). This limitation was mitigated by using information obtained from review of project reports and interviews with UNOPS and USAID personnel for those projects not visited.
- Staff turnover at UNOPS may have influenced the quality of available institutional knowledge. Only two of the UNOPS employees interviewed had served on the RAPID project for over a year. The evaluators mitigated this by interviewing additional stakeholders among both the beneficiaries and USAID. Data from project documents was also used to fill-in any missing information.
- There was limited information from some of the relevant central government authorities, in which case, the team relied more on information from the state governments.

FINDINGS, CONCLUSIONS & RECOMMENDATIONS

EVALUATION QUESTION (A)

How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?

Findings

The RAPID project activities were created with seven diverse sets of objectives, shown in Figure 2. These objectives were to be achieved through a variety of project specific objectives. The feeder road projects were to rehabilitate roads in the three Equatoria states (Western, Central and Eastern Equatoria) in support of USAID’s Food, Agribusiness and Rural Markets (FARM) project. The Gumbo-Rajaf trial road, on the other hand, was to provide and assess cost-effective alternatives to gravel surfacing.

At project design, the road projects and the Tambura Water Supply project had capacity building incorporated into the project activities. In each case, the capacity building during implementation consisted of a combination of classroom instruction and on the job training. The evaluation team interviewed both trainees and trainers (instructors) at the various road projects and the Tambura project and observed that the majority of trainees did not have or retain ample knowledge or technical skills after completing the training (e.g. electrical technicians at Tambura could not describe actions they would take in the event of a system failure; recently trained CBO Supervisors did not have a clear understanding of the forms they were to use for managing the job site).

A review of the pertinent documents showed that capacity building under RAPID did not consistently build off of similar efforts by on prior USAID or other donor projects. For instance, under the Sudan Infrastructure Capacity Building Program Task Order 8 (TO8), USAID trained 32 local road contractors but there has been little concerted effort to extend this training. Only three TO8 contractors participated in the RAPID road projects. Similarly, to assist in national planning for road maintenance, a Road Asset Management database was established for the South Sudan Road Authority (SSRA) under TO8. However, the servers containing this database now lie inaccessible to SSRA at their offices.

OBJECTIVES OF RAPID PROJECT

- Strengthen the work of USAID, the RSS and the donor community at large through cost efficient, timely, flexible, and effective implementation of USAID funds Leverage the UNOPS re-enforced accounting, management, contracting modalities and practice groups to fully realize economies of scale and scope in order to maximize the impact of USAID’s assistance.
- Provide basic infrastructure needs, such as roads, bridges, schools, health and laboratory facilities, water and sanitation facilities, solid waste management, marketing facilities, storage facilities, energy-related projects, education facilities, local government buildings, and other services which may be required by USAID.
- Ensure that new infrastructure will be adequately maintained.
- Assist the RSS ministries and authorities (SSRA) in managing its infrastructure portfolio
- Assist in development of local government capacity.
- Mitigate conflicts.

Source: RAPID Cooperative Agreement

Figure 2: Objectives of the RAPID Project

Overall, there are no consistent project-wide capacity building systems in place and the evaluation team found no evidence of comprehensive capacity building or training plans for the projects. Moreover, there was not a full-time capacity building expert at UNOPS overseeing the capacity building programs. For example, a feeder road capacity building plan was only finalized in April 2015, although USAID granted approval for UNOPS to award four packages to the Yei-Kegulu-Morobo feeder roads project in December 2012 and allowed for on the job and classroom training. Without a plan, all training and capacity building on RAPID was therefore prepared and delivered on an ad-hoc basis.

There are also disparities in the planning for transition from rehabilitation to maintenance contracting for CBOs. While the CBOs in WES were clear about objectives and procedures, those in CES were not. In one case, a CBO on KajoKeji feeder road received the same training twice instead of transitioning to a maintenance contract model.

The structuring of contracts, additionally, has forced small contractors to grow too large too quickly. For example, the TO8 contract amounts ranged from \$100,000 to \$150,000 in value. Yet, under RAPID, contracts exceed \$700,000 and reach at least \$1.2 million based on information obtained by the evaluation team. . This difference required TO8 contractors to team with larger companies, and resulted in some cases, to an overextension in capacity. One contractor, MEGA, stated that they had been locked out of their offices due to non-payment after completing work on the Juba-Nimule road maintenance project and procuring over \$250,000 in equipment to do so. The contractor partly attributed this situation to the demands of managing such a big contract.

In another example, USAID confirmed that the primary objective of the Yei-Morobo trunk road project was to avoid truck traffic being diverted to the Yei-Kegulu-Morobo feeder road, which was being rehabilitated under RAPID. However, the project was restricted to local contractors, and was indeed awarded to a local firm, even though it was acknowledged that using a local firm created a high risk. The only rationale given for restricting the procurement to South Sudanese contractors, however, was to build local contractors capacity. This affected the quality of the rehabilitated road, resulting in the project did not fully achieving the goal of keeping truck through-traffic off the Yei-Kegulu-Morobo feeder road.

In yet another example, the evaluation team observed that the Rajaf-Gumbo trial road had highly variable quality across the same surfacing types, and sections of the Otta seal surfacing had already failed and were being repaired. CES's Ministry officials and UNOPS's site engineer overseeing the work stated that the difference in quality was due to a variety of reasons, including weather and capacity levels for different contractors.



Figure 3: Mupoi PHCC reservoir. Arrow shows water level gage

As for the other projects, no capacity building plans were observed for the TTIs, PHCCs, and NCRC. Even after work was completed, the PHCC staff at Gurei, Panyume and Mupoi had not demonstrated any knowledge of how the solar powered water system worked. In Mupoi, the staff did not know whether the pump was on or off, or what level the water in the tank was at. The evaluation team found that the solar powered pump was not operational (at noon on a fairly sunny day), the pump was not operating, and the water gauge indicated that the tank was only half full (see Figure 3).

Conclusions

UNOPS utilized a wide variety of capacity building approaches during project implementation to enhance stakeholder capacity to build and/or maintain infrastructure. The conclusion, however, is that the capacity building approaches have not been effective across all activities.

Capacity building was not well designed or implemented for a number

of projects, and UNOPS did not deploy adequate resources for the challenge.

The capacity building objective overtook the primary objective for several projects. The lack of quality control on sections of the Rajaf-Gumbo trial road disqualifies the undertaking as a controlled experiment for performance of different road surfacing.

The incorporation of contractor capacity building for the Yei-Morobo trunk road led to the failure of the project to achieve its primary objective of keeping truck traffic off of the Yei-Kegulu-Morobo feeder road.

The evaluation team concludes that the RAPID program is only partly meeting the capacity building objectives of the implementation plan. This focus on capacity building has at times interfered with other project outcomes like product quality.



Figure 4: Defects period warranty repairs, Gumbo-Rajaf Trial Road, Central Equatoria

Recommendations

The evaluation team makes the following specific recommendations:

- 1) Based on the overall poor performance by UNOPS in capacity building, USAID should consider using another grant or contract vehicle (e.g. a separate cooperative agreement) to oversee all capacity building under RAPID. This would take capacity building oversight out of UNOPS' responsibilities and UNOPS would focus only on its core competency of building infrastructure in complex security and logistics environments, as described in detail in Option 1 under Table 3: Options for Way Forward – Justification on page 34 of this report.
- 2) USAID should identify projects where capacity building is a priority and analyze the impact of capacity building on quality. Not all projects need to be capacity building projects, with the Trial Roads as a prime example.
- 3) Where capacity building is the primary objective, the implementing partner should put in place systems to properly assess, and where necessary, build contractor capacity first rather than letting road contractors bid and begin work without the right capacities, knowledge and experience.
- 4) The Trial Roads project should be reclassified as only a capacity building project and USAID should consider funding a separate project (under controlled conditions) to evaluate the technical and cost effectiveness of various road pavement solutions for South Sudan. Such a contract should be awarded to a qualified and experienced contractor (e.g. under a full and open international competitive bid).
- 5) USAID and UNOPS should use smaller road procurement packages for local contractors in order to keep the contracts financially and operationally manageable for small, growing contractors.
- 6) UNOPS should put in place systems to share capacity building experience across and within projects. As examples, projects in CES can learn from counterparts in WES, and experienced CBOs can help in the training of new CBOs. The program should also use models from other South Sudan donor funded projects (e.g. building off of the TO8 work, and applying lessons learned and using training tools from the Yei water supply project for Tambura water supply).

EVALUATION QUESTION (B)

How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?'

Findings

Roads and Bridges

At the state level, UNOPS had good government capacity building engagement in Western Equatoria for the feeder roads project, yet showed poor engagement in Central Equatoria. In the latter case, the reason cited for the lapse was that CES government officials are based in Juba. Engineers from the Ministry of Physical Infrastructure in WES have been embedded within UNOPS for both contractor and CBO supervision, and this has been a good capacity building model.

UNOPS has also worked relatively closely with MTRB, albeit with major shortcomings. The ministry was given the opportunity to review and comment on UNOPS designs for the three Morobo to KajoKeji bridges. However, according to the ministry, UNOPS never responded to the Ministry's design comments, and the ministry reported that there has been no further communication between the two bodies since then. MTRB observed that they only informally learned about the Kaya bridge collapse via social media (Facebook) – Figure 5. The bridge collapsed because UNOPS lacked the necessary quality assurance and design mechanisms, yet UNOPS was charged with building MTRB's capacity. While UNOPS has offered to meet the costs for redesign of the three bridges, neither MTRB nor SSRA reported being involved in this exercise.

Following intervention from GOSS, there are now plans to involve the SSRA in supervising Phase 2 of the maintenance work on the Juba-Nimule Road. There still exist valid concerns from donors about SSRA's financial and technical capacity as well as their staffing levels. However, all donors have been requested by the Ministry of Transport, Roads and Bridges to work through SSRA for all projects that fall within its mandate. The mandate covers management, development, rehabilitation and maintenance of Inter-State and International Roads in South Sudan (see Minister's letter in Annex 11).

While the RAPID project was intended to enhance the capacity of the SSRA to build and maintain the country's roads (and bridges) network, this involvement changed following the December, 2013 mission closure and subsequent directives regarding engagement with the GOSS. However, before December, 2013, UNOPS provided an advisor to the SSRA Executive Director under RAPID. The SSRA was unclear about the actual role of the assigned advisor, did not see this scope of work or deliverables, and stated that the advisor did not report directly to the SSRA Executive Director. The Ministry of Transport, Roads and Bridges (MTRB) had this to say, "We asked UNOPS to share the Technical Advisor's deliverables but UNOPS did not provide any."



Figure 5: Kaya Bridge Collapsed Before Inauguration

¹Note: Based on in-briefing discussions with USAID, this question has been used to address all stake-holder engagement issues – see discussion in methodology.

The SSRA also had a minimal role in training and monitoring pavement surfacing performance of the Trial Road and no role in the Yei-Morobo trunk road project. The Yei-Morobo Road project brief (November 2012) mentions multiple stakeholders, “known interested parties”, but the SSRA is not included.

It is worthwhile to note that there were other factors beyond RAPID’s control that may have negatively impacted long-term effectiveness of the project’s capacity building efforts, e.g.:

- 1) The delays in transitioning road maintenance responsibility from MTRB to SSRA; and
- 2) A lack of axle load controls on the roads, resulting in over-laden coming trucks leading to accelerated deterioration of rehabilitated roads.



Figure 6: Tambura Paramount Chief (striped shirt) with TWMA officials & evaluation team at a project kiosk

Tambura Water Project

The Tambura water supply project (Figure 6) has been an outstanding example of community involvement. During both design and construction, UNOPS engaged widely with numerous government and community officials, including the Paramount Chief, and community, county and state officials. Even at the national level, the Directorate of Rural Water and Sanitation at the Ministry of Water had a fairly clear picture of the project.

Teacher Training Institutes

Regarding work on TTI projects, UNOPS has coordinated the facilities condition assessment process with the Ministry’s Directorate of Education. The TTI principles, however, do not provide a full picture of RAPID’s planned scope of rehabilitation. Partly because of this discord, condition

assessments have at times been at odds with the institution’s expectations. At Arapi TTI, for example, management showed the evaluation team preferred rehabilitation work that the ministry considers a priority but was outside of RAPID’s scope. Similarly, the Maridi TTI officials were not fully aware of the current state of the RAPID plans for their institution.

Primary Health Care Centers (WASH)



Figure 7: Current WASH facilities for main clinic building at Gurei PHCC.

Selection of the PHCCs for rehabilitation was prioritized by JHPEIGO in consultation with the national and state Ministries of Health. UNOPS, as RAPID’s Implementing Partners, conducted the technical assessments and engineering designs. While the ministries provided guidance on their needs and expectations from the health perspective, it became clear to the evaluation team that the ministries did not have the matching engineering input. As such, there exist many examples of incomplete, inconsistent or inadequate designs and poor quality work across the health centers. For example, the Gurei PHCC plans do not include any water connection to the existing main clinic building. Because of the omission, the center lacks adequate WASH facilities (Figure 7) even with a newly constructed water supply system.

Conclusions

RAPID has not adequately engaged with its intended beneficiaries (RSS government, local contractors and the communities) to promote appropriate design, government capacity building or long-term sustainability. For those occasions when action was taken, the effort

made in planning/implementation was inconsistent and varied. The team concluded that not enough effort went into capacity building.

On the more complex structures, UNOPS has not demonstrated the ability – and at times lacked the necessary resources – for carrying out effective project designs and quality assurance. The team observed lapses in design and safety which may have compromised UNOPS’ ability to enhance structural design and safety capacity at MTRB and SSRA. The team therefore concludes that UNOPS did not demonstrate an ability to enhance the MTRB and states’ design and safety capabilities.

The Tambura Water Supply project, on the other hand, had good engagement with all levels of government, stakeholders and beneficiaries, which to a large extent may be attributable to the specific staff assigned to the project (e.g. the designated engineer-in-charge).

For the other activities (e.g. TTIs, PHCCs), there was inadequate coordination and communication between UNOPS, USAID, and government entities. This impacted project design, implementation and sustainability. One outcome of the lack of coordination was the construction of facilities like incinerators, bathrooms and water distribution systems which do not address critical end-user needs.

Some of the shortcomings of engagement with government were, however, beyond UNOPS’ control (e.g. MTRB to SSRA transition).

Recommendations

1) For all RAPID activities, starting at project design, USAID and UNOPS should develop formal plans for engaging government and other stakeholders in the project’s review and implementation. Each project should identify the specific competent offices and request that office to designate an official to liaise with in both design and implementation.



Figure 8: UNOPS should conduct a safety review of rehabilitated or new infrastructure like this bridge on Yei-Kegulu-Morobo feeder road

- 2) USAID and UNOPS should establish mechanisms for new infrastructure (and other) projects to build off of lessons learned from other projects – ongoing and completed.
- 3) UNOPS should work with their technical counterparts in the ministries and conduct a safety review of all RAPID facilities, starting with the incinerators and bridges, and take immediate corrective actions where necessary (Figure 8).

EVALUATION QUESTION (C)

Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?

Findings

The RAPID project has a number of diverse expected results, including basic infrastructure delivery, strengthened government capacity, and improved maintenance capacity. Regarding the types of projects addressed under the RAPID project, the following are identified in the Cooperative Agreement as possible activities: transport infrastructure rebuilding and maintenance; education infrastructure; urban and rural water supply and sanitation; waste management; local and central government buildings; energy related projects; food security; health; procurement and supply chain management; capacity development; and environment.² The program cuts across multiple USAID Offices, including: Economic Growth, Democracy and Governance, Health/WASH, Transition and Conflict Management, and Education.

Design Standards and Quality Control

The evaluation team did not observe any systems for UNOPS to ensure/establish standard designs across projects, and lacked quality control. For example, PHCC designs and workmanship in CES (Panyume and Gurei) and WES (Mupoi) varied widely, with the incinerators in Panyume and Gurei (Figure 9) as a prime example, with the following observed issues:

- Wide grate openings in firing chamber– sharp needles/equipment can fall through;
- Ash clean out open, accessible to children and animals;
- Firing chamber access door cannot shut;
- Panyume, Gurei designs missing inaccessible chamber for the hazardous burnt waste; and
- Lock mechanism on chimney door cannot lock.

Similarly, the maternity wards differ between PHCCs in terms of basic design (indoor vs. outdoor, bath and toilet); and water stand-pipe designs.



Figure 9: Good vs. bad – Differing PHCC incinerator designs at Mupoi (L) and Panyume (R)

The evaluation team identified a number of basic design flaws and quality control failures during their site visits to the other projects as well. For example:

- Only one borehole supply line (Number 4) was fed into the chlorination tank for Tambura water supply, which means there is no chlorination in case of Number 4 pump failure, which occurred during the evaluation team’s site visit;
- Discussions with TWMA staff indicated that there was no spill over ball valve in the main Tambura water tank (284 cubic meters), though an inspection of the design drawings indicated this was required. There was also no discharge channel for the tank’s washout;
- Following the collapse of the bridge at Kaya, UNOPS engaged an external engineering consultant Ove Arup and Partners. The consultant highlighted several fundamental design flaws for the three bridges on the Morobo to KajoKeji road, leading to the Kaya bridge collapsing under its own load;

² Reference Duly Executed Cooperative Agreement, Page 14

- The evaluation team observed other bridge defects not mentioned in the Arup report, including the use of both high tensile and non-high tensile steel bolts on the same structural components (Figure 10). While the team did not review design or shop drawings, it observed that no washers were used at either end of the bolts on Konibridge; and
- There was only one water tap at the Panyume PHCC and no water taps for any buildings (e.g. main clinic) for Panyume and Gurei PHCCs.



Figure 10: Different bolt types used on same structural connection at Koni River Bridge

Communications

From interviews with UNOPS' RAPID Core Management Team and USAID Offices, communications between USAID, UNOPS, and stakeholders consists primarily of interaction between: USAID's Agreement Officer's Representative (AOR), who is based in the Economic Growth (EG) Office, and UNOPS; the AOR and USAID Offices; and USAID Offices and stakeholders (e.g. relevant ministry). The AOR does not generally communicate directly with stakeholders from sectors outside of EG because the relevant USAID Offices have the relationships with key stakeholders and familiarity with key sector issues.

