



**THE REPUBLIC OF SOUTH SUDAN (RSS)
MINISTRY OF AGRICULTURE, FORESTRY, COOPERATIVES
& RURAL DEVELOPMENT
(MAFC&RD)**



**TRAINING AND CAPACITY DEVELOPMENT POLICY
(2012 – 2017)**

JULY, 2011

PREFACE

This is first Agricultural and Forestry Training and Capacity Development Policy developed in South Sudan. It is addressed to all stakeholders involved in the agricultural sector within South Sudan, be they public, non-governmental organizations, community based organization or private sector investors. The policy was developed as a guide to all players of the sector on how to strengthen coordination, partnership and collaboration. The success of the implementation of this policy is predicated on the commitment of all sector players: public and private sector service providers, farmers and developmental partners. Implementation of this policy will contribute towards improved transfer of skills and knowledge and management of higher agricultural sector productivity, a key prerequisite to poverty reduction and enhanced food security. The Ministry of Agriculture, Forestry, Cooperatives & Rural Development is committed to spearhead facilitation of policy implementation by all the stakeholders, including establishing relevant frameworks necessary for improving training management in the country.

The overarching objective of the Republic of South Sudan (RSS) is to ensure food self-reliance and contributes to regional and global food security by 2013. The 2011-2013 target is to produce at least two million metric tons of cereals per year through an increase in productivity from 0.5 to 1.0 Mt/ha and expansion average farm size from 0.5 to 3-5 ha. The Government also intends to implement “cut one tree, plant five” policy in all ten states. One priority area of interventions is training and building institutional and human capacity to provide effective policy and strategic guidance to agricultural development. One hindrance to achieve the stated agenda is that South Sudan has very few qualified persons in public and private sectors. This challenge requires availing as many people a chance to access education, several schemes for complementary agricultural and forestry education including women, disadvantaged groups and youths.

Alternative forms of education to improve development of agriculture and forestry could include adult education, pastoralist education, accelerated and professional learning, technical and vocational education, etc. There is also need to invest in physical infrastructure to accommodate increasing demand for training in the country. Adoption of private and public partnership (PP) approach and mobilising resources

from donors and development partners would expedite training and capacity development.

Therefore, the objective of this policy is to improve public services delivery and private agribusiness performance that enhances agricultural productivity, food security, household incomes and sustainable development. This will be achieved through improvement of skills, knowledge and attitude at all levels and in all professional disciplines in agriculture and forestry. Ideally, in collaboration with the national government, state governments will be encouraged to establish agricultural training centres to enhance skills and capacity of farmers to improve productivity and food security. Enhancement of institutional capacity and resource mobilisation will play a crucial role in the implementation of this policy.

Hon. Dr. Betty Achan Ogwaro
Minister of Agriculture and Forestry

EXECUTIVE SUMMARY

The prolonged civil war in South Sudan destroyed much of the country's infrastructure and seriously eroded human capacity needed for development. Based on the FAO Capacity Needs Assessment Study, over 60% of the total work force in the Ministry of Agriculture, Forestry, Cooperatives & Rural Development (MAFC&RD) and the Ministry of Animal Resources and Fisheries (MARF) have no formal education or training, and at best hold only elementary school certificates with no specialized skills. In terms of gender, 80% of women employees in MAFC&RD and MARF are in the unclassified job category and a greater part of them are functionally illiterate. All unclassified staff have no or very low levels of education, e.g. dropouts after 2-5 years of schooling.

Upon the signing of the Comprehensive Peace Agreement (CPA) in 2005, the Republic of South Sudan (RSS) embarked on a recovery programme aimed at re-opening the country to accelerate socio-economic development. The Government has focused on agriculture and forestry as well as animal resources and fisheries as the backbone of the country's economic development. However, with an employee base of such low academic training and specialized skills, it is not feasible for MAFC&RD and MARF alone to undertake technical and specialized work to accomplish its goals and mandates.

Currently, agricultural productivity in South Sudan is extremely low partly due to low performance of the public sector and the farming community which is attributed to poor attitude and low capacity in skills and knowledge. Lack of institutional capacity to support implementation of knowledge and skills development is one of the major factors contributing to low performance in agriculture. In the civil service there is a high level of vacancies. However, low civil service performance is also exacerbated by lack of operational human resources systems and procedures for staff recruitment, selection, appointment, appraisal, motivation, staff development and training. In other words, management, administration, planning and supervisory ("soft") skills are weak and there is limited capacity among existing institutions to improve these skills.

In terms of farmers, high level of illiteracy constitutes a major challenge to acquire knowledge and skills for improved agricultural productivity and their welfare. The country's low literacy and numeracy levels of 16% and 40% among women and men¹, respectively, creates a barrier to access agricultural information, knowledge and skills

¹National Baseline Household Survey (2009).

transmitted through different forms of mass media. Low adoption of improved technology is further exacerbated by the limited capacity in the delivery of agricultural extension services.

Enhancement of competencies through improved knowledge, skills and behavior modification is a necessary condition to effectively formulate and implement development policies, programmes and projects across public and private sector institutions throughout the country. Considering the need for both national and state levels to improve agricultural productivity and food security in the country, it is imperative to develop an effective training and capacity development policy and strategic plan to improve performance of service delivery in both the public and private agricultural sectors. This policy will require establishment of a strong institutional framework and organizational structure which will be the basis for implementing training and capacity development strategies. A strategic plan will be prepared to ensure successful implementation of the policy. The need for local, regional and international public and private sectors collaboration is also critical to achieving the objectives of the policy. The institutional framework will facilitate guidance in policy implementation as well as mobilisation of financial resource within and outside the country.

The policy objective is to improve both public services delivery and private agribusiness performance that enhances agricultural productivity, food security, household incomes and sustainable development. The following policy statements demonstrate an undertaking by government to improve human resource performance to support enhanced productivity in agriculture, forestry, animal resources and fisheries. A five year implementation plan, 2012-2017 will be prepared by the Ministry after adoption of this policy.

Policy Statement No 1

To build agricultural public and private sector human resource capacity at all levels and in all relevant specialisations.

Policy Statement No 2

To enhance institutional capacity to improve appropriate services delivery in partnership with private sector agribusinesses.

Policy Statement No 3

To improve and create adequate capacity for short and long term training in various fields, levels and institutions.

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List of Abbreviations

RSS	-	Republic of South Sudan
PP	-	Public Partnership
MAFC&RD	-	Ministry of Agriculture, Forestry, Cooperatives & Rural Development
MARF	-	Ministry of Animals Resources and Fisheries
CPA	-	Comprehensive Peace Agreement
NGOs	-	Non-Government Organization
FAO	-	Food and Agricultural Organization
MOAARI	-	Ministry of Agriculture, Animals Resource and irrigation
UN	-	United Nations
SMS	-	Subject Matter Specialists
USA	-	United States of America
PPP	-	Promote Public and Private
PIT	-	Policy Implementation Team
TCDCC	-	Training and Capacity Development Consultative Committee
TCD CF	-	Training and Capacity Development Consultative Forum