Communications between the USAID AOR and USAID Offices is primarily via email and the AOR sends weekly/monthly/quarterly reports and other project related documents to USAID Offices for review and/or approval. The AOR and USAID Offices concurred that reviews and approvals often require multiple reminders and can lead to delays in delivery of AOR approvals and/or guidance to UNOPS. There are no regular RAPID meetings between the AOR and USAID Offices.

Stakeholder Coordination

For the Tambura Water Supply project there was consistent stakeholder engagement at all levels from the National Government to local beneficiaries throughout the project.

According to the National Constitutional Review Commission, the RAPID renovation and construction project was well coordinated between UNOPS, USAID, and the NCRC. The evaluations team did not identify any capacity building or long term sustainability plans for the project.

The evaluation team found no evidence of a formalized, collaborative decision-making process for RAPID between USAID, UNOPS, and stakeholders (e.g. quarterly meetings; sector/project specific working groups; Advisory Committees as mentioned in the Cooperative Agreement).

The evaluation team observed that facilities constructed/renovated at the Primary Health Care Centers (PHCCs) at Gurei and Panyume (each including a solar powered water system and maternity ward) remained unopened several months after the work was substantially complete and facilities could function for their intended purpose. Discussions with the PHCC staff, USAID, CES Ministry of Health, and UNOPS (Core team and CES field team) yielded different answers as to why the facilities remained unopened. It was confirmed that there had been no meeting between USAID, UNOPS and the stakeholders to clarify the situation.

Regarding interaction between the RAPID and FARM projects:

- The Project Brief for the Morobo-KajoKeji Feeder Roads project states "Reasons for the project: ... The feeder road can catalyze the expected benefits of USAID's concurrent FARM project – a project that seeks to raise agricultural productivity in the Equatoria States."
- The FY2014 FARM Annual Report states "Following previous guidance from the FARM project, several donors have made some improvements in infrastructure and roads in recent years. In CES, the Yei–Kegulu–"

Ombaci–Morobo feeder road is currently in rather good condition.” However, there is no acknowledgement of the role of the RAPID project.

- According to staff from USAID’s Agriculture Office and the FARM project, there has not been any recent coordination between the RAPID and FARM projects.

Regarding the PHCC WASH projects, JHPIEGO was engaged in the preliminary identification and evaluation of the PHCCs for the project, but there was no formal engagement with JHPIEGO during project implementation.

Performance Monitoring and Assessment

The Cooperative Agreement has typical USAID reporting requirements, such as: Monthly Progress Reports; Quarterly Progress Reports; Annual Reports; Project Close Out Reports; Monitoring and Evaluation (M&E) Plans; Environmental Management Plans; Work Plans; and HIV/Gender/Vulnerable Groups Plan. Based on the review of reports shared with the evaluation team, discussions with USAID and requests for documentation to UNOPS, the evaluation team found that periodic reporting requirements (e.g. monthly and quarterly reports) appear to have been generally followed but many others are missing (e.g. no annual work plan was found for 2014; a capacity building plan was only delivered for the CES and WES Feeder Road projects in April 2015, several years after the projects began).

Regarding M&E reporting, the indicators selected appear to be well chosen to reflect outcomes (e.g. number of patients treated from a clinic supported by USG assistance for PHCC WASH project; average travel fare between Yei and Morobo for Yei-Morobo Trunk Road project).

The methodology for M&E indicator data collection, however, does not ensure accurate results. For example, the M&E baseline report for the Kegulu-Morobo Feeder Road used “Travel time to educational facilities” as an indicator. The baseline report states: “The data collection method used was random selection using simple-cross sectional design (boy/girl) in two locations.” However, the locations are not identified; therefore, making it unlikely that the post-completion measurement would have any relationship to the baseline measurement (e.g. a location 20 km from an educational facility is chosen for the baseline reporting and a location 2 km from an educational facility is chosen for the post-completion reporting).

The M&E methodology does not comply entirely with the Approved Monitoring and Evaluation Plan for the program, which states that: “the project team will also consult various government records, statistics, surveys, and databases.” The evaluation team identified several sources of data, which were readily available but not used to inform the RAPID M&E reporting. For example: for the Yei-Kegulu-Morobo feeder road project, there were Payam³ records for agricultural sales (i.e. data on royalties and taxes for produce sold in market or transported out by vehicle which could have been used to develop a useful indicator such as “increased trade in agricultural produce resulting from the improved road conditions”); and indicators and other data were available from the FARM project but not utilized (i.e. FARM’s Indicator 2.1 “Increase smallholders’ access to market services” could have been used as a data source for the RAPID indicator of “Number of beneficiaries receiving improved infrastructure services due to USG assistance).

Based on a failure of UNOPS to provide consistent and adequate M&E reporting for the original set of indicators, the number of indicators tracked by UNOPS for the entire RAPID project has been reduced, with USAID’s approval, to only three: 1) kilometers of critical infrastructure (road) repaired; 2) person hours of training completed (disaggregated by male/female); and 3) casual labor days created (disaggregated by male/female). This is consistent with what the evaluations team found in the 2014 Q4 Quarterly Report.

There are challenges to USAID oversight of RAPID. For example:

- The PHCC WASH projects experienced significant problems with stakeholder engagement, design, and communications due in part to the fact that the EG Office did not have the sector specific knowledge, relationships and experience necessary to directly oversee the activities.

³Payam is the local administrative unit immediately below the county.

- The CES and WES feeder road projects, an activity with diverse objectives, fit well within EG Office and they have the sector specific knowledge, relationships and experience. However given that one of the primary objectives was promotion of agricultural development and given the critical role of CBOs, many of which are agricultural cooperatives, in the projects, a more prominent role for the Agriculture Office would have improved stakeholder engagement, design and implementation.
- For Tambura Water Supply, where there were diverse objectives and stakeholder participation was good, but greater participation by the WASH Office may have improved design and implementation.
- The NCRC project for the Democracy and Governance Office is an example of successful project delivery where the objectives were limited to infrastructure delivery with fairly simple designs without much sector specific knowledge required.

Conclusions

The NCRC and Tambura Water Supply projects were well coordinated while simultaneously managing a wide variety of other RAPID initiatives.

UNOPS is not effectively implementing diverse initiatives under the current cooperative agreement and program design. The diversity of infrastructure projects is not the issue but rather the diversity of RAPID objectives. UNOPS has not demonstrated the capacity to manage stakeholder engagement, capacity building, or long term sustainability while overseeing the implementation of infrastructure projects.

The failure of UNOPS to utilize adequate design and construction methodologies and systems for quality assurance has had a negative impact on project costs, schedules and quality of work (e.g. the Kaya Bridge design failure).

There has been inadequate interaction between UNOPS and key stakeholders to ensure good project design and implementation for a number of projects (e.g. with FARM for feeder roads) and there are cases where UNOPS did not secure direct input from USAID and government stakeholders for project design (e.g. SSRA for the Trial Roads Project).

RAPID communications and decision making systems are not adequate to ensure efficient program design and implementation (e.g. between USAID's AOR and other USAID offices; between USAID and UNOPS; and between UNOPS and project stakeholders).

RAPID has adequate reporting requirements for the program but they have not been followed consistently, especially for M&E, which is not well designed or implemented.

RAPID has too many diverse projects and objectives to be managed effectively from USAID's EG Office under the current system. The EG office does not have the sector specific knowledge, relationships and experience to effectively manage projects in Health/WASH, Education and other sectors unless the objectives are simplified to infrastructure delivery. The RAPID project as a whole takes into account the need for capacity building, long-term sustainability, and stakeholder engagement, recognizing that infrastructure alone is not sustainable. However, building sustainability into the projects is dependent upon strong USAID program area oversight, which the current system does not provide.

Recommendations

- 1) A different structure should be established to achieve the RAPID infrastructure building objectives, whereby the USAID Offices should take a lead role in overall project oversight and the EG Office and UNOPS should have a more focused objective of building the necessary infrastructure.
- 2) Under the current structure, the EG Office has direct oversight over other USAID Offices' infrastructure building projects, and despite its best efforts to include other USAID Offices in decision making, it has not been able to consistently engage these Offices in project oversight. The structure

described in Recommendation I above would eliminate some of the communication and coordination issues inherent to the current structure. If USAID maintains the current structure for implementing the RAPID project, it should develop a more formalized system of communications and meetings among the USAID departments, UNOPS, and stakeholders to promote informed decision making. This could include quarterly meetings between all USAID Offices and UNOPS; and monthly project specific meetings between EG Office, relevant USAID Office, UNOPS, and project stakeholders.

- 3) USAID should review and revamp mechanisms for project design, implementation, and quality assurance for infrastructure projects under RAPID. One option would be to use another contract vehicle for design and quality assurance as is being done for the Yambio-Maridi Trunk Road project under RAPID, where Tetra Tech is being used for design and developing quality assurance protocols.

EVALUATION QUESTION (D)

What benefits have been accrued by leveraging UNOPS administrative practices?

Findings

Administrative Practices

From the Cooperative Agreement Program Proposal: “The purpose of the proposed Agreement is to provide implementation support to USAID’s program. Its overall objectives are:...[to use] UNOPS re-enforced accounting, management, contracting modalities and practice groups to fully realize economies of scale and scope in order to maximize the impact of USAID’s assistance.”

The evaluations team found that financial reporting from UNOPS has caused recent delays in drawdown of funds and therefore delays in project implementation. USAID interviews and email documentation stated that the expenditure report for approval of the drawdown request for Jan-Feb 2015 was not sufficiently detailed for USAID to issue approval (e.g. names and dollar amount with no explanation of payment) and disallowed expenses for staff not approved to work on the project. The February 2015 Monthly Report stated: “Nzara-Sakure road maintenance (km 0+000 to km 10+000): Within this reporting period the following activities were carried out prior to the work stoppage as a result of the delayed approval of draw down.”

UNOPS has not implemented the RAPID program entirely in accordance with the Cooperative Agreement. According to USAID, UNOPS is not securing concurrence/approvals as required by the cooperative agreement (e.g. AOR approval for key staff and Project SOW/Drawings and Specifications). For example, one engineer was assigned to work on the Core Team and his salary charged to the RAPID project without AOR approval.

The evaluation team found no evidence that the UNOPS contracting system is more efficient than other implementing partners. There were several cases where UNOPS’ bidding process for RAPID projects was delayed or stopped due to procedural issues. For example, from 2012 Q1 Report, regarding the Pagak-Uleng Road Project: “The bidding process did not result in a contract award for works on this project due to a couple of reasons: the proposed budget exceeded the amount set aside internally by USAID for this project under the RAPID agreement and the recommended award of a contract was overruled by UNOPS headquarters on procedural grounds and needed to be rebid.”

Cost Effectiveness

The Cooperative Agreement states: “This Cooperative Agreement would be an appropriate instrument to facilitate a flexible funding mechanism that will reduce significantly implementation costs and time”; and “UNOPS will target at least a 70% to 30% split of the funds for implementation. This means that 70% of the overall program budget will be utilized for sub-awarded construction works, direct procurements, labor-based construction, Technical Assistance inputs and the like. The other 30% of the overall program budget will be utilized for the management and operation costs of implementation.” According to the February 2015 Monthly Report, UNOPS has not met the target of 30:70 Administrative Costs/Implementation. The split was 36:64 as of

February 2015, see details in Figure 11. The evaluation team was unable to identify why some of the operation and management costs were assigned to individual projects and not to the core team.

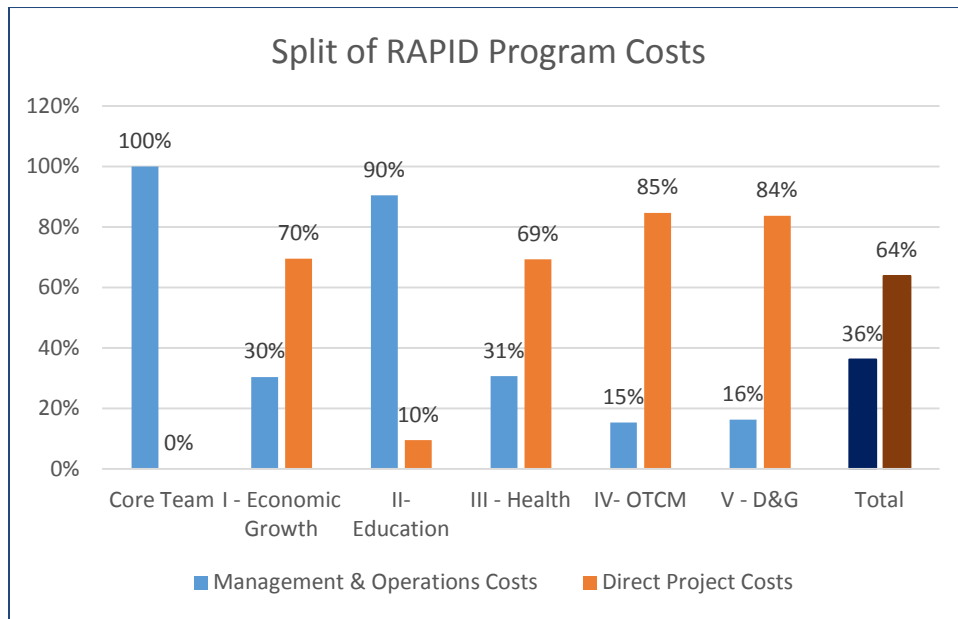


Figure 11: Split of RAPID Program Costs

The evaluation team found no use of performance metrics to evaluate the cost effectiveness of project implementation. For example, there is no data for cost per kilometer of road constructed under the CES and WES feeder road projects. This data was requested from UNOPS, but it was not available during the interview and not delivered to the evaluation team afterward. UNOPS stated that sections of the Morobo-KajoKeji feeder road, constructed by contractors (mechanized) and CBOs (labor based), were of similar quality, but there was no analysis of the cost effectiveness of the different implementation methods.

For the TO8 feeder roads project, cost per kilometer data was easy to extract, e.g. the Mid-Term Evaluation Report states that “in 2009, a total of 92 kilometers of roads were awarded at a cost of \$679,287, which works out at \$7,384 per kilometer.”

Management and Staffing

The Cooperative Agreement states that: “Implementation costs will be reduced by: ...The concentration of core management tasks in one team. This maximizes the experiences gained under the initial Cooperative Agreement, minimize[s] learning costs and allows it to allocate key management expertise where it is needed at a reduced cost.” According to the Cooperative Agreement, the additional cost of having a Core Management team is about \$2.8 million. According to USAID, the alternative would be to have the RAPID project managed by UNOPS South Sudan program management staff, who may simultaneously manage other projects besides RAPID. As of February 2015, the Core Team expenditures have already reached \$2.8 million even though the program only spent about two thirds of the total expected expenditures for the program.

USAID affirmed and the team observed that the Core Management team was not adequately conversant with details of the projects. For example, there was little knowledge demonstrated regarding the status of the PHCC WASH projects or the Tambura Water Supply Project by the Core Management team during discussions with the evaluation team. This may be in part due to high staff turnover as several of the Core Management team had been in their positions for less than six months. Core Management team members cover multiple sectors. For example, the WASH Engineer covers the PHCC WASH, Tambura Water Supply, and TTI projects.

USAID stated that the composition of the Core Management team had remained unchanged despite the fact that the RAPID project had less ongoing projects. The Cooperative Agreement states that the Core Management

team should be comprised of a Program Manager, Program Officer, Program Engineer, Program Engineer WASH, and a Project Manager for each project. The most recent organizational chart indicated that all of these positions are still in place except for Program Engineer WASH and the Project Engineer WASH, who is also the Project Engineer for the TTI project. In addition, there is a Deputy Program Manager. For the CES feeder roads and trunk roads projects, there are currently five positions plus four drivers for the project; although, the only ongoing work is CBO road maintenance for the Yei-Kegulu-Morobo feeder road and one section of the Morobo-KejoKeji feeder road – the other contracts were completed. Additionally, there have been multiple cases of UNOPS staffing positions on the Core Management team without approval from the AOR as per the “Approval of Specified Key Personnel” section of the Cooperative Agreement.

Logistics Management

The Cooperative Agreement states that “{i}n the coming phase of the region’s development the timeliness of delivery may be of equal value as the results of delivery,” indicating USAID’s recognition of a critical need for rapid deployment of infrastructure projects. USAID stated that UNOPS’ logistics is an advantage for infrastructure projects and that prior experience with UNOPS in South Sudan was good.

Regarding UNOPS’ management of logistics, the evaluation team established that the RAPID project has sustained through a period of ongoing security issues and civil unrest. The RAPID project began in November 2011; about four months after South Sudan gained its independence. At that time, ongoing security issues blighted the country (e.g. tribal conflicts, Lord’s Resistance Army attacks). In December 2013, the South Sudanese Civil War began and persists today with conflict between government forces and opposition forces.

The security environment in South Sudan has affected USAID’s ability to monitor activities on the RAPID project. As a result, most USAID Mission and Embassy staff were evacuated after the conflict erupted in 2013. While local (South Sudanese) staff returned about six months later, many international staff positions remain unfilled. Consequently, the breadth of work and responsibility assigned to the current local and international USAID staff has increased greatly as vacancies remain high, enlarging the burden on those available staff. For example, the current Health/WASH Officer is now Acting Director for Family Planning, Maternal and Child Health, Infectious Disease, Malaria, WASH and PEPFAR. USAID currently has only one M&E Officer for the entire mission. USAID local and international staff has been under stringent travel restrictions since returning to South Sudan as well, with only limited travel outside of Juba.

After stopping work on the RAPID project in December 2013, UNOPS began work again in February 2014. RAPID has completed significant work on a number of infrastructure projects since February 2014, including: Tambura Water Supply project, maintenance on the Juba-Nimule Road, CES/WES feeder roads, PHCC WASH projects, Yei Morobo Trunk road, JGMUST, Catholic Universities, and Low Volume Roads Trial Sections.

As a comparison, USAID’s FARM project, managed by Abt Associates, was ongoing during the same period, yet the project was not suspended and activities were carried out by local staff in the three implementation states, while being remotely managed by international staff out of Nairobi, Kenya. Their international staff returned to South Sudan in April 2014.