1.0 BACKGROUND

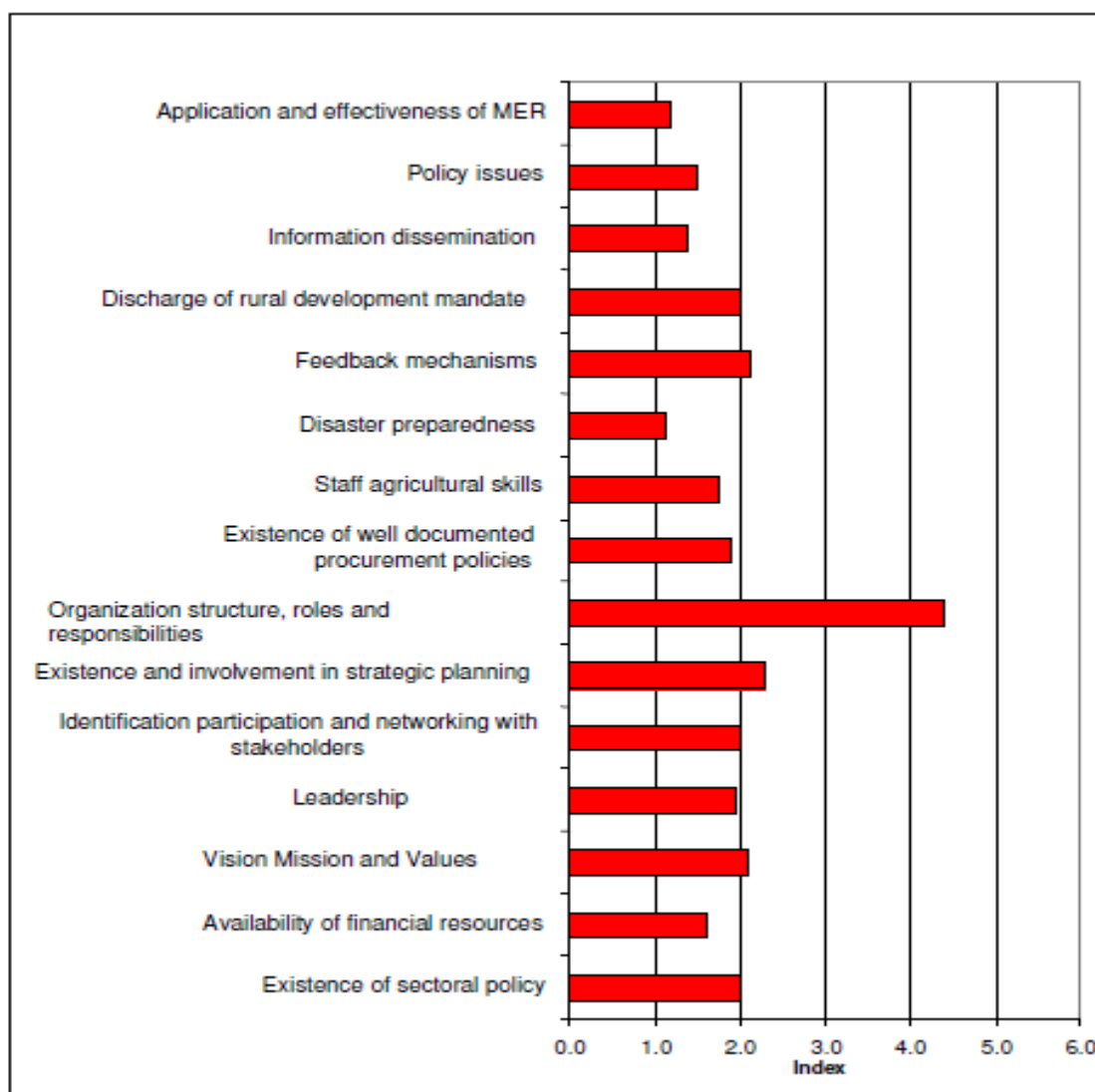
Training for capacity building currently is a high priority need in both the private and public sectors. Donor-funded bilateral projects and non-governmental organizations (NGOs) increasingly are requiring that capacity-building be included in program budgets. Capacity-building needs embrace project staff as well as project beneficiaries. Appropriate capacity-building not only enables service delivery personnel to acquire knowledge and skills needed to operate effectively and efficiently, but also to acquire new values and attitudes related to their inherent but untapped potential. Similarly, capacity-building of beneficiaries reinforces self-confidence and a sense of autonomy thereby avoiding building dependency syndrome.

The prolonged civil war in South Sudan destroyed much of the country's infrastructure and seriously eroded human capacity needed for development. Upon the signing of the Comprehensive Peace Agreement (CPA) in 2005, the Republic of South Sudan (RSS) embarked on a recovery programme aimed at re-opening the country to accelerate socio-economic development. RSS has focused on crop and animal agriculture and forestry as the backbone of the country's economic development. Highest priority is placed on capacity-building and training in technological innovations in order to make agriculture the engine of economic growth.

The Ministry of Agriculture, Forestry, Cooperatives & Rural Development (MAFC&RD) in 201 has an estimated 570 staff at the Juba Headquarters, while at State Government levels there are about 580 staff. However, there is need to validate these estimates through a human resources survey. Classified staff (i.e., those with qualifications that match their job classifications) at national and state levels constitutes 72% and 23%, respectively, indicating that State Governments have far less qualified staff and lower capacity than the national government. In 2008, the Food and Agricultural Organization (FAO) conducted a human resources capacity assessment of the State Ministries of Agriculture, Animal Resources and Irrigation (MOAARI) in five States of South Sudan (Lakes, Western Bahr el Ghazal, Northern Bahr el Ghazal, Western Equatoria and Warap). Study results showed that all states required urgent attention for capacity-building in all areas, with the apparent exception of organizational structure, roles and responsibilities (See Figure 1). Likewise, there was a critical capacity gap for networking and coordination with donors and other in-country stakeholders (i.e., UN and other donor agencies, NGOs, CBOs, private agribusinesses). Although the assessment indicated a higher level of capacity in terms of organizational structure, this assumed the appropriateness of the traditional organizational structures in ministry offices that were formulated and adopted with UN assistance following the

CPA in 2005. These organizational structures call for traditional roles for public sector personnel in technology generation and transfer (traditional public sector staffed and operated experiment stations, demonstration fields, agricultural extension systems, etc.