Conclusions

Leveraging of UNOPS logistical practices has yielded benefits, especially the construction of critical infrastructure within a difficult security environment. However, UNOPS has not achieved the intended cost targets and there are not adequate systems in place to achieve the overall cost effectiveness expected from the RAPID program.

There is no evidence that the administrative practices of UNOPS have benefited the RAPID project and the concentration of core management tasks in one team at UNOPS has not yielded the expected efficiencies for RAPID, especially due to the difficulty in filling and retaining mutually agreeable staff for key positions.

Recommendations

- 1) USAID should identify ways to continue to take advantage of UNOPS logistics capabilities in South Sudan, which have proved effective during a difficult security environment.
- 2) USAID and UNOPS should develop systems to improve cost effectiveness of infrastructure investments (e.g. develop indicators to track performance against cost).
- 3) USAID should consider modifying the Substantial Involvement section of the Cooperative Agreement to give it greater control over certain aspects of the project. For example, there could be a clause that gives USAID the ability to perform an annual review of key staff and approve/disapprove their continuation.
- 4) The use of a Core Management Team should be reevaluated. If the Core Management Team is used in the future, the size of the team should mirror the current level of activities. The Substantial Involvement section could be modified to allow USAID to modify the size and composition of the Core Management Team during the project, e.g. to reflect the level of ongoing activities.

EVALUATION QUESTION (E)

What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?⁴

Findings

Program Wide

Gender integration is one of the three cross-cutting issues that RAPID was intended to address in the project areas, the others being HIV/AIDS and the environment.

After the project's design, a high-level gender and vulnerable groups plan was developed to serve as a guideline for implementation. During implementation, however, the use of this plan was limited as it was not detailed enough to give comprehensive guidelines at the project level. There were no specific gender plans in the individual project briefs. As a result, there were no programmatic denominator and specific measurable indicators against gender in RAPID. Although there were aspects of gender addressed in the various program activities, the lack of one comprehensive gender plan or specific gender plans for specific projects limited the ability to apply one consistent approach to gender integration over the entire RAPID project or on project-specific approaches.

UNOPS informed the evaluation team that their head office only approved its global gender integration plan in February 2015 and that the organization is only now starting to consider incorporating gender into their programs worldwide.

During the implementation of the RAPID project, UNOPS addressed other cross-cutting issues like HIV/AIDS and the involvement of the disabled population into RAPID. Though there were no specific plans for each project, UNOPS reported that vulnerable –groups – especially the disabled, widows, and people living with

Vendor Feedback

“It is now easy for me to transport fish from Yei to the various markets because the road is good. I know my goods will get to market on time and be affordable. Previously I would lose fish whenever the car got stuck or broke down on the bad road”.

~ Aidah, a female vendor in Gulumbi market, Central Equatoria.

⁴Note: Based on in-briefing discussions with USAID, this question has been used to address all cross-cutting issues – see discussion in methodology.

HIV/AIDS – were considered favorably during recruitment for certain projects (e.g. WES feeder roads), and they actively participated in implementation of RAPID. There are, however, no indicators to show if or how this was tracked.

The environment is specifically addressed on the road projects, where UNOPS prepared an Environmental Management Plan (EMP) and Environmental Monitoring and Mitigation Plan (EMMP) for each road project. The plans were generally followed by the contractors, including restoration of borrow pits once the projects ended. The evaluation team did not see environmental plans for the non-road RAPID project components, and found some of the incinerators at the PHCCs inadequate for disposing of bio-medical waste at the clinics. Inconsistent incinerator designs, like the one at Panyume, expose the public, especially children in the neighborhood, to potential danger and health risks.

Road Projects

Overall, in WES feeder road projects, women represented 30 percent of the labor force recruited by roads contractor Anisa and CBOs. In Central Equatoria State, two CBOs had over 30 percent representation of women on the workforce, while one CBO and one contractor had no women at all on their workforce.

Work on the roads has impacted both genders. For instance, rehabilitation of the Yei-Kegulu-Morobo road has improved the road’s condition, reducing transportation costs for both male and female traders.

On the road projects, both women and men mostly worked in positions aligned to traditional work gender roles. While all positions were open to both sexes, UNOPS reported that women took on positions traditionally assigned to women, like directing traffic and road clearing using hand tools. Men, on the other hand, operated equipment and heavy machinery, cut trees, and performed other roles considered to be appropriate for men.

In various locations especially in Central Equatoria State, community expectations and attitudes towards women limited their participation in various RAPID projects. A group of female traders interviewed at Morobo market declared they preferred working as traders because road work is “a man’s job”. A male CBO supervisor on the same road also observed that he would discourage his wife from taking a job as a road worker. On the other hand, despite the lack of a concerted



Figure 12: Women in West Equatoria participated in different roles on RAPID

gender-integration effort by UNOPS, women in Western Equatoria State were active in both leadership and lower-level roles. In Figure 12, Helen Agbia (left) is in charge of accounts at Tambura Water Supply project; Faith Afafu (middle) is a road technician with the state Ministry of Physical Infrastructure attached to the RAPID project and oversees feeder road work (she also benefitted under USAID’s TO8 project). On the Yambio-Sakure road, (right) this single mother admitted that if the opportunity arose she would prefer to cook for the road construction workers on the site rather than mix concrete.

Water and WASH Projects

At the Tambura water project, women were more actively involved at the Board level and the Water User Group level compared to the Water Management Committee level. At the Board level, women occupied six of the eleven membership positions.

Regarding value added to people’s quality of life, women beneficiaries in the Tambura Water Supply project reported that the project has reduced time to access water, especially for women and children. The Tambura

Paramount Chief reported a reduction in cases where women are the victims of water-related violence, presumably because water is now more easily accessible at water points hence there was less opportunity for male/female conflicts.

For the PHCC's, women are yet to be the direct beneficiaries of the new maternity units and the provision of solar-powered cold chains for immunization, which will noticeably cut down on the distances and time they spend traveling to take their children to the health clinics.

Conclusions

The RAPID project did not follow through with gender integration at the planning and design stages. Therefore, gender issues and gender initiatives were not consistently integrated into the project. The gender and vulnerable population plan designed by UNOPS was not comprehensive and its implementation was limited. This limited the breadth of gender integration at the grassroots level and made it difficult to properly determine the impact RAPID has had on gender integration in the project areas.

The environmental impacts were addressed on the road projects, but not on the equally critical PHCCs. Similarly, the other cross-cutting issue – HIV/AIDS – was not consistently addressed during the implementation of the RAPID project. Involvement of the disabled population and environmental issues were handled by various implementers on an ad hoc basis. At the planning and design stages, UNOPS did not have a comprehensive strategy that ensured integration of these issues in each project at all levels of engagement. This limited their integration into the program, and makes it difficult to determine the impact the project has had on people living with HIV/AIDS, disability, or regarding the impact on the environment.

Recommendations

- 1) UNOPS should prepare more comprehensive project level plans for gender integration on each RAPID project. The plans should have clear objectives, measureable disaggregated indicators, and should be tracked quarterly as specified in the cooperative agreement.
- 2) Through a more rigorous review system, USAID should put more effort into ensuring plans prepared by UNOPS are implemented and tracked quarterly.
- 3) The program should design specific actions that place more women beneficiaries in decision making roles both in the core staff and among contractors, beneficiaries, and other stakeholders. The Tambura water supply project may learn from initiatives at the Yei Water Project, which provides child care for qualified mothers who would otherwise not apply for management positions because of lack of child care.

EVALUATION QUESTION (F)

*How effective and sustainable has the Tambura safe water supply model been?*⁵

Findings

Tambura Water Supply Project

Tambura Township is the second largest city in Western Equatoria state. The Tambura water project serves just under 10,000 end users in 1900 households in the western part of the city. The project is run by the Tambura Water Management Association (TWMA).

⁵Note: Based on in-briefing discussions with USAID, this question has been used to address all project sustainability issues – see discussion in methodology.

The water project consists of five deep wells with submersible pumps transmitting the water to a 284 cubic meter central reservoir. From the reservoir the water is distributed to the community through 25 kiosks, only one of which – the one located by the market in the commercial part of town – charges for water by the container. The other kiosks are located in residential neighborhoods where users pay a monthly fee of 10 SSP (\$2.5) per household for access to “a reasonable” quantity of water every day. Each beneficiary household pays a one-time registration fee of five SSP in addition to this monthly fee.

The water tariffs were set in consultation with the community based on a household’s ability and willingness to pay. The water association used the Mamenze water project, a similar project serving the Eastern part of Tambura town, as verification of these criteria and set its tariffs at par with this project. The evaluation team found no evidence of other attempts to economically justify the fee.

The Tambura water project makes fair and reasonable assumptions in the technical designs. The institutional framework for Tambura has been used for other projects in Tambura (e.g. Mamenze water supply, Tambura electric power supply) and in other South Sudan towns (e.g. Akobo).

Though many of the basic mechanisms and equipment are in place (there are meters from the main tank outflow and at the kiosks but not at the boreholes) there is no water accounting system being used in Tambura – the TWMA does not keep records of water transmission (from the boreholes) or distribution (at the kiosks). As a result, there are no accounts for current water consumption or losses, even though local government is already considering plans for expansion.

There is no financial model for the Tambura Water Supply project. There are no records of projected cash flows and no clear financial vision for the future; if a high cost critical component broke down and needed immediate replacement, there is not a contingency plan in place to guide the project in remedying the issue. In fact, one of the pumps broke down during the team’s visit and could only be repaired because the system was still under a one-year warranty. Moreover, recently a HDPE pipe – among the most basic components of the water –system broke and it took the WMA over one week to import a replacement part from Uganda. The technicians in training have no tools or spares for handling any repair work, so they currently depend on their trainer’s (the contractor installing the system) tools.

On quality control, the project is belatedly installing a chlorine dosing system at the main reservoir, but the set-up is such that only the water coming from borehole No. 4 can be chlorinated. There still is no broad water quality control strategy. The TWMA has no clear plans or procedures for water quality monitoring or checks. None of the trainees interviewed had a grasp of their role in water sampling or testing. USAID has not received a water quality report that was requested from UNOPS.

The TWMA has plans for installing generators for standby power. While there was a lot of anecdotal data, the team saw no evidence that an actual life cycle cost-benefit analysis had been made to compare this with the cost of solar batteries or any other available options.

| Tambura Water Project at a Glance |
|---|
| <ul style="list-style-type: none"> • Project location: Tambura county, West Equatoria • Population served: Approx. 10,000 • Water source: Underground deep wells • No. of bore holes/pumps: 5 • Design yield: Total of 31.6 m³ /day <i>(Actual yield not contemporaneously recorded)</i> • Design demand: 20 liters/head /day <i>(Actual demand not contemporaneously recorded)</i> • Power source: Solar, with 2 standby generators • Reservoir storage capacity: 284 m³ (284,000 liters) • No. of kiosks: 24 residential + 1 commercial • Kiosk hours: 7 a.m. - 1 p.m. & 3 p.m. – 6:30 p.m. • Tariff rate: <ul style="list-style-type: none"> ~ Residential: 5SSP Registration + 10SSP per household per month ~ Commercial (Tambura market): 1 SSP per 3 twenty-liter jerry cans • Management: Tambura Water Management Association <i>(Registered as a Community Based Organization)</i> |

Figure 13: Tambura Water Project at a Glance

Teacher Training Institutes (TTIs)

No maintenance plans have been incorporated into the proposed TTI rehabilitation work. Though the national ministry has an infrastructure engineer, the TTIs do not have a dedicated position (or other staff with the specifically assigned responsibility) for addressing routine maintenance issues as they come up. Nothing was observed to indicate that the TTIs and/or ministry can avert the possibility of unattended minor defects ballooning into major repairs. There is no sense of ownership of addressing and funding these minor tasks as they occur at all levels. When asked about sustainability plans for the upcoming infrastructure investments, the institutes invariably look to funding from the ministry or the donor community.

Primary Health Care Centers (PHCCs)

The PHCC staff demonstrated no basic technical knowledge of how to operate the installed WASH system. For instance at Mupoi, workers did not know if the tank was full or empty – despite the presence of a visible water level indicator. Neither could they tell if the water pump was on or off. All PHCCs indicated they would report any system malfunction or defects up the administrative chain until it reached the state Ministry of Health. There are no local plans for the PHCCs to handle minor repairs on their own or even recognize the need.

Roads and Bridges (trunk, feeder & trial roads)

RAPID has adopted the CBO model for the operation and maintenance of the rehabilitated roads. However, the CBO contracts are short-term as they are limited only to the life of the RAPID project. The three states (WES, CES, and EES) do not have long-term plans for financing maintenance of the rehabilitated roads. The SSRA's maintenance plans for the Juba-Nimule road is dependent on funding to SSRA from the central government. The UNOPS engineer is currently responsible for overseeing the CBO's work, though there is greater devolution of this responsibility to the engineers from the state in West Equatoria. The current CBO maintenance contracts are based on the traditional measurements contract and there have been no attempts to move some of the less complex work to a more easily managed performance-based contract system.

Under RAPID, UNOPS has acquired sets of intermediate technology equipment to be used by the CBOs. Both UNOPS and MOPI expressed concerns about the continued availability and operation of this equipment once the project ends.

Conclusions

The design and implementation of Tambura Water Supply and the roads projects have made efforts to take into account the long-term sustainability of the new or rehabilitated infrastructure.

The Tambura water project as designed is technically feasible, replicable and sustainable. However, as built and implemented, the Tambura water project is not likely to be sustainable without the following:

- a. Additional financial, management and technical capacity building;
- b. Additional financial reserves for operations and maintenance; and
- c. Establishment and implementation of water accounting and tariff systems.

The evaluation team narrowed down the following as the major risks threatening the project's sustainability:

- a. Limited technical, financial and management capabilities of the TWMA.
- b. Mechanical breakdown of a key system component – especially a pump, solar panel, control unit or generator.
- c. In the absence of battery power storage or generators, inadequate power to fill the reservoir on overcast days, especially during the rainy season. (TWMA preference is for back-up generators, based on subjective facts).
- d. Excessive water draw-down or insufficient recharge of ground water, with potential impact on well yields.

On roads, the CBO model is a positive attempt to address the challenge of maintenance, though it can only be sustainable if there is a commitment of funds. The intermediate technology equipment purchased is more appropriate and versatile than the traditional yet more costly road construction equipment. Planning for the equipment's continued long-term availability would be critical in resolving a key constraint in road maintenance – access to plant and equipment.

The routine maintenance needs of USAID's infrastructure investments at the TTIs and PHCCs have, on the other hand, not been explicitly addressed under RAPID, rendering their long-term sustainability questionable.

Recommendations

Tambura Water Project

- 1) To ensure the Tambura water project's sustainability, USAID should fund additional technical, financial, and management capacity building for Tambura Water Supply. More specifically:
 - Any financial capacity building provided should specifically address the creation and maintenance of an emergency reserve that can cover the impact of the most likely emergencies, and a mechanism to address adverse emergencies that may outstrip the reserve fund.
 - Also, as part of the capacity building and prior to replicating the model, reviewing the long-term adequacy of the existing tariff structure, being sure to keep a balance between the community's willingness and ability to pay, and the long-term sustainability of the project's infrastructure.
 - Capacity building must include setting up mechanisms for monitoring/tracking/controlling water extraction, consumption and losses.
 - Finance an internationally recruited advisor with experience in managing similar (and successful) systems to work with and train the TWMA for at least one year.
- 2) To cover uncertainty during periods of reduced or no sunshine, an engineering and risk analysis should be made to justify the selection of one of the following options based on life cycle costs:
 - Purchase of generators to provide stand-by power;
 - Installation of solar batteries to provide back-up power in a system break-down; or
 - Other options like provision of additional storage buffer, e.g. through installation of adequate satellite reservoirs (one at each kiosk).
- 3) Given the potential risk of contamination of a community water system, RAPID should set up and USAID should approve an acceptable and implementable water quality monitoring plan.

Teacher Training Institutes & PHCCs

- 1) USAID/UNOPS should develop and finance plans for long-term operations and maintenance of PHCC WASH and TTI facilities.
- 2) RAPID should require each beneficiary institute to identify at least one individual to specifically be responsible for monitoring the condition of rehabilitated or new infrastructure. The program should offer basic training and/or handbooks on the day-to-day operation of installed systems and how to handle the most basic failures.

Roads (Feeder, Trunk & Trial)

- 1) USAID/UNOPS and government should consider promoting more sustainable models for road maintenance including:

- Long term construction and maintenance contracts (the World Bank is considering this approach);
and
 - Performance-based contracts (there are successful regional examples).
- 2) USAID, UNOPS and government (national and state) should start discussions on how equipment purchased under RAPID will be managed after the project ends. The primary objective would be to ensure it stays operational and accessible for the CBOs to use in road maintenance. The planning should be fully cognizant of and address the challenges that have historically befallen sustainability of such equipment.

CONTEXT FOR INTERVENTIONS & WAY FORWARD

EXISTING CONTEXT FOR INTERVENTIONS

The focus and balance of infrastructure interventions and the vehicles for implementation need to be reconsidered in the current context, i.e.:

- USAID has extremely limited staffing and severe travel restrictions in South Sudan for now and the foreseeable future.
- It requires a considerable amount of time to put in place another contract or grant mechanism for a similar type of project. For example, USAID stated that it would take at least 137 days to award a contract under a regional IDIQ *after* all project related documentation has been delivered to USAID contracting offices.
- UNOPS's demonstrated competency has been in the logistics of implementing infrastructure, not capacity building.
- USAID Offices including the EG Office have stated that they highly value having a program such as RAPID for infrastructure delivery to support USAID's mission in South Sudan.

WAY FORWARD

The table below offers four potential options for USAID as a way forward for infrastructure building programs with similar objectives to RAPID. The evaluation team has included pros and cons, recommendations and rankings for each of the options.

Table 3: Options for Way Forward - Justification

| Option | Description | Pros (+) | Cons (-) | Recommendation/Ranking |
|----------|---|--|---|--|
| Option 1 | <p>Refocus RAPID under the existing Cooperative Agreement (or develop a new one if necessary) on delivery of efficient and cost effective infrastructure. RAPID remains under the EG Office with UNOPS as the implementing partner, but USAID program offices would take the lead role in overseeing the programs under which their infrastructure projects fall. For example, the CES and WES feeder roads projects could fall under the FARM project or the PHCC WASH project would fall under the Integrated Service Delivery Project.</p> <p>The relevant USAID Office would oversee the overall project with their own program funding and contract vehicles and utilize RAPID for technical aspects of infrastructure delivery. The USAID Office in charge of the project would have primary responsibility for contracting out design, quality assurance, capacity building, etc. through their own office with support from the EG Office on technical aspects of the project. A USAID funded technical advisor could support the EG Office with oversight of RAPID.</p> <p>Other aspects of the project with clearly defined scopes of work could be</p> | <ul style="list-style-type: none"> • Limited time required for project implementation with an existing or new cooperative agreement. • The matrix structure places sector experts as project managers - they are best placed to ensure role of infrastructure component will support the overall project objectives • USAID Offices are best suited to engage with stakeholders and ensure that project designs, capacity building plans, and long term sustainability plans are appropriate and build off of best practices for the sector. • EG’s infrastructure team remains focused on engineering and infrastructure building, not on managing diverse project objectives. • UNOPS is able to focus on its core competency of building infrastructure in complex security and logistics environments. • Takes design and quality assurance oversight out of UNOPS responsibilities. | <ul style="list-style-type: none"> • There are problems endemic to UNOPS’ RAPID project management that may not be resolved such as failure to secure approvals from the AOR and inconsistent financial reporting. • Greater coordination is required between USAID Offices and between USAID Office contractors and UNOPS • May still be impacted by high UNOPS staff turnover. | <p>Ranking: 1 of 4</p> <p>We rank this option highest due to the fact that it: takes advantage of the timeliness of utilizing an existing cooperative agreement (or developing a new one if necessary) with UNOPS; takes advantage of UNOPS’ strong logistics capabilities; puts the USAID Office with the sector specific knowledge and expertise in charge of the planning, stakeholder engagement, design and overall project oversight; and utilizes the technical expertise of the EG Office specifically for the oversight of infrastructure building and other clearly defined and scoped out deliverables.</p> |

| Option | Description | Pros (+) | Cons (-) | Recommendation/Ranking |
|----------|--|---|---|--|
| | performed under RAPID as well (e.g. an on-the-job capacity building or training program using project site engineers). | | | |
| Option 2 | <p>Continue RAPID under the existing cooperative agreement with one or more of these modifications e.g.:</p> <p>a) Move design, quality assurance and capacity building to separate contracts or grants such as the East Africa Infrastructure IDIQ. Capacity building could be left with UNOPS but put under one contract to manage the entire capacity building program.</p> <p>b) Modify the “Substantial Involvement” clause in the Cooperative Agreement to include additional oversight by USAID, e.g. annual performance review of key staff, more specific financial reporting requirements.</p> <p>c) Modify UNOPS RAPID management structure to reduce or eliminate the Core Management team.</p> <p>d) Place USAID funded technical advisor in the EG Office in an advisory role to support oversight of RAPID.</p> | <ul style="list-style-type: none"> • Limited time required for project implementation with an existing or new cooperative agreement. • UNOPS is able to focus on its core competency of building infrastructure in complex security and logistics environments. • Improve oversight, especially of key staff, which has been a major factor in the performance of UNOPS on RAPID. • Decrease time for approval of draw-down of funds • USAID funded technical advisor to EG Office is a tried and tested approach (MSI provided Terry Kramer for TO8) –has flexibility to travel more freely to project sites. | <ul style="list-style-type: none"> • May need to renegotiate agreement with UNOPS. • EG Office remains as AOR for overall project, including stakeholder engagement, capacity building in multiple sectors. • There could be delays putting in place a contract for design and quality assurance. • May need a separate contract for capacity building as it may not fall within scope of East Africa IDIQ, for example. • Additional coordination required for multiple contractors involved in one project. • There is no guarantee that these additional measures will be followed by UNOPS based on the experience with the current Cooperative Agreement. • Low number of USAID staff may render additional oversight impractical. • May still be impacted by high UNOPS staff turnover. | <p>Ranking: 2 of 4</p> <p>We rank this option second highest as there are clear advantages to continuing with the existing Cooperative Agreement, especially timing for project delivery. The option focuses UNOPS more on its core competencies but requires multiple contracts for design, quality assurance and possibly capacity building.</p> |
| Option 3 | Use another USAID vehicle such as a direct contract, grant or regional IDIQ | <ul style="list-style-type: none"> • Contractors are generally proven under USAID and | <ul style="list-style-type: none"> • Time needed to begin project is unpredictable and will take | Ranking: 3 of 4 |

| Option | Description | Pros (+) | Cons (-) | Recommendation/Ranking |
|----------|---|--|--|--|
| | for a similar type of infrastructure program in South Sudan | <p>other projects to deliver quality design and construction oversight. Peer reviewed design methodologies are standard practice</p> <ul style="list-style-type: none"> • The IDIQ can be faster than other USAID contract/grant vehicles • Direct contractor oversight allows greater control by USAID EG Office than a cooperative agreement, e.g. for financial reporting and approvals | <p>a minimum of 6 months, leaving a gap between RAPID and the follow on project.</p> <ul style="list-style-type: none"> • Construction contractor may not be able to operate as efficiently as UNOPS, especially if the security environment worsens. • May need three separate contracts – one for design and construction supervision, one for construction, and a third for capacity building, etc. • Limited USAID staff may render additional oversight impractical. • EG Office maintains oversight for overall project, including stakeholder engagement, capacity building in multiple sectors outside of its area of expertise. | <p>We rank this option third. While there are clear advantages to having a USAID contractor performing the work in terms of contractor oversight, there are also some disadvantages. It may prove impractical to postpone implementation of critical infrastructure due to delays in putting a contract in place and the potential need for multiple contracts may prove too burdensome for limited number of USAID Mission staff.</p> |
| Option 4 | Use a number of smaller cooperative agreements with UNOPS as the implementing partner. The cooperative agreements would be more focused and sector or project specific and would be managed by the USAID Technical Offices. Separate contracts through EG Office for technical design and quality assurance. EG Office would offer technical support to USAID Offices for infrastructure build component of projects. Similar measures could be put in place to | <ul style="list-style-type: none"> • Limited time required for project implementation with an existing or new cooperative agreement. • Takes technical design and quality assurance out of UNOPS's control. • More focused cooperative agreements • Eliminate the need for a Core Management team • Greater accountability by | <ul style="list-style-type: none"> • Takes direct infrastructure project oversight out of EG Office which has technical expertise in this area. • There are problems endemic to UNOPS' project management that may not be resolved. • Limited USAID staff may render additional oversight impractical. | <p>Ranking: 4 of 4</p> <p>We rank this option 4th due to the fact that, while it may offers greater oversight of UNOPS, there are multiple cooperative agreements to set up and oversee by the USAID Offices and USAID's contracting office. It does not resolve the issue of UNOPS project management and there is no direct involvement of the EG Office in infrastructure</p> |

| Option | Description | Pros (+) | Cons (-) | Recommendation/Ranking |
|--------|---|---|----------|------------------------|
| | Option 2 to focus the objectives and improve the cooperative agreement to ensure greater oversight. | UNOPS because of smaller funds and increased project oversight. | | project oversight. |

ANNEXES

ANNEXI: SCOPE OF WORK

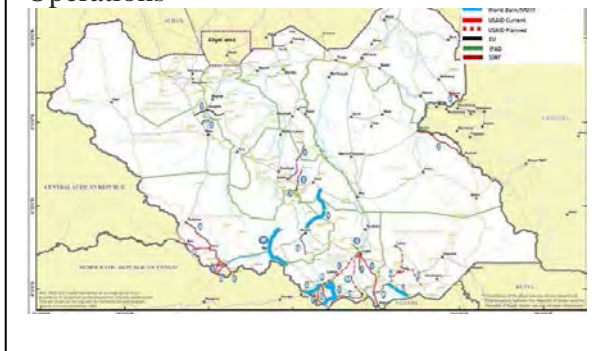
Performance evaluation of economic growth activities under RAPID program

I. Activity Description

| | |
|---|--|
| Activity Name: | Responsive Assistance for Priority Infrastructure Development (RAPID) |
| Award Number: | AID-668-A-12-00001 |
| Procurement Instrument: | Cooperative Agreement |
| Funding: | Approximately \$66.7 million |
| Program Beginning/End Dates: | 11/14/2011 to 11/13/2015 |
| Key Modifications: | Key modifications were mainly on incremental funding and also to revise reporting requirements and change geographical code from 937 to 935. Other mod include changing of Activity ceiling and scope of work (Mod 07) |
| Implementing Partner: | UNOPS |
| USAID/South Sudan Technical Office: | Economic Growth Office |
| Agreement Officer's Representative (AOR): | Richard Nyarsuk |
| Contracting Officer: | Nataliya Holl |

Although South Sudan has huge agricultural potential, road infrastructure that connects production areas to markets in state capitals are either in bad conditions or unusable by trucks. Lack of capacity to repair roads coupled with heavy rains worsen condition of the existing road infrastructure. In addition to road infrastructure issue, there are also a number of socio-economic problems including extremely reduced access to safe water sources, limited and unreliable water. At present, government capacity to pave or repair these roads is low, resulting to inaccessibility of producers to markets in the state capital or beyond. And as a result, there is gender based violence; and children are engaged in fetching water during school hours, putting heavy workloads on women and children. To change, for better, the existing situation, Responsive Assistance for Priority Infrastructure Development (RAPID) was designed to improve the livelihoods and economic outlook for the people of South Sudan through agricultural-based economic opportunities with provision of safer water model infrastructure introduced in Tambura. The activities were planned to support lower costs to move products from farm to markets; improve ability to store, process or market agricultural produce; enable agriculture research or extensions services through facility repair; and enable the achievement of other infrastructure related needs that improve agricultural-based productivity and growth and reduce workload for women and children.

Map showing RAPID Target Areas of Operations



RAPID activities are implemented in six (Central Equatoria, Western Equatoria, Eastern Equatoria, Jonglei, Upper Nile, and Western Bahr El Ghazel state) of the ten South Sudan States. There are eleven communities in and around the project areas. Three of the RAPID activities are implemented in towns namely Juba, Bor, and Wau. The project targets several population groups: business community including farmers; rural communities; university students and faculty; and government road authority employees. Below are project activities by location:

- John Garang Memorial University of Science and Technology(JGMUST) in Bor, Jonglei State
- the Catholic University of South Sudan (CU) in Wau, Western Bahr El Ghazel State
- South Sudan Roads Authority (SSRA), Juba, Central Equatoria State
- Pagak-Maiwut Road (25 km), Upper Nile State
- Morobo – KajoKeji(Feeder Roads), Central Equatoria state
- Yei–Kegulu-Morobo(Feeder Roads), Central Equatoria State
- Juba-Nimule Road (maintenance), Central and Eastern Equatoria State
- Gumbo–Rajaf East Road (Low Volume Roads Trial Sections), Juba, Central Equatoria State
- (Yambio-Nabiapai, Yambio-Sakure, Nzara-Sakure (Feeder Roads), Western Equatoria State
- Tambura Water Supply System providing access to safe water.

2. Project Implementation Progress

Some of the key RAPID initiatives include works projects such as feeder roads in Western /Central Equatoria states, Construction of science lab at the John Garang Memorial University of Science and Technology (JGMUST) in Bor, Construction of guest and V-Sat at the Catholic University of South Sudan (CU) in Wau, Technical Audit of the Maban Vocational Training Center in Upper Nile State, including an assessment of the Pagak-Palouch Road in Upper Nile State

Project implementation progress based on the recent reports specifics are summarized below; however completion status of some of project activities have changed as reported in the third quarter:

- John Garang Memorial University of Science and Technology, Bor, Jonglei State: Actual construction progress at the JG MUST is 98% complete.
- Catholic University, Wau, and Western Bahr el Ghazal: The construction work is at 60% complete. Civil works and installation of a generator are all complete.
- Pagak-Maiwut Road (25 km), Upper Nile State: Overall road construction accomplishment to date is at 36%.
- Yei–Kegulu-Morobo Feeder Roads, Central Equatoria State: Construction progress along this section was steady during April and May, but slowed down in the first half of June 2013. Delivery as a proxy indicator for performance is at 45%.
- Maintenance of the Juba-Nimule Road, Central and Eastern Equatoria States: Delivery of emulsified Asphalt Bitumen and road paints has been accomplished. In addition, intermediate-technology construction equipment to support the works has also been delivered to site (Two 6 ton tippers, one tractor, a towed trailer and a towed 5000-liter water bowser).
- Low Volume Roads Trial Sections; Gumbo–Rajaf East Road, Juba, Central Equatoria: The section is composed of 8 different sections for low volume traffic with different sealing approaches whose performance will be monitored when under traffic. Survey work, subgrade, sub base, base, and surfacing are at different stages of construction. Completion is scheduled for Dec 2013
- Western Equatoria State Feeder Roads (Yambio-Nabiapai, Yambio-Sakure, Nzara-Sakure): Road rehabilitation works continue along Nzara-Sakure road (9km) where the contractor has fully mobilized and works 70%. The contractor for the road rehabilitation of Yambio-Nabiapai road (14km) has mobilized equipment and commenced work. On the other hand, the contract for

Yambio-Sakure has been awarded but no activities have commenced. Labor-based activities through Community Based Organizations have also started along Yambio-Nabiapai road

- Morobo – KajoKeji Feeder Roads: Contractors were mobilized in May 2013 and cleaning and grubbing works commenced. . Delivery as a proxy indicator for performance is at 10%.
- Yei–Kegulu-Morobo Trunk Roads, Central Equatoria State: The sub-award was signed in April 2013, but the sub-contractor has been slow in mobilizing. . Delivery as a proxy indicator for performance is at 8%..
- The Tambura community based sustainable water supply system on going

3. Challenges

Operationally, UNOPS reported experiencing challenges with financing mechanism for the program. In accordance with the terms of the agreement, UNOPS is to receive cash via the draw-down mechanism, periodically which is defined as at least quarterly and no less than semi-annually – against a USAID Letter of Credit once USAID reviews and approves the cash flow requirements for the next quarter or period. UNOPS however uses one LOC number and has a lot of cash on hand from USAID, not necessarily from RAPID Program but globally, that were not liquidated thus complicating drawdowns for RAPID Program. To resolve this, this requirement was reduced into a monthly drawdown. This was agreed by both the USAID, and UNOPS. This approach proved to be working and useful. In addition to financing mechanism challenges, the bureaucratic nature of both USAID and UNOPS in cash transfer, and limited financial capacity of the local contractors further delayed project activities.

In regards to projects implementation, the major constraints have included volatile security conditions and limited management capacity of contractors resulting in delays in implementation. There are inherent seasonal constraints in some states due to flooding during the rainy season. These seasonal constraints limit, in some cases even eliminate productivity during the wet season, by closing off roads and making construction impossible. However, UNOPS was expected to mitigate these constraints as much as it could by factoring them into all aspects of project planning.

4. Development Hypothesis

The goal of USAID/South Sudan Economic Growth office is for the target population to realize improved agricultural-based economic opportunities through completion of critical infrastructure.

The RAPID development /theory of change therefore states that: *If* critical priority infrastructure is developed; the capacity of Republic of South Sudan (RSS) ministries, SSRA, and local governments is strengthened, *then* basic infrastructure including roads, agricultural storage facilities, water containment facilities, marketing structures, and other necessary infrastructure will be well maintained and managed and therefore resulting in improved agricultural-based economic opportunities.

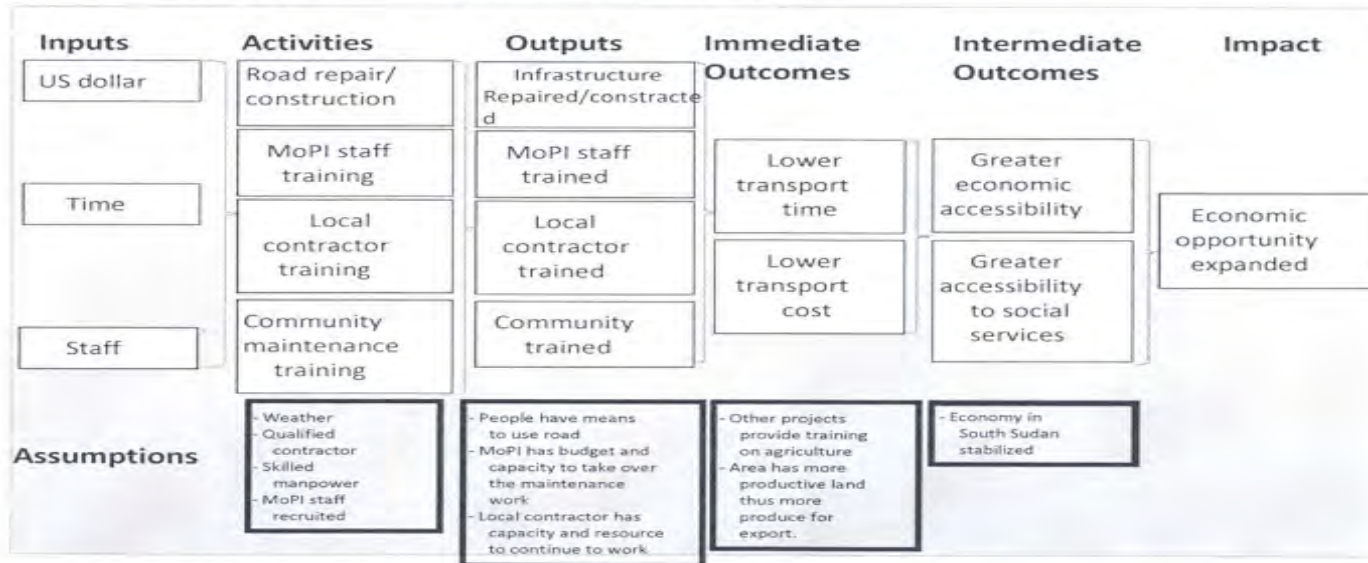
If UNOPS's re-enforced accounting, management and contracting modalities and practice groups are leveraged to fully realize economies of scale in order to maximize the impact of USAID's assistance *then* Project portfolio implementation will be efficient, effective, on time and within budget while providing value for money. This will also result in improvements in economic growth and development contributing to peace and security.