Figure 1: Overall Capacity at States Level



Source: Capacity Building Needs Assessment Report, September 2008.

Index for each category

- 1 and 2: Little or nothing in place – clear need for increased capacity
- 3: Needs improvement – moderate level of capacity in place
- 4: Needs minor adjustment with no urgency – high level of capacity in place
- 5 and 6: Ideal situation – optimal capacity in place.

It is obvious from Figure 1 that it would take many years to build the qualified public sector staff levels required under these current traditional organizational structures within national and state agriculture-related ministries, and in local governments. In most cases, there is very little installed capacity. Additionally, as already stated, networking and coordination with stakeholders is a critical capacity gap which needs urgent attention.

The traditional public sector organizational structures and staffing patterns that are shown on current organization charts for the national and state level agriculture and animal resources ministries bear little relationship to the realities of current staffing potential now and in the foreseeable future. The government has had little success in attracting qualified personnel from the Diaspora to return and take government jobs. Even if major resources are made available to train large numbers of employees the relatively low public sector salary levels and poor working conditions will tempt these trained persons to leave the public sector and seek employment in the private and donor sectors.

2.0 RATIONALE

Based on the FAO Capacity Needs Assessment Study, over 60% of the total work force in MAFC&RD and MARF have no formal education or training, and at best hold only elementary school certificates with no specialized skills. With an employee base of such low academic training and specialized skills, it is difficult for MAFC&RD and MARF to undertake technical and specialized work to accomplish its goals and mandates. In terms of gender, 80% of women employees in MAFC&RD and MARF are in the unclassified job category and a greater part of them have are functionally illiterate). All unclassified staff have no or very low levels of education, e.g. dropouts after 2-5 years of schooling. It requires both urgent short-term, as well as long-term systematic and planned training interventions, in order to upgrade existing staff to even minimum job skills. There is an urgent need for massive and comprehensive training programmes that include formal certificate, diploma and degrees, as well as short-term (on-the-job and in-service) trainings on non-technical “soft” skills.

In order to launch the required training programs for a critical mass of skilled personnel, financing and institutional arrangements must be made with universities, agricultural colleges and training institutes to offer relevant courses in South Sudan and in neighboring countries. Modular courses should be arranged for some of the subjects, where staff attend courses (during dry seasons in particular, when there is not much fieldwork) and complete the entire program (degree or diploma) in successive summers. Soft skills courses such as management, leadership, planning, gender, monitoring and evaluation, and others, can be cost-effective if these are organized and carried out in-country in all localities. Such courses will be organized at states and national levels. Common needs must be identified and use of resources maximized, rather than training a few individuals through isolated courses and locations.

Many types of training can be effective when organized in sequence and in modules where the same staff members attend a series of short courses (five/ten days each) on the same subject in a cycle of a year. This approach will deepen the knowledge and skills of staff while at the same time improving retention of staff in their respective positions.

Given that there is no operational human resources systems and procedures for staff recruitment, selection, appointment, appraisal, motivation, staff development and training, there is need for both national and state levels to develop an effective training and capacity development policy and strategic plan to improve performance of service delivery in both the public and private agricultural sectors.

3.0 CONSTRAINTS, CHALLENGES AND OPPORTUNITIES

Low productivity in the agriculture and forestry sectors (including animal resources and fisheries) is the major cause of food insecurity, rural poverty and low economic growth in South Sudan. Although there are many contributing factors, low performance in public sector services delivery is a major cause.

Figure 2 shows data from five states related to their capacity to discharge their rural development mandates in 2008. The majority of staff in agriculture-related public sector organizations had little understanding of their mandates. Similarly, in the absence of clear job descriptions and deliverables, personnel were not accountable, and was not possible to determine the required capacity of a given staff position. Lack of capacity undermines the country's potential to achieve its primary development agenda of enhanced food security and improved rural livelihoods.