Below is the graphic illustration of Result Framework displaying development hypotheses for the RAPID project.



Theory of Change

USAID/RAPID Infrastructure Program



5. Existing Background Documents

There is range of background documents available for the evaluation team to consult one week before the team travels to Juba. The background documents package are:

- Cooperative Agreement between UNOPS and USAID South Sudan Mission
- Modifications to the Cooperative Agreement
- Original Approved Work Plan and subsequent revisions
- Monthly Reports since commencement
- Quarterly Reports since commencement.
- Environmental Mitigation and Management Plan
- Additional Financial reports that are in addition to monthly /quarterly reports
- RAPID Performance Management Plan (PMP), and
- PMPs: Activity I - Economic Growth (Revised – December 2012)
- Technical Proposal: Implementation of Community Based Operation and Maintenance Mechanism for Water Supply Project in Tambura: May, 2013

6. Evaluation Purpose, Audience, and Intended Uses

The purpose of this end of RAPID project performance evaluation is to assist USAID in reaching decisions related to: (1) Making modifications and corrections, if necessary, to help inform current and future technical assistance in infrastructure development and the RAPID program over its second half; (2) the nature and scope of possible future infrastructure interventions; focus and balance in terms of project portfolio supported.

The performance evaluation will help gain a sound understanding of the two-way interaction between the RAPID intervention and context and acting to minimize negative impacts and maximize positive impacts of the project on the December 15, 2013 outbreak of violence, and inform programming in conflict environments.

Audience and Intended Uses

The audience of the evaluation report will be the USAID/South Sudan Mission, specifically the DO4 team and other USAID offices contributing to activities under RAPID, the Africa Bureau, UNOPS the implementing partner, and government beneficiary counterparts. USAID will use the report to make changes to its current strategy of providing infrastructure support to the RSS and to share lessons learned with other stakeholders; it will also use recommendations and lessons learned to inform future project designs. UNOPS and its subcontractors will learn about their strengths and weaknesses and adjust the current program and projects accordingly.

7. Evaluation Questions

Given the evaluation purpose, audiences, and anticipated uses described above, this evaluation is expected to address the following questions, which are listed in order of their priority from USAID's perspective:

- a. How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?
- b. How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, the State Department of Water and Sanitation, and communities to ensure the infrastructure will be operated and maintained to provide a sustained service?
- c. Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?
- d. What benefits have been accrued by leveraging UNOPS administrative practices?
- e. What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries (disaggregated) in terms of results produced?

8. Gender Disaggregation and Gender Differential Effects

Gender is an important dimension in all of USAID’s evaluation questions. The evaluation team is expected to be responsive to gender specific questions, as identified in the table below for: (a) sex disaggregated data, and (b) findings on any gender specific or differential effects of the project. The table below identifies USAID’s expectation for the integration of gender consideration into answers to evaluation questions on a question by question basis.

| Evaluation Questions | Disaggregate by Sex (M/F) | Examine Gender Differential Access/ Participation | Examine Gender Differential Results and/or Benefits |
|----------------------|---------------------------|---|--|
| Question a: | X | | |
| Question b: | X | | |
| Question c: | | | |
| Question d: | | | |
| Question e: | X | | Access to economic opportunities and access to social services |

9. Evaluation Methods – Data Collection

Based on the evaluation purpose and questions stated above, the Evaluation Team will propose a methodology and plan for this assignment, which will be approved by USAID. It is recommended that the methodology should utilize primary and secondary data from routine and non-routine sources; coupling quantitative and qualitative designs to facilitate both quantification of variables of interest and explication of why these variables are at the observed levels. Triangulation of both data collection methods and sources, and analysis techniques should be integral to this evaluation methodology. The table below shows some possible data collection methods for various evaluation questions

| Data Collection Methods | Evaluation Questions |
|-------------------------------|----------------------|
| Desk Review | a, b, c, d |
| Existing Data Series | a, b |
| Key Informant Interviews (KI) | a, b, c, d,e, |
| Individual/Group Interviews | a, b, c, e, |

10. Evaluation Methods – Data Analysis

The first data analysis task teams are expected to complete involves an analysis of the existing information that is outlined in Section 3 above. Analysis of these data sources should begin as soon as team members are identified (our under contract). A systematic review of these data sources should reveal what is already known from existing sources about the answer to each evaluation questions. A simple table along the lines shown below is appropriate for completing this exercise, which is also described in Section 10 under the first deliverable.

| Evaluation Questions | Desk Review Findings | Gaps to Fill from Field Work |
|----------------------|----------------------|------------------------------|
| <u>a.</u> | | |
| <u>b.</u> | | |
| <u>c.</u> | | |
| <u>d.</u> | | |
| <u>e.</u> | | |

Where applicable, the evaluation team should endeavor to disaggregate data by gender at outcomes level as well as capacity building indicators and other outputs. The table below summarizes some possible data analysis methods on a question by question basis.

| Data Analysis Methods | Evaluation Questions |
|---|-----------------------------|
| Descriptive Statistics (frequencies, trend analysis, cross tabulations, pivot tables) | a, b, e |
| Content (or Pattern) Analysis of qualitative data (e.g. group discussion documentation) | a, b, c, d |
| Comparisons | a, c, e |
| Integrated Mixed Methods Analysis of overlapping data points/Findings Synthesis | a, b, c, d, e |

I I. Strengths and Limitations of the Evaluation Methodology

The South Sudan context is always changing logistically in terms of weather, insecurity and schedules of officials which all can be limitations on the quality of the methods proposed above and hence the representativeness and reliability of the evaluation findings and recommendations. **In light of the security situation in South Sudan, site visit locations will be decided at the commencement of the evaluation.**

It is anticipated that some interviews especially Group Discussions and Key Informant Interviews may be conducted in the presence of at least one or more outside observers, including project and USAID staff, and that interview responses could be affected by the presence of these observers.

Based on the evaluation purpose and questions above, the evaluation will heavily relying on qualitative data from interviews (Key Informant Interviews) and observations which are more subjective and often allow for biases to be introduced.

I2. Evaluation Deliverables

The following deliverables are required:

(a) Detailed Evaluation Design

During the initial days of field work and as part of the Team Planning meeting, the evaluation team will prepare inception report detailing methodological approach and tools. This document will be shared with USAID for approval prior to the start of field data collection. Substantively this inception report will contain three distinct elements:

- A summary of the key findings that emerged from the team’s review of existing documents organized on a question by questions basis to indicate what the existing documents contribute towards answering the evaluation questions and what data gaps exist that the team will fill through field data collection during the evaluation.
- Methodology: A detailed review of the data collection methods and the evaluation team’s suggestions about changes in the approach proposed in the SOW, if any. A detailed description of the methods to be used for data collection organized on a question by questions basis, covering data sources and any sampling procedures required to obtain information. All instruments to be used to collect data under every evaluation question must be submitted as part of this methods description, including key informant interview guides, focus group guides, survey instruments, checklists and other types of data collection tools described in the design. Sample tables that indicate how analyzed data will be presented in the evaluation report are encouraged as well.

- Analysis Plan – A detailed description of data analysis methods in relation to evaluation questions and the specific data collection methods or data sets to which they are linked and will be applied. A draft work plan that includes the timeline for the study as well as scheduled field location visits and interviews is a required element of the detailed design and must be approved by the COR along with the methodological plan.

This deliverable is due within 1 day of completing the TPM.

(b) Pre-Field Work Briefing

The team will present the inception report and approach detailing evaluation design described in 1 above to USAID in an oral presentation and review meeting in which USAID may raise questions and issues and request adjustments, if necessary, to that plan prior to the start of field work. This meeting will be held within 1 work day after the submission of the team's inception report detailing the evaluation design.

USAID will approve, request adjustments or reject the team's inception report and evaluation design within 1 work day after this meeting is held.

(c) Post-Field Work Review

This brief document and oral presentation/review will serve as a checkpoint on the completeness of the evaluation team's data and analysis on each of the evaluation questions and on the clarity of the flow of the team's presentation of its findings, conclusions and recommendations. The document required, which may take the form of a set of Power Point slides, should present team findings on a question by question basis in bullet form and demonstrate how its findings lead to the conclusions and recommendations it intends to present. Conclusions and recommendations on a question by question or multi-question or multiple finding basis are to be presented in bullet form as well. This briefing will be held after field work has been completed and the team has completed the bulk of its data analysis, and before the drafting of those sections of the evaluation report commences. Any gaps in evidence identified at this review or gaps in the logic of the flow from findings to conclusions to recommendations will need to be addressed before report drafting for these sections is authorized. The remaining time may need to be redirected to filling data gaps identified. This meeting is to be held after a substantial amount of data analysis has been completed but prior to drafting these sections of the report or any presentations.

(d) Draft Report

The team's full draft of its evaluation report, prepared in accordance with USAID's How To Prepare and Evaluation Report guidance and Annex 1 of USAID's evaluation policy, and using USAID's evaluation report template is due after the Post Field Work Review is carried out but **before the evaluation team departs South Sudan** in the final phase of field work. The evaluation team is encouraged to self-score its evaluation against USAID's evaluation review checklist before delivering this document to USAID:

http://transition.usaid.gov/policy/evalweb/evaluation_resources.html

Further the Mission anticipates that while the team documents findings this evaluation from 2011- to-date, it is expected the teams include clear recommendations for the Mission's future Programs, outlining priority directions for infrastructure assistance over the next programming cycle that will serve as the basis for a concept paper for new program designs.

APPENDIX I
CRITERIA TO ENSURE THE QUALITY OF THE EVALUATION REPORT

- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical and specific, with defined responsibility for the action.

(e) Oral Debriefings

USAID South Sudan requires two debriefings on this evaluation

(i). **Debriefing with USAID Staff:** The evaluation team will present the results of the evaluation in a Power Point presentation at least two days after submission of the draft report, but before the team's departure from country. The debriefing will include a discussion of achievements and issues as well as any recommendations the team has for possible modifications to project approaches, results, or activities. The team will consider USAID comments and revise the draft report accordingly, as appropriate.

(ii). **Debriefing with Partners:** The team will present the major findings of the evaluation to USAID partners (as appropriate and as defined by USAID, including officials, UNOPS and other implementing partner(s)) through a Power Point presentation prior to the team's departure from country. The debriefing include a discussion of achievements and recommendation to UNOPS. Recommendations to Mission will not be shared in the larger meeting.

(f). Final Report

The team will submit the final report that will incorporate the team responses to Mission comments and suggestions no later than five days after

USAID/South Sudan provides written comments on the team's draft evaluation report (see above). The report will be disseminated within USAID. A second version of this report excluding any potential procurement-sensitive information will be submitted (also electronically, in English) for dissemination among implementing partners and stakeholders. (See reporting requirements under Section 16 below)

13. Evaluation Team Composition and Qualifications

The evaluation consultants will consist of 3 main team members, a Team Leader and two technical experts. Where appropriate the team will also request State level representation. In addition, representative of the implementing partner will participate. USAID representative will also participate, but on part time basis. The Team Leader will take full responsibility for managing the team, organizing its work, and ensuring quality control and delivery of a final report acceptable to USAID. The team may comprise USNs or Third Country Nationals who are suitably qualified to carry out the assignments

(i). Senior Evaluation Specialist - will also be the Team Leader and s/he must have at least 15 years' experience that covers team leadership, evaluations, and data analysis; 10 of which should have been in a developing country context. In addition, the lead evaluator should have a Master degree or higher in Business, Economics or related fields. The candidate should also have analytical evaluation and good report writing skills. The Team Leader must have taken course work in evaluations and have experience in leading evaluation teams and preparing high quality documents. S/he must have a sound knowledge of USAID programming approaches and methodologies

(ii). Team members – These individuals should have at a minimum a Bachelor's degree in related field, preferably Civil Engineering, with at least 8 years' experience in transportation planning and management. Five years' experience of the 8 year should at least be in construction supervision of rural roads in developing countries. Those with alternative degrees but have at least 10 years' experience in transportation management and statistical data analysis, are also encouraged to apply. It is anticipated that one of these individuals will be a fully qualified South Sudanese national.

14. Management of the Evaluation

Management Systems International (MSI) will serve as the primary point of contact for the evaluation team. The management of the evaluation process from Team Planning Meeting (TPM) to final approved report that will be submitted to USAID. This MSI role includes coordinating all the work of the evaluation team including identifying key documents, and assisting in facilitating a work plan.

USAID and MRBT team members will provide historical, contextual and programmatic background information to the consultants that will inform the evaluation. They will be expected to participate in the TPM, selecting field visits, selected interviews, brainstorming on Findings, Conclusions, and Recommendations, and in the frequent reflections on evaluation learning, often occurring after a long day of interviews and traveling. These individuals will participate as representatives of their respective organizations and are expected to share their learning with their organizations so that the two key organizations are kept abreast of progress. Additional inputs may come from other staff from these agencies, as needed, and as coordinated by the respective team member.

Scheduling and Logistics

MSI will assist in arranging meetings site visit and other meetings as identified during the course of the evaluation. Further, MSI will arrange other logistical arrangements (travel, housing in the field, etc.) for the team members as well as MRBT /RSS officials as applicable; but the consultants will pay for these services. However, USAID and UNOPS will make their own arrangements. The team will be provided office and meeting space, as needed, at MSI's Juba Office Compound where they can access internet, printing and photocopying services.

Reporting requirements

- i. **Executive Summary:** concisely state the most salient findings and recommendations (2pp);
- ii. **Evaluation Purpose and Questions:**(1pp);
- iii. **Project Background:** brief overview of the project, (2 pp)
- iv. **Methodology and Limitations:** describe evaluation methods, including detailed limitations, constraints and gaps and the impact on the evaluation (1-2pp);
- v. **Findings/Conclusions/Recommendations:** organized by question, findings are empirical facts based on evaluation data collection, conclusions are synthesized findings and recommendations as applicable (17–20pp);

Recommendations should focus on:

- UNOPS and its subcontractors strengths and weaknesses and required adjustments to RAPID program for the remaining period; and
- Mission’s future CA Programs, outlining priority directions for infrastructure assistance over the next programming cycle.

vi. Lessons Learned (1-2 pp)

vii. **Annexes:** annexes that document the evaluation SOW, methods and tools, schedules, and interview lists, references, and tables/charts

The final version of the evaluation report will be submitted to USAID/South Sudan electronically. The report format should be restricted to Microsoft products and 12-point font should be used throughout the body of the report, with page margins 1”top/bottom and left/right. USAID/South Sudan’s page limit for this evaluation, excluding the Executive Summary and Annexes, is 30 pages.

15. Evaluation Budget

USAID’s budget for this evaluation is presented in LOE terms below.

| RAPID Evaluation | | | | |
|--------------------|--|-------------------------------------|---------------|-------------|
| Tasks/Deliverables | | Estimated Duration/LOE (in days) | | |
| | | Team Leader | Team Member I | Team Member |
| 1 | Review background documents & other preparation work | 1 | 1 | 1 |
| 2 | Travel to Juba | 2 | 2 | |
| 3 | Final review background documents, Team Planning meeting and Meeting with USAID/South Sudan Team | 3 | 3 | 3 |
| 4 | Information and data collection. Includes interviews with key informants (stakeholders and | 18 | 18 | 18 |
| 5 | Data analysis | 4 | 4 | 4 |
| 6 | Draft assessment report preparation | 4 | 4 | 4 |
| 9 | Presentation preparation | 1 | 1 | 1 |

| RAPID Evaluation | | | | |
|----------------------------|--|---|--------------------------|------------------------|
| Tasks/Deliverables | | Estimated Duration/LOE (in days) | | |
| | | Team Leader | Team Member I | Team Member |
| 10 | Submit draft report and debrief with USAID | 1 | 1 | 1 |
| 11 | Team /MSI, with USAID, briefs the UNOPs and other stakeholders as necessary | 1 | 1 | 1 |
| 12 | Depart South Sudan (travel days) | 2 | 2 | |
| 13 | USAID / South Sudan & partners provide | - | - | - |
| 14 | Team incorporates feedback / comments and completes draft evaluation report | 2 | 2 | 2 |
| 15. | Team Leader / MSI do final revisions and edit / brand final report for submission to | 3 | | |
| Total Estimated LOE | | 42 | 39 | 35 |

* A six-day work week is authorized when working away from home of record
 Dependent on field travel requirements Additional LOE may be requested.