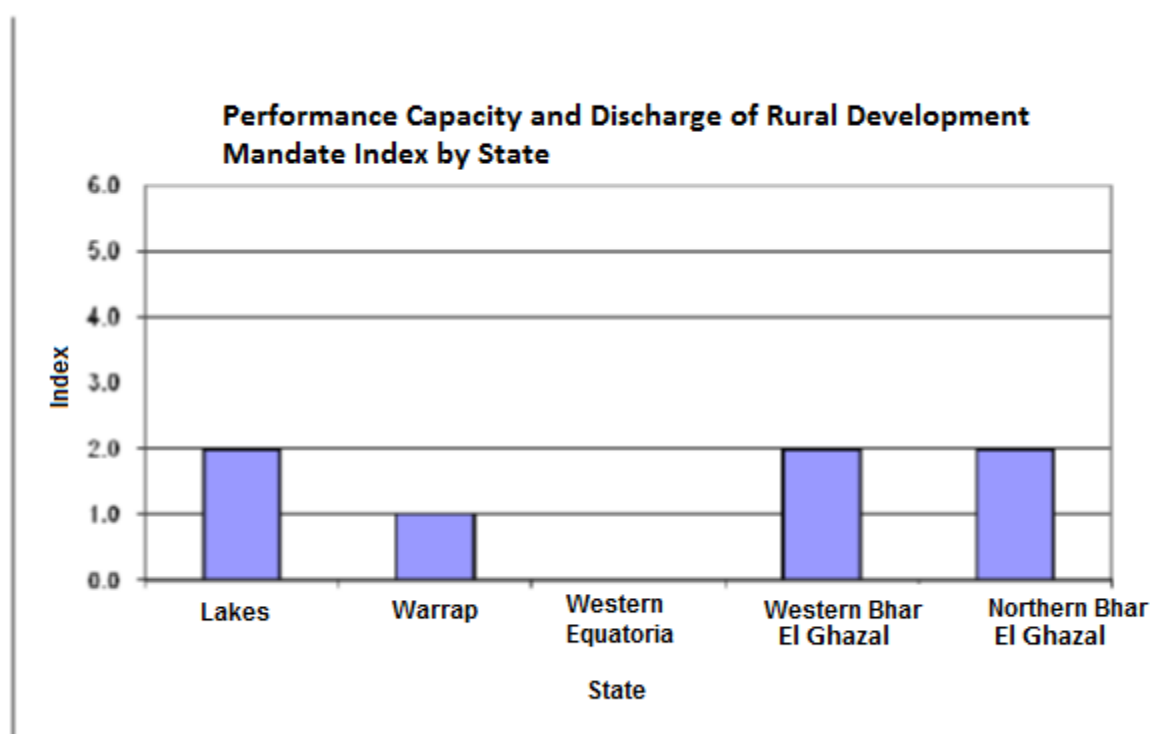


Figure 2: Performance Capacity Discharge of Rural Development Mandate

Source: Capacity Building Needs Assessment Report, September 2008.

Low performance of the public sector can partly be attributed to high levels of vacant positions, but even limited skills and knowledge. Illiteracy among the farming community and the protracted war, which decimated education and training

infrastructure along with human resources (including professionals), also contribute to low sector performance.

3.1 CONSTRAINTS

3.1.1 Low Skills, Knowledge and Behaviour

Performance in service delivery is largely part a function of the degree of competence in the specified functions detailed in the respective job descriptions. Competencies encompass knowledge, skills and behaviour, which are required in an individual to effectively perform the functions of a particular position². Competencies may be broadly divided into those that are core skills which public servants in the agriculture sector need to possess with different levels of proficiency for different functions. One set of these competencies pertain to leadership, financial and people management, information technology, financial project management, and communication. The other set of competencies relate to the professional or specialized skills, which are relevant for specialized technical functions such as, agricultural extension, research, post-harvest, irrigation, flood control, farmer organizations, agribusiness development support, etc.

In South Sudan, limited human capital is perhaps the greatest constraint to economic growth and social development. Enhancement of competencies through improved knowledge, skills and behavior modification is a necessary condition to effective formulation and implementation of development policies, programmes and projects across public and private sector institutions throughout the country. Management, administration, planning and supervisory (“soft”) skills are weak and there is limited capacity among existing institutions to improve these skills. Little or no organizational and management technology is being used by South Sudanese institutions, and what is being used appears to be greatly underutilized. Evidence of low performance with respect to skills, knowledge and behavior is confirmed by the low levels and qualities of outputs of public servants, as measured against their respective job descriptions (Figure 3).

Results of the the FAO Capacity Needs Assessment Study in the five States of South Sudan (as presented in Figure 3) show that on average, staff agricultural skills in each state ministry were rated low (1.7), demonstrating a major capacity gap in the sector. Only Warrap and Western Bhar El Ghazal appeared to have limited staff with moderate agricultural technical skills.

²Government of India, Training Division, Department of Personnel and Training (2010).

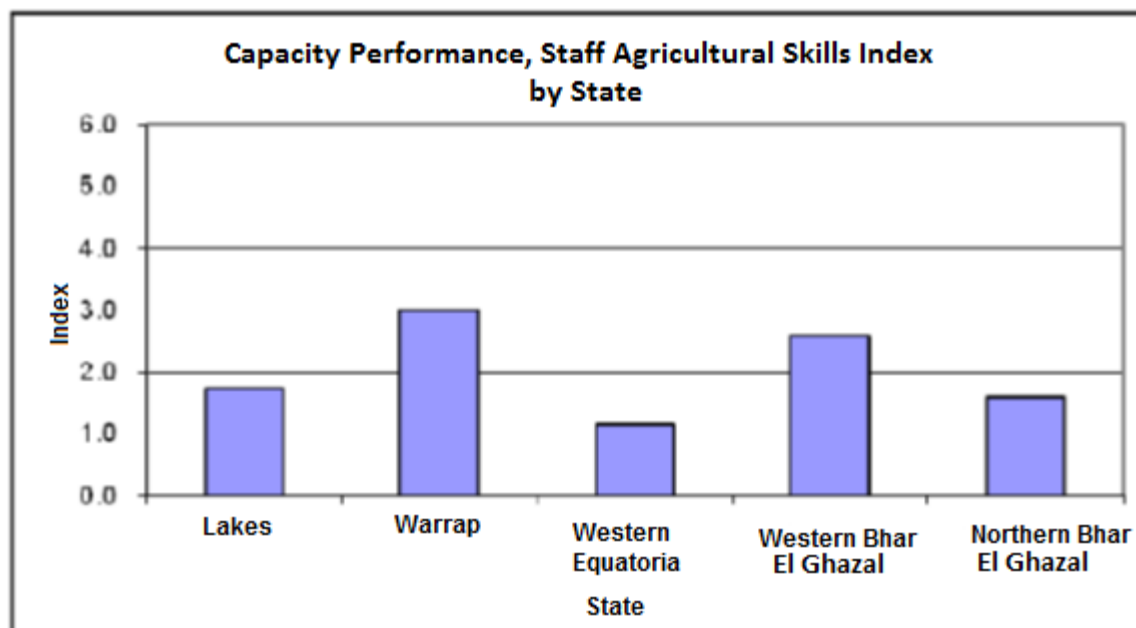


Figure 3: Capacity Performance, Staff Agricultural Skills Index by State

Source: Capacity Building Needs Assessment Report, September 2008.

At farm and community levels, inadequate skills and knowledge are a reflection of high illiteracy rates that inhibit knowledge transfer required for adoption of modern production technologies³, which in turn limit productivity improvement in agriculture, forestry and animal resources. National literacy and numeracy levels are estimated at 16% and 40% among women and men⁴, respectively. High illiteracy rates among rural women reduce the effectiveness of extension services and access to knowledge and skills provided by MAFC&RD and its partners. Considering the importance of women in handling most household tasks, as well farm production activities, lack of literacy is a severe impediment to applying improved knowledge and skills to generate increased income from agricultural, forestry and animal resource activities. Additionally, socio-cultural norms and values often create negative attitudes among some farming communities with regard to adoption of modern technologies, thereby further stagnating agricultural productivity and generating increased household income.

3.1.2 Inadequate Trained Personnel

One recurring critical issue in South Sudan has been the overwhelming need for training and capacity development. This is a prerequisite to rebuilding national

³Estimates by FAO Annual Needs and Livelihood Analysis Report³ (2010), indicate that the average yield of cereals over a period of ten years is less than 800kg/ha, compared to about two to three tonnes/ha in neighbouring countries.