ANNEX II: OBLIGATED BUDGET AND ACTIVITIES

| Project Title | UNOPS Project ID | Obligated (USD) | Draw Down to date (USD) | Expenditure (USD) | Cash Transfer (Sept-Oct) (USD) | Cash on HAND (USD) |
|--|------------------|---------------------|-------------------------|----------------------|--------------------------------|--------------------|
| Activity I - Economic Growth | | | | | | |
| Core Team | 00080419 | 41,682,900.00 | 3,038,726.00 | 2,865,277.04 | - | 173,448.96 |
| Pagak to Uleng Road | 00081446 | | 5,930,120.00 | 5,460,472.01 | (135,000.00) | 334,647.99 |
| Yei - Morobo - Kegulu Feeder Road | 00081706 | | 4,082,148.00 | 3,944,160.17 | - | 137,987.83 |
| Minor Works at JGMUST | 00081984 | | 1,131,366.00 | 1,121,190.61 | 30,000.00 | 40,175.39 |
| Maintenance of Juba - Nimule Road | 00083531 | | 3,765,296.00 | 3,728,167.69 | (35,000.00) | 2,128.31 |
| South Sudan Roads Authority | 00083814 | | 456,644.00 | 436,448.89 | - | 20,195.11 |
| Trial Road Sections | 00084026 | | 2,983,608.00 | 2,936,962.38 | - | 46,645.62 |
| Catholic University | 00084027 | | 894,373.00 | 858,591.13 | - | 35,781.87 |
| Maintenance of Yei - Morobo Trunk Road | 00084486 | | 1,713,445.00 | 1,741,607.50 | 35,000.00 | 6,837.50 |
| WES Feeder Roads | 00084498 | | 5,036,824.00 | 4,887,542.37 | 260,000.00 | 409,281.63 |
| Maintenance of Morobo - Kajokeji Feeder Road | 00084587 | | 5,570,836.00 | 5,563,157.22 | 135,000.00 | 142,678.78 |
| Donor Funded Road Assessment | 00086152 | | 76,800.00 | 63,298.55 | - | 13,501.45 |
| Lokorowa Bridge | 00088025 | | 28,284.00 | 25,735.86 | - | 2,548.14 |
| Sub Total | | | 41,682,900.00 | 34,708,470.00 | 33,632,611.42 | 290,000.00 |
| Activity II - Education | | | | | | |
| | | 5,639,690.00 | - | - | - | - |
| USAID RAPID TTIs (Education) | 00080443 | | 1,102,054.00 | 1,069,128.90 | (30,000.00) | 2,925.10 |
| Sub Total | | 5,639,690.00 | 1,102,054.00 | 1,069,128.90 | (30,000.00) | 2,925.10 |
| Activity III - Health | | | | | | |
| | | 5,632,960.00 | | | | - |
| Ezo and Tambura Water Distribution System (WASH) | 00082475 | | 2,469,283.58 | 2,355,574.34 | 205,000.00 | 318,709.24 |

| Project Title | UNOPS Project ID | Obligated (USD) | Draw Down to date (USD) | Expenditure (USD) | Cash Transfer (Sept-Oct) (USD) | Cash on HAND (USD) |
|--|-------------------------|------------------------|--------------------------------|--------------------------|---------------------------------------|---------------------------|
| Renovation of Health Facilities | 00087448 | | 937,880.00 | 858,663.70 | (50,000.00) | 29,216.30 |
| WASH at Health Facilities | 00087460 | | 758,192.00 | 795,193.38 | 50,000.00 | 12,998.62 |
| Sub Total | | 5,632,960.00 | 4,165,355.58 | 4,009,431.42 | 205,000.00 | 360,924.16 |
| Activity IV - OTCM | | 2,340,000.00 | - | - | - | - |
| Rehabilitation of Akobo & Pibor Airstrips (OTCM) | 00085199 | | 1,241,193.00 | 768,903.03 | (465,000.00) | 7,289.97 |
| Sub Total | | 2,340,000.00 | 1,241,193.00 | 768,903.03 | (465,000.00) | 7,289.97 |
| Activity V - Democracy & Governance | | 1,000,000.00 | - | - | - | - |
| RAPID Democracy and Governance (NCRC) | 00084084 | | 541,987.42 | 537,569.88 | - | 4,417.54 |
| Sub Total | | 1,000,000.00 | 541,987.42 | 537,569.88 | - | 4,417.54 |
| Total | | 56,295,550.00 | 41,759,060.00 | 40,017,644.65 | - | 1,741,415.35 |

ANNEX III: RAPID ACTIVITY SCOPE DETAILS & STATUS

| Project names and Number | Package No. | Units | Scope | Description | Company Name | Start date | End date | Total Contract Value | Implementation Status | Defects Liability Period End |
|--|-------------|-------|-------|---|---|------------|------------|----------------------|--|------------------------------|
| 80419_Core team | | | | | | | | | | |
| Economic Growth | | | | | | | | | | |
| 81446_Pagak-Maiwut | | | | | NYG | 28.08.2012 | 28.11.13 | \$5,272,891.00 | Substantially completed as of 30 April'15 | 1-May-16 |
| 84486_Yei-Moro Trunk Rd | | | | 20 km | MESCO ltd | 12.04.2013 | 12.04.2014 | \$2,270,620.00 | Activity completed and at Project Closure stage | April'15 |
| 81706_Yei-Kegulu-Morobo | | km | | Maintenance and spot improvements of Yei-Morobo truck road. | Property Investment LTD | 21.02.2013 | 06.03.2014 | \$1,155,261.35 | Pending site inspection for final defect rectification | June'15 |
| | | km | | 10+000-30+000 (20 km), Road maintenance | CBO-KALABA Farmers Cooperative Society LTD | 01.04.2015 | 31.10.2015 | SSP 213,900 | On-going | |
| | Pkg 3 | km | | 20 km | PRISM | 21.02.2013 | 06.03.2014 | \$890,470.58 | Activity completed and at Project Closure stage | June'15 |
| | | km | | 30+000-50+000 (20 km), Road maintenance | CBO-ANNIKA Coffee Growers Cooperative Society | 01.04.2015 | 31.10.2015 | ssp 174,530 | On-going | |
| | Pkg 4 | km | | 25 km | PRISM | 21.02.2013 | 06.03.2014 | \$881,791.36 | Activity completed and at Project Closure stage | June'15 |
| | | km | | 50+000-70+000 (20 km), Road maintenance | CBO-IYETE Coffee Growers Cooperative Society | 01.04.2015 | 31.10.2015 | ssp 174,530 | On-going | |
| | | km | | 70+000-75+000 (5 km), Road maintenance | CBO-NYONGALE Cooperative Society | 01.04.2015 | 31.10.2015 | ssp 31,000 | On-going | |
| 84587_Morobo-Kajokeji (85km Gulombi to Kayebu) | Pkg 1 | | | 0+000-4+700 | CBO-NYONGALE Cooperative Society | 02.12.2013 | 30.08.2014 | ssp 140,000 | Activity completed and at Project Closure stage | |

| Project names and Number | Package No. | Units | Scope | Description | Company Name | Start date | End date | Total Contract Value | Implementation Status | Defects Liability Period End |
|--------------------------|-------------|-------|---------------|---|---|------------|------------|----------------------|---|------------------------------|
| | | | | 4+700-9+700 | CBO-Moreta Cooperative Society | 02.12.2013 | 30.08.2014 | ssp140,000 | Activity completed and at Project Closure stage | |
| | | | | 9+700 - 14+700 | CBO-Yayanga Cooperative Society | 02.12.2013 | 30.08.2014 | ssp140,000 | Activity completed and at Project Closure stage | |
| | Plg 2 | | | Rehabilitation of Morobo - Kajo-Keji Road | PAYII roads & bridges | 12.04.2013 | 11.04.2014 | \$2,678,011.96 | Substantially Completed | |
| | | | | 0+000-30+000 (18 km)- Section I | CBO-NYONGALE Cooperative Society | 01.04.2015 | 31.10.2015 | ssp 138,880 | On-going | |
| | Plg 3 | | | Rehabilitation of Morobo-Kajokeji road | Enmarg Group Inc. | 08.05.2013 | 07.05.2015 | \$1,209,010.00 | Substantially Completed | |
| 81984_JGMUST | | | | | Upper Nile const. co. | 19.12.2012 | 18.04.2013 | \$1,324,063.10 | Activity completed and at Project closure stage | |
| 84498_WES Feeder Roads | | km | | Rehabilitation of Yambio-Nabiapai road | ANIS trading & Gbudue Constr.. | 12.04.2013 | 11.04.2014 | \$1,470,140.40 | Substantially Completed | April'15 |
| | | km | 0+000-10+000 | CBO-Road Maintenance | Asanza Irrigation Scheme | 11.04.2014 | 30.08.2014 | ssp140,000 | Activity completed and at Project closure stage | |
| | | km | 10+000-20+000 | CBO-Road Maintenance | GANGARA YOUTH MULTI PURPOSE COOPERATIVE SOCIETY | 11.04.2014 | 30.08.2014 | ssp140,000 | Activity completed and at Project closure stage | |
| | | km | 10+000-34+000 | CBO-Road Maintenance | GANGARA YOUTH MULTI PURPOSE COOPERATIVE SOCIETY | 02.12.2014 | 02.07.2015 | SSP 342,678.00 | | |
| | | km | 0+000-10+000 | CBO- Road Maintenance (Yambio-Nabiapai) | ASANZA Development Organization | 02.04.15 | 04.11.2015 | SSP 287,994.00 | On-going | |
| | | km | 10+00-34+00 | CBO- Road Maintenance (Yambio-Nabiapai) | GANGURA YOUTH MULTI PURPOSE COOPERATIVE SOCIETY | 02.04.15 | 04.11.2015 | SSP 342,678.00 | On-going | |
| | | | | Rehabilitation of Yambio-Sakure road | ANISA Trading & Construction Company JV Gbudue Construction and Marketing Company | 21.08.2013 | 20.08.2014 | \$2,877,444.66 | Substantially Completed | |

| Project names and Number | Package No. | Units | Scope | Description | Company Name | Start date | End date | Total Contract Value | Implementation Status | Defects Liability Period End |
|-------------------------------|-------------|-------|--------------|--|--|------------|------------|----------------------|-------------------------|------------------------------|
| | | km | 0+000-6+000 | CBO- Road Maintenance (Yambio-Sakure) | AKOROGBODI Fish Farming Association | 11.04.2014 | 30.08.2014 | SSP 140,000 | | |
| | | km | 0+000-36+000 | CBO- Road Maintenance (Yambio-Sakure) | AKOROGBODI Fish Farming Association | 02.12.2014 | 02.07.2015 | SSP 253,533.00 | | |
| | | km | 0+000-36+000 | CBO- Road Maintenance (Yambio-Sakure) | AKOROGBODI Fish Farming Association | 02.04.15 | 04.11.2015 | SSP 253,533.00 | On-going | |
| | | km | 0+000-19+000 | CBO-Road Maintenance | Nzara Community Development Association | 11.04.2014 | 30.08.2014 | ssp 503,517.00 | | |
| | | | | Rehabilitation of Nzara-Sakure road | Ammers & South Sudan min.& inv. | 06.03.2013 | 05.03.2014 | \$646,393.00 | Substantially Completed | |
| | | km | 0+000-19+000 | CBO-Road Maintenance | Nzara Community Development Association | 11.04.2014 | 30.08.2014 | ssp 503,517.00 | | |
| | | km | 0+000-19+000 | CBO- Road Maintenance (Nzara Sakure) | NZARA Community Development Association | 02.04.15 | 04.11.2015 | SSP 503,517.00 | On-going | |
| 83531_Juba-Nimule maintenance | Pkg 1 | | | Maintenance works on Juba-Nimule road. | Mega Trading & Invest. Co. Ltd | 21.12.2012 | 06.02.2014 | \$1,667,987.63 | closed | April'15 |
| | Pkg 2 | | | Maintenance of Juba-Nimule road | Mega Trading & Invest. Co. Ltd | 21.12.2012 | 06.02.2014 | \$619,315.00 | closed | April'15 |
| | Pkg 3 | | | Maintenance of Juba-Nimule road | Southern Eng. & Builders co | 18.03.2013 | 17.03.2014 | \$1,410,406.00 | closed | |
| | Pkg 4 | | | Maintenance of Juba-Nimule | RAS Multiple services ltd | 21.02.2013 | 20.08.2013 | \$68,981.48 | closed | |
| 84026_Trial Section Rd | Pkg 1 | | 0+000-3+600 | construction of low volume sealed roads, Gumbo-Rajaf road (3.6 km) | Premier consulting form LTD (3.6km) | 21.02.2013 | 22.11.2013 | \$863,124.74 | Substantially Completed | April'15 |
| | Pkg 2 | | 3+600-7+200 | construction of low volume sealed roads Gumbo-Rajaf Trial section | Premier consulting form LTD (3.6km) | 03.04.2013 | 12.12.2013 | \$1,949,108.20 | Substantially Completed | April'15 |
| | Pkg 3 | | 7+200-10+000 | construction of low volume sealed roads Gumbo-Rajaf trial section. | PAYII roads & bridges (2.8) | 02.04.2013 | 01.10.2013 | \$889,420.76 | Substantially Completed | May'15 |
| 83814_SSRA | | | | Advisory service to SSRA management | No contractor & implemented by individual consultant | | | \$0.00 | Premature closure | |

| Project names and Number | Package No. | Units | Scope | Description | Company Name | Start date | End date | Total Contract Value | Implementation Status | Defects Liability Period End |
|------------------------------------|-------------|-------|-------|---|------------------------------|------------|-------------|----------------------|---|------------------------------|
| 84027_Catholic University | | | | Maintenance of Catholic university of Wau. | Bush Contractors co. ltd | 21.02.2013 | 21.08.2013 | \$627,431.00 | Activity completed and at Project Closure stage | April'15 |
| 84084_NCRC | | | | Construction of generator shed,septic tank with soakage pit and landscaping works to the NCRC compound. | Juba cheap stores co. ltd | 21.12.2012 | 31.01.2013 | \$207,550.00 | Project Closed | |
| Activity II: Education | | | | | | | | | | |
| Not implemented | | | | | | | | | | |
| Activity III: Health | | | | | | | | | | |
| 82475_Tambura Water Supply | | | | Drilling and equipping of bore holes in Tambura. | Universal hydro engineers | 29.08.2013 | 07.12.2013 | | Substantially Completed | April'15 |
| | | | | Transmission, pipeline, Tank and treatment of water in Tambura | Universal hydro engineers | 12.09.2013 | 20.02.2014 | | Substantially Completed | July'15 |
| | | | | Water distribution system in Tambura. | Universal hydro engineers | 24.07.2014 | 23.01.2015 | | Substantially Completed | June'15 |
| | | | | Implementation of community based operation and mechanism for water supply in Tambura. | WOYE micro finance Inst .LTD | 03.03.2014 | 02..10.2014 | | Substantially Completed | NA |
| 87448_Health Facilities Renovation | | | | Building renovation/expansion and sanitation facilities construction in Mupoi and NAGERO | Universal Hydro Engineers | 09.12.2013 | 20.05.2014 | | Substantially Completed | July'15 |
| | | | | Renovation/expansion and sanitation facilities construction in Gurei, Kuda and Panyume PHCCs | Peterson construction & Eng. | 03.12.2013 | 20.05.2014 | | Substantially Completed | June'15 |

| Project names and Number | Package No. | Units | Scope | Description | Company Name | Start date | End date | Total Contract Value | Implementation Status | Defects Liability Period End |
|------------------------------------|-------------|-------|-------|--|--------------------------------|------------|------------|----------------------|--|------------------------------|
| | | | | Renovation/expansion and sanitation facility construction in Basukangbi PHCC. | Morning Star International co. | 14.02.2014 | 13.07.2014 | | Substantially Completed | June'15 |
| 87460_WASH at Health Facilities | | | | Water supply facilities construction in Nagero ,Mupoi and Basukangbi , Gurei, Kuda, Panyume PHCC's | The Great RUAHA drillings | 04.12.2014 | 16.04.2014 | | Substantially Completed | May'15 |
| | | | | Water supply facilities construction in Nagero, Mupoi and Basukangbi , Gurei, Kuda, Panyume PHCC's | The Great RUAHA drillings | 04.12.2014 | 16.04.2014 | | Substantially Completed | |
| Activity IV: OTCM | | | | | | | | | | |
| 88025_Lokorowa Bridge Construction | | | | | Not implemented | | | | Not implemented & Pre-maturely closed | |
| 85199_Pibor Airstrip | | | | Provision of construction plant, machinery (9 ton roller for rehabilitation of Pibor air strip. | Eyat roads & Bridges | 22.03.2013 | 13.05.2013 | | Not implemented & Pre-maturely closed | |
| 86152_Donor Roads Evaluation | | | | | Not implemented | | | | Not implemented & Pre-maturely closed | |
| Activity V: D&G | | | | | | | | | | |
| Kaya, Koni, Kayibu bridge | | | | | BASS group of companies | 08.05.2013 | 09.05.2014 | | Pre-mature closure and Reconstruction of Project under a separate Project (UNOPS sponsoring) | |

ANNEX IV: ADATA TOOLS – BREAKDOWN OF EVALUATION QUESTIONS

| Original Question | Broken-down (Unpacked) Question |
|--|--|
| a) How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan? | <ol style="list-style-type: none"> 1. Has UNOPS been able to effectively achieve USAID’s capacity building objectives? 2. What approaches have been utilized for training and capacity building during project implementation to enhance stakeholder capacity to build and/or maintain infrastructure? 3. How effective have these approaches been? 4. What are the observed or potential constraints to these approaches and what are the recommendations for mitigating them in the future? 5. Is UNOPS the best vehicle for USAID infrastructure related capacity building under RAPID? 6. What capacity building lessons have been learned from the RAPID project? |
| b) How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced? | <ol style="list-style-type: none"> 1. How has RAPID addressed long-term sustainability through engagement with its intended beneficiaries (RSS government, local contractors and the communities)? 2. Which of the intended beneficiaries has RAPID engaged with on each project? 3. What approaches and tools have been used to engage beneficiaries? 4. Has this engagement resulted in the desired impacts? 5. Are there any shortcomings in the approaches used and/or implementation of those approaches? 6. Have there been any un-intended consequences on local capacity in the approaches used on the RAPID project? (Principle of “Do no harm”) |
| c) Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives? | <ol style="list-style-type: none"> 1. Has the RAPID program been implemented in accordance with the Cooperative Agreement? 2. Does RAPID have adequate design and construction methodologies and procedures in place for the projects and have they been followed? If not, why? 3. Does RAPID have adequate reporting requirements for the program and have they been followed? 4. Does the RAPID project have the capacity and flexibility to effectively implement the diverse tasks under its portfolio? 5. What are the observed impacts of managing this diverse portfolio on project costs, schedule and quality of work? 6. Does the RAPID have adequate communications and decision making systems for the program and have they been followed? 7. Have the RAPID and FARM programs been coordinated effectively and achieved the intended results? |
| d) What benefits have been accrued by leveraging | <ol style="list-style-type: none"> 1. Is the RAPID program meeting the intended design objectives, assumptions and |

| | |
|---|--|
| UNOPS administrative practices? | <p>provisions?</p> <ol style="list-style-type: none"> 2. In instances where the intended design objectives, assumptions and provisions were not met, what have been the constraints and how should these be addressed or mitigated? 3. What benefits have been accrued by leveraging UNOPS technical, logistical and administrative practices? Where, when and why have these benefits not been realized and how should any deficiencies be addressed? 4. Has the program achieved the intended cost targets (e.g. cost effectiveness, 70/30 split for construction/management & operations)? 5. Have the combined administrative requirements of UNOPS and USAID impacted the implementation of the Program? 6. Have there been any un-intended consequences on the USAID/UNOPS cooperation in the approaches used on the RAPID project? (Principle of “Do no harm”) |
| e) What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced? | <ol style="list-style-type: none"> 1. Have crosscutting issues (e.g. HIV/AIDS, Gender, Environment) been adequately addressed during program design and implementation? 2. What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of implementation and results produced? 3. Have there been any un-intended or negative consequences on gender integration in the approaches used on the RAPID project? (Principle of “Do no harm”) |
| f) How effective and sustainable has the Tambura safe water supply model been? | <ol style="list-style-type: none"> 1. Has the design and implementation of the RAPID program taken into account the long-term sustainability of the infrastructure? 2. What models are being utilized to ensure sustainability, how effective have they been, and are they replicable? 3. Are the completed facilities being used as intended? |

ANNEX V: DATA TOOLS – GETTING TO ANSWERS MATRIX

| Evaluation Question | Type of Answer or Evidence Needed | | Method of Data Collection | Data Source(s) | Sampling or Selection Criteria | Data Analysis Methods |
|--|-----------------------------------|-------------|---------------------------|----------------|---|--|
| 1. How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan? | | Yes/No | Document Review | USAID | Contractors – successful and failed contractors CBOs – prioritize those with women members NGOs – Having direct/indirect relationship with RAPID projects | Content pattern analysis Frequency distributions Mathematical (averages) |
| | X | Description | Key Informant Interviews | UNOPS | | |
| | X | Comparison | Focus Group Discussion | Contractors | | |
| | X | Explanation | Surveys | CBOs | | |
| | | | Observations | NGOs | | |
| 2. How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced? | | Yes/No | Document Review | USAID | Contractors –successful and failed contractors/bidders CBOs – prioritize those with women members | Content pattern analysis Trend analysis Frequency distributions Mathematical (averages) |
| | X | Description | Key Informant Interviews | UNOPS | | |
| | X | Comparison | Focus Group Discussion | Contractors | | |
| | X | Explanation | Surveys | CBOs | | |
| | | | Observations | NGOs | | |
| 3. Does the RAPID project have the | X | Yes/No | Document Review | USAID | Contractors –successful and failed | Content pattern analysis |
| | X | Description | Key Informant | | | |

| Evaluation Question | Type of Answer or Evidence Needed | | Method of Data Collection | Data Source(s) | Sampling or Selection Criteria | Data Analysis Methods |
|---|-----------------------------------|-------------|---------------------------|---|--|--|
| capacity to effectively implement diverse RAPID initiatives? | X | Comparison | Interviews | UNOPS | contractors/Bidders | Trend analysis |
| | X | Explanation | Observations | Contractors CBOs FARM NGOs Project Reports End Users Central, State and Local Government Departments, Agencies, and Institutions | CBOs – prioritize those with women members NGOs – Having direct/indirect relationship | Frequency distributions Cross-tabulations Unit-cost calculation Mathematical (averages) |
| | | | | | | |
| 4. What benefits have been accrued by leveraging UNOPS administrative practices? | | Yes/No | Document Review | USAID | Contractors –successful and failed contractors/bidders | Content pattern analysis |
| | X | Description | Key Informant Interviews | UNOPS | CBOs – prioritize those with women members | Trend analysis |
| | X | Comparison | Surveys | Contractors CBOs | | Frequency distributions |
| | X | Explanation | Observations | Project Reports | | Cross-tabulations |
| | | | | | | Unit-cost calculation Mathematical (averages) |
| 5. What have been the specific and differential effects of RAPID initiatives on male and female | | Yes/No | Document Review | USAID | Contractors –successful and failed contractors/Bidders | Content pattern analysis |
| | X | Description | Key Informant Interviews | UNOPS | CBOs – prioritize those | Trend analysis |
| | X | Comparison | Focus Group Discussion | Contractors | | Frequency distributions |
| | X | Explanation | | | | |

| Evaluation Question | Type of Answer or Evidence Needed | | Method of Data Collection | Data Source(s) | Sampling or Selection Criteria | Data Analysis Methods |
|--|-----------------------------------|-------------|---------------------------|--|--|--|
| beneficiaries in terms of results produced? | | | Surveys Observations | CBOs NGOs Project Reports Monitoring and Evaluation reports Beneficiaries Central, State and Local Government Departments, Agencies, and Institutions | with women members NGOs | Cross-tabulations Mathematical (averages) |
| 6. How effective and sustainable has the Tambura safe water supply model been? | | Yes/No | Document Review | USAID | Contractors – As many as possible; successful and failed contractors CBOs – prioritize those with women members NGOs | Content pattern analysis |
| | X | Description | Key Informant Interviews | UNOPS | | Trend analysis |
| | X | Comparison | Focus Group Discussion | Contractors | | Frequency distributions |
| | X | Explanation | Surveys | CBOs | | Cross-tabulations |
| | | | Observations | NGOs Project Reports End Users Central, State and Local Government Departments, Agencies, and Institutions | | Unit-cost calculation Mathematical (averages) |

ANNEX VI: DATA TOOLS – SURVEY AND INTERVIEW QUESTIONS

Specific Questions for UNOPS

Evaluation Question (a):

How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?

1. Do you feel that UNOPS been able to effectively achieve USAID’s capacity building objectives?
2. Does UNOPS perform capacity building on its other projects in South Sudan and other countries?
3. What approaches have been utilized for training and capacity building during project implementation to enhance stakeholder capacity to build and/or maintain infrastructure?
4. How effective have these approaches been?
5. What are the observed or potential constraints to these approaches?
6. What are your recommendations for mitigating these constraints in the future?
7. What evidence is there of RAPID increasing contractor’s capacity?
8. What indicators do you use to measure capacity building?
9. Do you feel that UNOPS is the best vehicle for USAID infrastructure-related capacity building under RAPID?
10. Why, or why not?
11. What aspects of this program could have been planned or implemented better differently? (How?)

Evaluation (b)

How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?

1. How has RAPID addressed long-term sustainability through engagement with its intended beneficiaries (RSS government, local contractors and the communities)?
2. Which of the intended beneficiaries has RAPID engaged with on each project?
3. What approaches and tools have been used to engage beneficiaries?
4. Have there been changes in engagement over time due to various circumstances within South Sudan?
5. Has this engagement resulted in the desired impacts?
6. What are those impacts and how are they measured?
7. Are there any shortcomings in the approaches used and/or implementation of those approaches?
8. Do you have specific recommendations on how these shortcomings can be addressed?
9. Have there been any un-intended or negative consequences in the approaches used on the RAPID project?

Evaluation Question (c)

Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?

1. Does RAPID have design and construction methodologies and procedures in place for the projects and have they been followed? What are they? If not, why?
2. Does RAPID have sufficient reporting requirements and procedures for the program to be able to effectively measure performance, impacts, etc.
3. Have the reporting requirements been consistently followed?
4. Does the RAPID project have the capacity and flexibility to effectively implement the diverse tasks under its portfolio?

5. What are the observed impacts of managing this diverse portfolio on project costs, schedule and quality of work?
6. What are the benefits of managing a diverse portfolio?
7. Does the RAPID have adequate communications and decision-making systems for the program and have they been followed?
8. Have the RAPID and FARM programs been coordinated effectively and achieved the intended results?

Evaluation Question (d)

What benefits have been accrued by leveraging UNOPS administrative practices?

1. Is the RAPID program meeting the intended design objectives, assumptions and provisions?
2. In instances where the intended design objectives, assumptions and provisions were not met, what have been the constraints and how should these be addressed or mitigated?
3. What benefits have been accrued by leveraging UNOPS technical, logistical and administrative practices?
4. Where, when and why have these benefits not been realized and how should any deficiencies be addressed?
5. Has the program achieved the intended cost targets (e.g. cost effectiveness, 70/30 split for construction/management & operations)? Why/Why not?
6. Have the combined administrative requirements of UNOPS and USAID impacted the implementation of the Program?
7. What particular administrative issues have impacted the program the most? Please provide a specific case if possible.
8. Have there been any un-intended or negative consequences on the USAID/UNOPS cooperation in the approaches specifically used on the RAPID project?

Evaluation Question (e)

What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?

1. Have crosscutting issues (e.g. HIV/AIDS, Gender, Environment) been adequately addressed during program design and implementation?
2. How have they been addressed for each project?
3. What has been the methodology for designing and implementing the program to address crosscutting issues?
4. What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of implementation and results produced?
5. What were the indicators? What are the lessons learned, if any?
6. Have there been any un-intended consequences on gender integration in the approaches used on the RAPID project?

Evaluation Question (f)

How effective and sustainable has the Tambura safe water supply model been?

1. Has the design and implementation of the RAPID program taken into account the long-term sustainability of the infrastructure?
2. What models are being utilized to ensure sustainability?
3. How effective have these models been?
4. What would be needed to make the models used here to be replicable elsewhere?
5. What do you consider to be the most serious challenges to the long-term sustainability of this project?
6. In your view, have these challenges been adequately addressed?

7. If not, how do you think they ought to be addressed?
8. Are the completed facilities being used as intended?
9. What measures are put in place to check on or ensure they are used as intended?
10. What would you do different that would make this model more effective?

Specific Evaluation Questions for USAID

Evaluation Question (a)

How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?

1. Do you feel that UNOPS been able to effectively achieve USAID's capacity building objectives?
2. Does UNOPS perform capacity building on its other projects in South Sudan and other countries?
3. What approaches have been utilized for training and capacity building during project implementation to enhance stakeholder capacity to build and/or maintain infrastructure?
4. How effective have these approaches been?
5. What are the observed or potential constraints to these approaches and what are the recommendations for mitigating them in the future?
6. What evidence is there of increasing contractor's capacity?
7. Are there appropriate indicators to measure capacity building?
8. Do you feel that UNOPS is the best vehicle for USAID infrastructure related capacity building under RAPID?
9. How does UNOPS capacity building compare with other USAID implementing partners/contractors?

Evaluation Question (b)

How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?

1. How has RAPID addressed long-term sustainability through engagement with its intended beneficiaries (RSS government, local contractors and the communities)?
2. Which of the intended beneficiaries has RAPID engaged with on each project?
3. What approaches and tools have been used to engage beneficiaries?
4. Have there been changes in engagement over time due to various circumstances within South Sudan?
5. Has this engagement resulted in the desired impacts?
6. What are those impacts and how are they measured?
7. Are there any shortcomings in the approaches used and/or implementation of those approaches?
8. Have there been any unintended or negative consequences in the approaches used on the RAPID project?

Evaluation Question (c)

Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?

1. Does RAPID have design and construction methodologies and procedures in place for the projects and have they been followed? What are they? If not, why?
2. Does RAPID have sufficient reporting requirements and procedures for the program to be able to effectively measure performance, impacts, etc.?
3. Have the reporting requirements been consistently followed?
4. Does the RAPID project have the capacity and flexibility to effectively implement the diverse tasks

- under its portfolio?
5. What are the observed impacts of managing this diverse portfolio on project costs, schedule and quality of work?
 6. What are the benefits of managing a diverse portfolio?
 7. Does the RAPID have adequate communications and decision making systems for the program and have they been followed?
 8. Have the RAPID and FARM programs been coordinated effectively and achieved the intended results?

Evaluation Question (d)

What benefits have been accrued by leveraging UNOPS administrative practices?

1. Is the RAPID program meeting the intended design objectives, assumptions and provisions?
2. In instances where the intended design objectives, assumptions and provisions were not met, what have been the constraints and how should these be addressed or mitigated?
3. What benefits have been accrued by leveraging UNOPS technical, logistical and administrative practices?
4. Where, when and why have these benefits not been realized and how should any deficiencies be addressed?
5. Has the program achieved the intended cost targets (e.g. cost effectiveness, 70/30 split for construction/management & operations)? Why/Why not?
6. Have the combined administrative requirements of UNOPS and USAID impacted the implementation of the Program?
7. What particular administrative issues have impacted the program the most? Please provide a specific case if possible.
8. Have there been any un-intended or negative consequences on the USAID/UNOPS cooperation in the approaches used on the RAPID project?

Evaluation Question (e)

What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?

1. Have crosscutting issues (e.g. HIV/AIDS, Gender, Environment) been adequately addressed during program design and implementation?
2. How have they been addressed for each project?
3. What has been the methodology for designing and implementing the program to address crosscutting issues?
4. What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of implementation and results produced?
5. What were the indicators? What are the lessons learned, if any?
6. Have there been any un-intended or negative consequences on gender integration in the approaches used on the RAPID project?

Evaluation Question (f)

How effective and sustainable has the Tambura safe water supply model been?

1. Has the design and implementation of the RAPID program taken into account the long-term sustainability of the infrastructure?
2. What models are being utilized to ensure sustainability?

3. How effective have these models been?
4. What would be needed to make the models used here to be replicable elsewhere?
5. What do you consider to be the most serious challenges to the long-term sustainability of this project?
6. In your view, have these challenges been adequately addressed?
7. If not, how do you think they ought to be addressed?
8. Are the completed facilities being used as intended?
9. What measures are put in place to check on or ensure they are used as intended?
10. What would you do different that would make this model more effective?

Specific Evaluation Questions for Contractors

Evaluation Question (a)

How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?

1. What type of capacity building did you receive, if any, before, during or after project implementation?
2. What evidence is there of this project increasing contractor's capacity?
3. What can you do better now than before you came to this project? What new skill(s) have you learnt?
4. How has it changed the way you work or run your business?
5. How effective have the capacity building and training approaches used on the project been?
6. What are the constraints to these approaches and do you have any recommendations for mitigating them in the future?
7. Have you received other capacity building from other groups? How would you compare that capacity building with the UNOPS capacity building?
8. What indicators do you use to measure capacity building?
9. What aspects of this program could have been planned or implemented better or differently?

Evaluation Question (b)

How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?

1. Describe your engagement with UNOPS?
2. What was UNOPS and your own engagement with RSS Government departments and agencies, local communities and other beneficiaries of the project?
3. Have there been changes in engagement over time due to various circumstances within South Sudan?
4. Has this engagement been useful for you? Do you have specific examples?
5. Are there any shortcomings in the approaches used and/or implementation of those approaches? How could it be improved?
6. Have there been any un-intended or negative consequences in the approaches used on the RAPID project?

Evaluation Question (c)

Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?

1. What were the design and construction methodologies and procedures in place for the projects and have they been followed? What are they? If not, can you provide specific examples?
2. What reports were you required to provide that may be used to measure performance, impacts, etc.
3. Was the UNOPS project manager able to manage your contract effectively?

4. Were there any problems or issues before, during or after project implementation?
5. Were those problems or issues resolved?

Evaluation Question (d)

What benefits have been accrued by leveraging UNOPS administrative practices?

1. Have you had prior experience working with UNOPS?
2. Did you find UNOPS technical, logistical and administrative practices to be efficient?
3. What other benefits were gained from UNOPS administering the project?
4. Where were UNOPS practices not efficient? What could be done to improve this?
5. Did you have direct contact with USAID? Are you aware of any USAID administrative practices that affected the project positively or negatively?
6. Where were USAID practices not efficient? What could be done to improve this?
7. What other benefits were gained from USAID funding of the project?
8. Have there been any un-intended or negative consequences to your operations in the approaches used on the RAPID project?

Evaluation Question (e)

What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?

1. Were crosscutting issues (e.g. HIV/AIDS, Gender, Environment) been addressed during program design and implementation?
2. How were they been addressed for your project?
3. What were the effects of RAPID projects on male and female beneficiaries?

Evaluation Question (f)

How effective and sustainable has the Tambura safe water supply model been?

1. Has the choice of materials used on this project taken into account the long-term sustainability of the water system? Are there other easily available materials that could have been used more effectively?
2. How easy was it for you to get local workers with the skills necessary to put together all components of this project?
3. What would be needed to make the design used here easier to build elsewhere?
4. What do you consider to be the most serious challenges to the long-term operation of the equipment on this project?
5. In your view, have these challenges been adequately addressed?
6. If not, how do you think they ought to be addressed?
7. What would you do different that would make these facilities longer lasting?
8. What would you do different that would make these facilities easier to build or less costly?

Specific Evaluation Questions for Beneficiaries & Community Based Organizations

Evaluation Question (a)

How is the RAPID project addressing the demands of capacity building yet at the same time meeting the other objectives of the implementation plan?

1. What type of skills did members of the community receive, before, during or after project implementation?
2. What can you do better now than before you came to this project? What new skill(s) have you learnt?
3. How has it changed the way you work or run your business?
4. What are the constraints to these approaches and do you have any recommendations for mitigating them in the future?
5. Have you received other capacity building from other groups? How would you compare that capacity building with the UNOPS capacity building?
6. What indicators do you use to measure capacity building?
7. What aspects of this program could have been planned or implemented better or differently?

Evaluation Question (b)

How effectively has the RAPID project engaged with the Ministry of Roads and Bridges and the Roads Authority, and the Tambura water supply community to ensure Government capacity is enhanced?

1. Describe your engagement with UNOPS?
2. What was the community's engagement on this project with UNOPS, RSS Government departments and agencies, local communities and other beneficiaries of the project?
3. Have there been changes in engagement over time due to various circumstances within South Sudan?
4. Has this engagement been useful for you? Do you have specific examples?
5. Are there any shortcomings in the approaches used and/or implementation of those approaches? How could it be improved?
6. Have there been any un-intended or negative consequences to the village or to the beneficiaries in the approaches used on the RAPID project?

Evaluation Question (c)

Does the RAPID project have the capacity to effectively implement diverse RAPID initiatives?

N/A

Evaluation Question (d)

What benefits have been accrued by leveraging UNOPS administrative practices?

1. Have you had prior experience working with UNOPS?
2. Did you find UNOPS technical, logistical and administrative practices to be efficient?
3. What other benefits were gained from UNOPS administering the project?
4. Where were UNOPS practices not efficient? What could be done to improve this?
5. Did you have direct contact with USAID? Are you aware of any USAID administrative practices that affected the project positively or negatively?

Evaluation Question (e)

What have been the specific and differential effects of RAPID initiatives on male and female beneficiaries in terms of results produced?

1. Were crosscutting issues (e.g. HIV/AIDS, Gender, Environment) been addressed during program implementation?
2. How were they been addressed for your project?
3. What were the effects of RAPID projects on female beneficiaries?
4. What were the effects of RAPID projects on male beneficiaries?

Evaluation Question (f)

How effective and sustainable has the Tambura safe water supply model been?