⁴Source: National Baseline Household Survey (2009).

capability to improve livelihoods and economic well-being, especially in agriculture, forestry and animal resources, which are the main productive sources of economic growth and household income. There is inadequate trained and qualified staff to meet the huge demand for effective service delivery in both the public and private sectors. Based on the training needs assessment study by Cogswell, Hailer, Holm, Purcell and Smith (2005)⁵, basic literacy levels in the country are among the lowest in Africa and will continue to delay South Sudanese growth and development for a generation or more. The study observes that there are many governmental, indigenous and international partners in South Sudan, but there is little coordination and information sharing among them. In addition, institutional capacities at all government levels are extremely weak, and there are few standards against which quality improvement can be measured.

Based on a sample of personnel analyzed in the Capacity Needs Assessment Study in the five States of South Sudan (see Table 1, below), the largest share of University trained personnel (28%) were in animal resources, followed by agriculture and extension (22%), and planning and training (13.4%). Trained personnel at the diploma level in agriculture and extension constituted the largest share of skills development (45%), followed by technicians in agriculture and forestry (25.5%), and then agriculture headquarters staff (10.7%).

Table 1: Percentage of Trained Personnel in Five States of South Sudan

Education level by department	Education unspecified	No Education	Intermediate/ Primary	Secondary/ Technical intermediate	S.S.S.C	College	University
Administration & finance	1.0	5.5	1.0	2.5	9.8	7.4	3.7
Agricultural headquarters	1.8	31.9	17.0	0.4	24.4	10.7	8.5
Agriculture & extension	11.1	16.2	7.0	23.2	9.1	45.1	22.0
Agriculture and forestry	54.7	25.7	12.0	30.0	24.4	20.5	12.2
Animal resources	16.2	5.8	35.0	21.5	15.3	7.4	28.0
Aweil rice scheme	3.3	0.2	4.0	3.4	4.4	3.3	0.0
Cooperative	1.4	0.0	0.0	6.3	0.0	1.6	0.0
Fisheries	10.0	9.0	24.0	5.5	8.7	0.8	4.9
Planning and training	0.2	5.8	0.0	0.0	3.6	0.8	13.4
Research	0.1	0.0	0.0	0.0	0.0	0.8	2.4
Soil survey	0.1	0.0	0.0	0.0	0.4	0.8	1.2
Mechanization	0.0	0.0	0.0	7.2	0.0	0.8	3.7
<i>N</i>	<i>813</i>	<i>568</i>	<i>100</i>	<i>207</i>	<i>275</i>	<i>122</i>	<i>82</i>

Source: Capacity Building Needs Assessment Report, September 2008.

⁵Training and Capacity Development Needs Assessment for the USAID Sudan Field Office (2005)

In terms of gender (see Figure 4), approximately 80% of women employees in the five states had no formal education. Males had higher qualifications than females. These results imply that women mostly occupy unskilled positions with little or no direct contribution to service delivery.

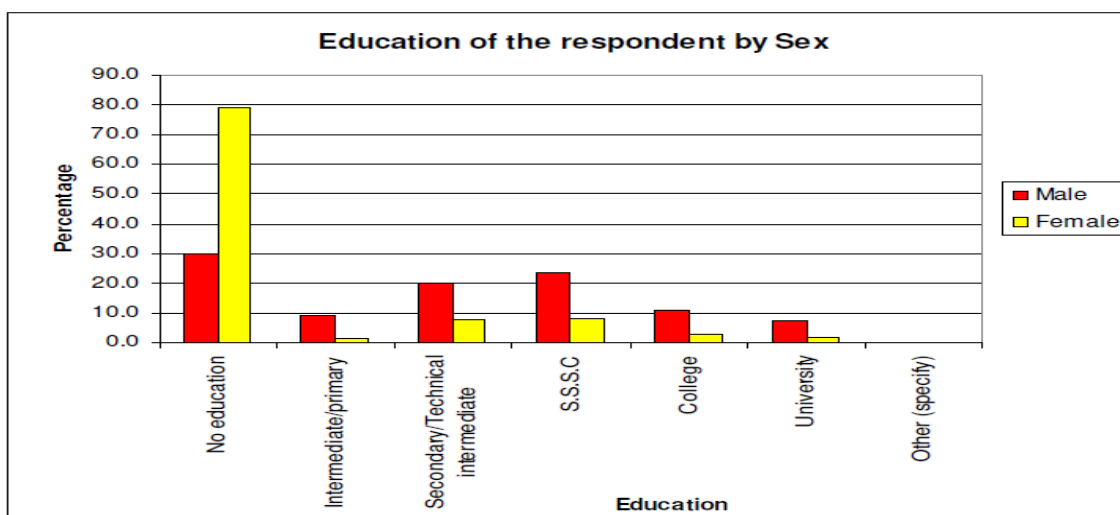


Figure 4: Gender Distribution of Trained Personnel

Source:MAFC&RD Capacity Building Needs Assessment Report, September 2008.