1. Has the project used materials that are easily available?
2. How easy was it for you to get local workers with the skills necessary to put together all components of this project?
3. Are there locally available skilled workers that were not used, if so why?
4. What would be needed to make the design used here easier to build elsewhere?
5. What do you consider to be the most serious challenges to the long-term operation of the equipment on this project?
6. In your view, have these challenges been adequately addressed?
7. If not, how do you think they ought to be addressed?
8. Is this water project meeting the community's expectations?
9. What would you do different that would make these facilities longer lasting?
10. What would you do different that would make these facilities easier to build or less costly?
11. What proportion of people in the community do not have access to this water, and why?

ANNEX VII: BIBLIOGRAPHY

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ANNEX VIII: LOG OF INTERVIEWS, MEETINGS & FIELD VISITS

| Date | Meeting | Field Visit | Description | Project/Organization | Location |
|--------------|---------|-------------|--|---|---------------------|
| 19-Mar- 2015 | X | | RAPID Evaluation In-Briefing | USAID & MSI | MSI Offices, Juba |
| 24-Mar-2015 | X | | Planning meeting | MSI & UNOPS | UNOPS Offices |
| 25-Mar-2015 | X | | RAPID Tambura & WASH projects (Laura Campbell) | USAID Health/WASH Office Director | MSI |
| 25-Mar-2015 | X | | RAPID Overview Meeting | UNOPS – S Sudan Operations Ctr. | Juba |
| 26-Mar-2015 | X | | Tyrone Gaston, COP | FARM Project | Juba |
| 26-Mar-2015 | X | | USAID Education Team | USAID Education Department | MSI Offices, Juba |
| 27-Mar-2 5 | X | | Meet Tambura & PHCC UNOPS team | UNOPS | UNOPS Juba |
| 30-Mar-2015 | X | | WES Feeder Roads | UNOPS WES Anisa Contractors&Gbudue Joint Venture | Yambio |
| 30-Mar-2015 | X | | Tambura Water Project | SMOPI/Director, Water Supply | Yambio |
| 31-Mar-2015 | X | X | Tambura Water Project | Tambura WMA Tambura Water User Assoc. County Commissioner- WES, Paramount Chief County Dir. Physical Infr. Mamenze water project | Tambura |
| 1-Apr-2015 | X | | Road maintenance CBOs | RAPID/UNOPS/SMOPI | Yambio |
| 2-Apr-2015 | X | X | Nzara, Sakule, Nabiapai feeder roads | RAPID/UNOPS CBOs SMOPI Contractors | Yambio |
| 2-Apr-2015 | X | | Tambura Water Project | WOYE Branch Office | Yambio |
| 3-Apr-2015 | X | X | Maridi TTI Project | Maridi TTI Staff | Maridi |
| 3-Apr-2015 | X | | Tambura Water Project | WOYE Head Office | Mundri |
| 6-Apr-2015 | X | | UNOPS Review meeting | RAPID/UNOPS | UNOPS Office - Juba |
| 7-Apr-2015 | X | | | RAPID/UNOPS | Juba |
| 8-Apr-2015 | X | | Yanga Moses Mega Trading Company | Contractor, Juba-NimuleRd Maintenance | Juba |
| 8-Apr-2015 | X | | Premier Contractors | Contractor, Gumbo – RejafTrial Rd | Juba |
| 8-Apr-2015 | X | | Prism Constructors | Contractor, Yei – Morobo trunk | Juba |

| Date | Meeting | Field Visit | Description | Project/Organization | Location |
|-------------|---------|-------------|---|---|-------------------|
| | | | | road | |
| 9-Apr-2015 | | X | Field visit: Gumbo – Rejaf East trial road | Premier Constructors, SMOPI | Juba |
| 9-Apr-2015 | X | | South Sudan Road Authority | South Sudan Road Authority/Ministry of Transport, Roads and Bridges | Juba |
| 10-Apr-2015 | X | | Briefing by Premier Group on Gumbo-Rejaf trial road | Premier group | Juba |
| 10-Apr-2015 | X | | Dep. COP, Tetra Tech | EA IDIQ | Juba |
| 10-Apr-2015 | X | | BASS Group of Companies | Contractor, Kaya, Koni&bridges | Juba |
| 10-Apr-2015 | X | X | Rombur TTI | Rombur TTI Staff | Juba |
| 10-Apr-2015 | | X | Gurei PHCC | RAPID - WASH | Gurei – Juba |
| 10-Apr-2015 | X | | RAPID Mid Term Briefing | USAID | MSI Offices, Juba |
| 12-Apr-2015 | X | | <u>Charles Edeun – ENMARG Group</u> | <u>Contractor, MoroboKajoKeji Feeder Roads</u> | Juba |
| 13-Apr-2015 | X | | UNOPS CES Engineer (Abraham Mach) | UNOPS RAPID CES Feeder Roads | Yei |
| 14-Apr-2015 | | X | Yei-Morobo Feeder Road & Morobo – Yei Trunk Road | UNOPS | Yei/Morobo |
| 14-Apr-2015 | X | | Meet Payam administrator, Otogo Payam | UNOPS RAPID CES Feeder Roads | Yei |
| 14-Apr-2015 | X | X | Morobo County roads | Kalaba CBO | Yei |
| 14-Apr-2015 | X | X | Morobo County roads | Anika Community Based Organizations | Umbasi - Morobo |
| 15-Apr-2015 | X | | Panyume Payam Administrator | RAPID CES Feeder Roads & Panyume PHCC (WASH) | Panyume - Morobo |
| 15-Apr-2015 | X | X | Panyume PHCC visit | Panyume PHCC (WASH) | Panyume - Morobo |
| 15-Apr-2015 | | X | Kaya, Koni bridges | UNOPS RAPID CES Feeder Roads | Yei/Morobo |
| 20-Apr-2015 | X | | KII USAID AOR | USAID South Sudan | MSI – Juba |
| 20-Apr-2015 | X | | Ap-Tech Solar Company | Solar Contractors, Tambura | Tongping- Juba |
| 21-Apr-2015 | X | | Ministry of Transport, Roads and Bridges | SSRA Capacity Building Trunk, Feeder & Trial Roads Bridges | Juba, South Sudan |
| 21-Apr-2015 | X | | South Sudan Road Authority | SSRA Capacity Building Trunk, Feeder & Trial Roads Bridges | Juba, South Sudan |

| Date | Meeting | Field Visit | Description | Project/Organization | Location |
|-------------|----------------|--------------------|--|--|--------------------|
| 21-Apr-2015 | X | | KII - USAID Gender/ M&E Specialist | USAID – South Sudan Office | MSI – Juba |
| 21-Apr-2015 | X | | KII - USAID D &G | USAID – South Sudan Office | MSI – South Sudan |
| 21-Apr-2015 | X | | Ministry of Rural Water | Tambura Water Project | Juba, South Sudan |
| 27-Apr-2015 | X | | Exit Briefing & Presentation | USAID – South Sudan Office | Juba, South Sudan |
| 27-Apr-2015 | X | | Central Equatoria State Ministry of Health | PHCCs (WASH) | Juba, South Sudan |
| 28-Apr-2015 | X | | Director General, National Ministry of Education | TTI Rehabilitation | Juba, South Sudan |
| 29-Apr-2015 | X | X | Secretary General, NCRC | National Constitution Review Commission (NCRC) Project (D&G) | Juba, South Sudan |
| 29-Apr-2015 | X | | Presentation of findings to UNOPS and other Stakeholders | Implementing Partner & Stakeholders | Juba, South Sudan. |

ANNEX IX: ORGANIZATIONS AND INDIVIDUALS CONTACTED OR INTERVIEWED

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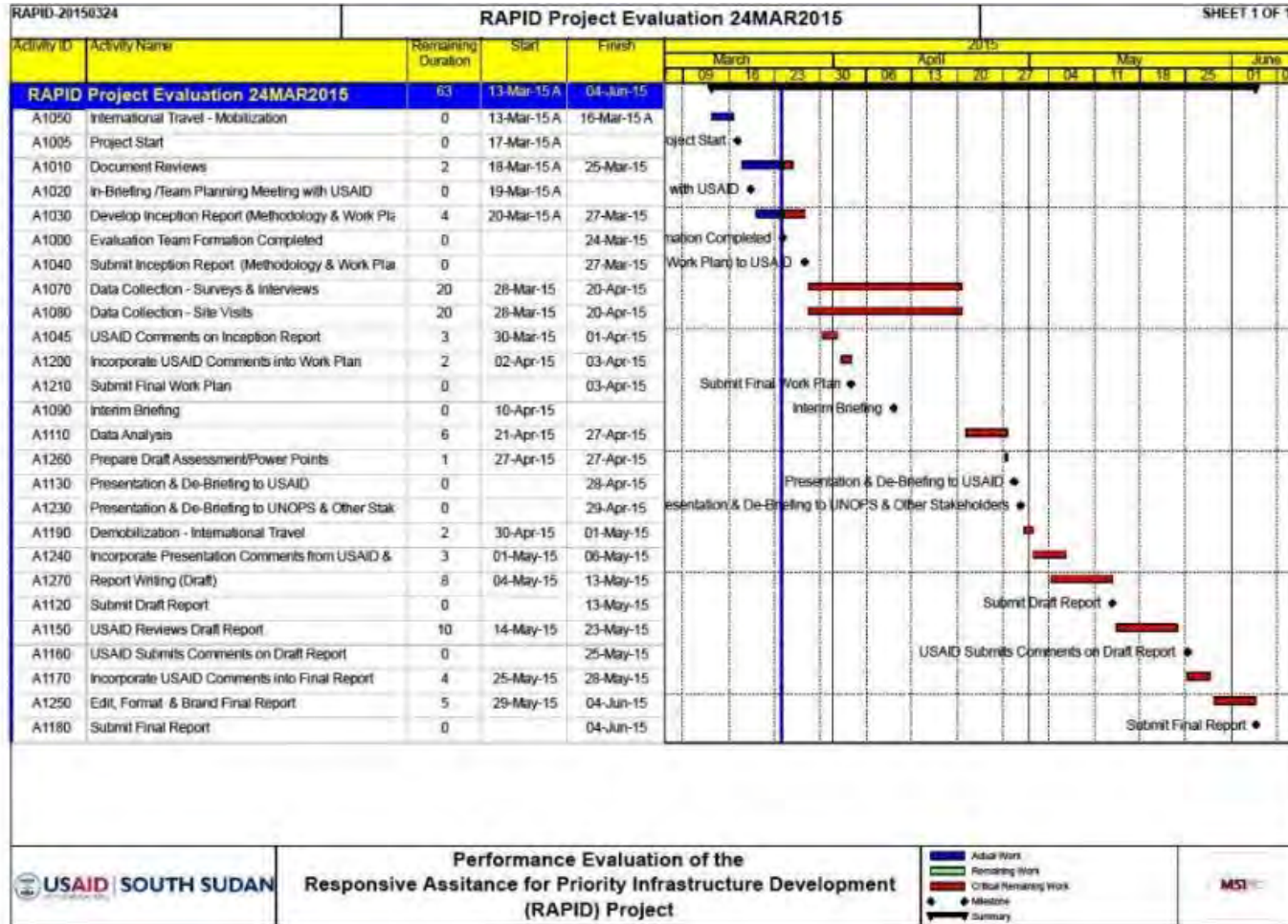
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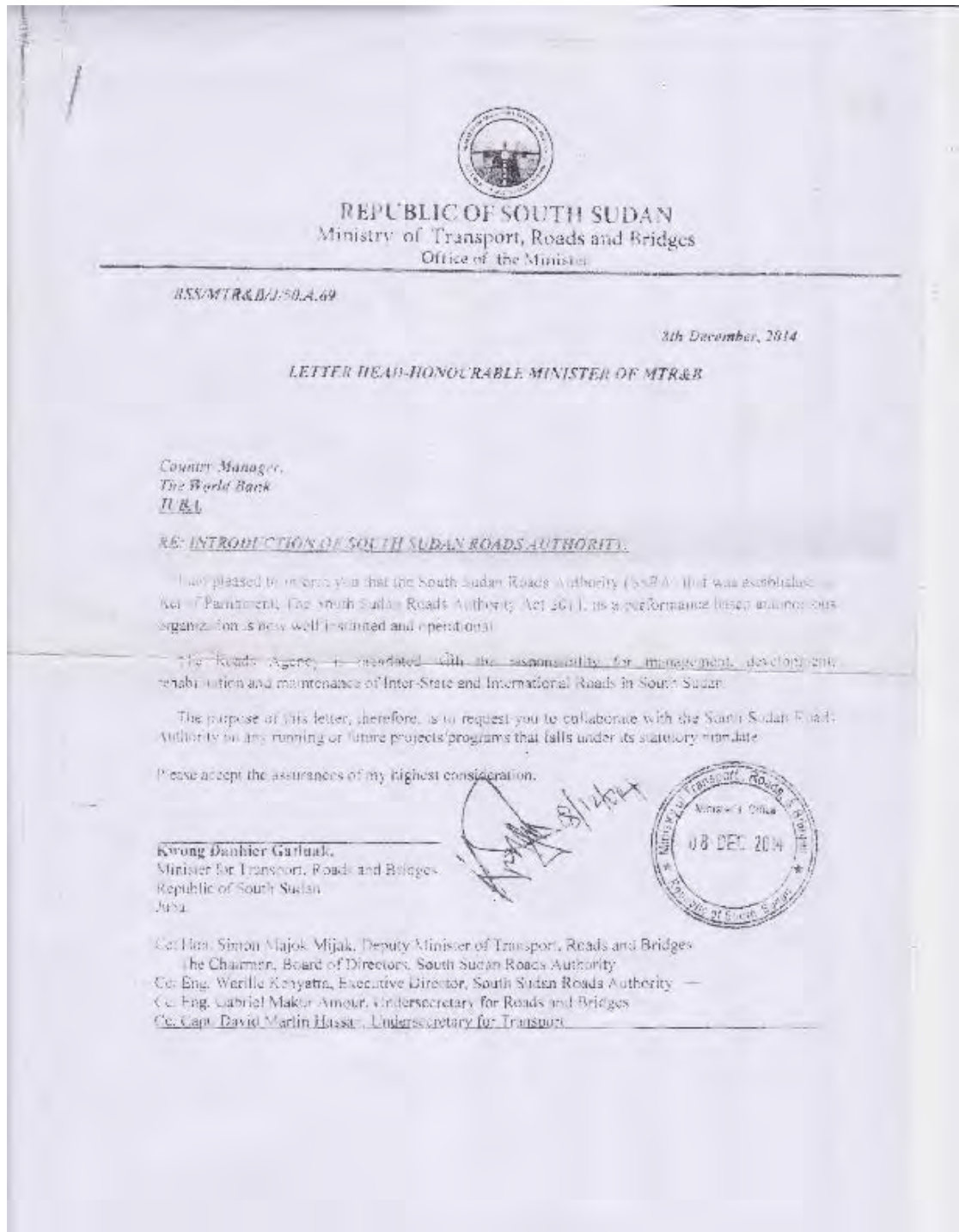
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| 108. | Abraham Mach | UNOPS | Project Engineer | abrahamj@unops.org |
| 109. | Samuel TabanKilombe | Yei Town Water & Sanitation Services Ltd. | Managing Director | skilombe@gmail.com |
| 110. | Hon. John Natana Abraham | National Constitutional Review Comm. | Secretary General | Natana.abraham@gmail.com |
| 111. | Charles Edeun | Enmarg Group, Inc. (Contractors) | Managing Director | enmarggroupinc@gmail.com |
| 112. | Marc Dawson | Tetra Tech/Feeder & Trunk Roads Pgm. | Deputy Chief of Party, | dawson@tetrattech.com |
| 113. | Mboribamu Renzi Tomburo | Tambura County | Paramount Chief | smartbaabe@gmail.com |
| 114. | Terry Kramer | USAID/Haiti | Chief, Office of Infrastructure, Engineering & Energy | |

ANNEX X: OVERALL EVALUATION TIMELINE



ANNEX XI: MTRB MINISTER'S LETTER ON SOUTH SUDAN ROAD AUTHORITY



ANNEX XII: DISCLOSURE OF ANY CONFLICTS OF INTEREST

| | |
|---|---|
| Name | Dr Charles Balina |
| Title | Team Lead |
| Organization | Management Systems International |
| Evaluation Position? | Team Leader Team member |
| Evaluation Award Number <i>(contract or other instrument)</i> | 607300.01-500-03-11 |
| USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i> | Responsive Assistance for Priority Infrastructure Development (RAPID) Cooperative Agreement No:AID-668-A-12-00001 Implementing Partner: United Nations Office for Project Support (UNOPS) |
| I have real or potential conflicts of interest to disclose. | Yes/No |
| If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. | N/A |

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

| | |
|---|---|
| Signature | |
| Date | |
| Name | Douglas Shuster |
| Title | |
| Organization | Management Systems International |
| Evaluation Position? | <input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member |
| Evaluation Award Number <i>(contract or other instrument)</i> | 607300.01-500-03-11 |
| USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i> | Responsive Assistance for Priority Infrastructure Development (RAPID) Cooperative Agreement No:AID-668-A-12-00001 Implementing Partner: United Nations Office for Project Support (UNOPS) |
| I have real or potential conflicts of interest to disclose. | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. | N/A |

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

| | |
|------------------|--|
| Signature | |
| Date | |

| | |
|---|---|
| Name | Simon Peter Wani |
| Title | Evaluationist |
| Organization | Management Systems International |
| Evaluation Position? | <input type="checkbox"/> am Leader Team <input checked="" type="checkbox"/> member |
| Evaluation Award Number <i>(contract or other instrument)</i> | 607300.01-500-03-11 |
| USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i> | Responsive Assistance for Priority Infrastructure Development (RAPID) Cooperative Agreement No:AID-668-A-12-00001 Implementing Partner: United Nations Office for Project Support (UNOPS) |
| I have real or potential conflicts of interest to disclose. | <input type="checkbox"/> s No <input checked="" type="checkbox"/> |
| If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. | N/A |

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the

information for any purpose other than that for which it was furnished.

| | |
|------------------|--|
| Signature | |
| Date | |

U.S. Agency for International Development
1300 Pennsylvania Avenue, NW
Washington, DC 20523