In a related civil service staff profile conducted by MAFC&RD in 2008 (see Table 2), a total of 208 public sector staff at the national level had skills training, of which 53%, 23% and 17%, respectively, had Bachelor degrees, Certificates and Diplomas. At State levels (see Table 3), 30%, 32% and 23%, respectively, had Bachelor degrees, Diplomas and Certificates.

Table 2: Classified Human Resources Available in MAFC&RD Departments

S/N	Directorate	PhD	MSc	BSc	Diploma	Certificate	Total
1	Agriculture Production & Extension			69	12	5	86
2	Research& Training	3	5	11	1		20
3	Planning & Programming			16	3	3	22
4	Forestry		1	14	18	6	39
5	Administration		2	4	1	34	41
	Total	2	7	116	35	48	208

Source: MAFC&RD (2008)

Table 3: Summary of Classified Human Resources Available in 9 states

	State	MSc	BSc	Diploma	Cert	Cert. S. S	Total
A	Agriculture						
1	Jonglei		1	3	13		17

2	Upper Nile	1	32	9	8	13	63
3	Unity	1	8		1		10
4	CES	4	16	16			36
5	EES		4	16	17		37
6	WES		3	18		15	36
7	WBG		13	8	19		40
8	Lakes	1		10	3	3	17
9	Warap		5	7	1		13
10	NBG	Not yet assessed					
	Total	7	82	87	62	31	269

Source: MAFC&RD (2008)

There are five training institutes which belong to the Ministries of Agriculture and Forestry (MAFC&RD) and Animal Resources and Fisheries (MARF). These offer short courses (1-3 months), certificate courses (9 months), and training on demand (as well as community outreach activities). Five of the six are operational. Their intake capacity is limited to 20-30⁶ per year for certificate courses and double that number for short courses. One of their major constraints is the shortage of operational funds because Government pays little more than the staff salaries. Resources for sponsorship of students are difficult to obtain.

Training of MAFC&RD personnel has been based on three approaches:

- (a) Training of staff through formal higher institutions of learning such as Yambio Institute of Agriculture that provided training of technical staff to Diploma level, while training of Certificate level staff was conducted at Yei Agricultural Training Centre, Rumbek Agricultural Training Centre and Amadi Rural Development Institute, respectively. Training of first Degree University graduates has been conducted at various universities in the Country as well as outside the Country;
- (b) The second type of training was done through scholarships offered to MAFC&RD personnel under bilateral agreements with the governments of foreign countries such as USA, GB, the Netherlands, etc. This type of training was geared towards specializations in the various agricultural technical fields, including Subject Matter Specialists(SMS) in various Crops, Vegetables and trees; and

⁶Netherlands Initiative for Capacity development in Higher Education (NICHE) (2011).

- (c) Specialised training conducted through scholarships obtained through Ministry of Public Service and Manpower Development.

The training centres offering short-term and post-primary courses to personnel in the agriculture, forestry, animal resources and fisheries sectors were originally built before the war as government extension training centres. With the assistance of USAID in 2004, these were revived as private training centres. When USAID stopped funding in 2006, the centres were handed over to MAFC&RD and MARF. The centres kept their semi-autonomous status, governed by a Board of Trustees, but now depend completely on government funding. In practice this situation is not workable and it is anticipated that the centres will become part of the government system. Only in this way Government may be in a position to guarantee sufficient funding for the centres. The training centres offer courses and issue certificates that are not accredited by any authority; this causes problems in determining academic qualifications under the government classification system and salary structure, as well as for qualifying graduates for further studies. Accreditation of these courses by other educational institutions in South Sudan is not possible. The courses need to be revised, and laboratory and library facilities need to be improved.

At a higher level, the University of Juba has a College of Natural Resources and Environmental Studies, which offers university level education in seven disciplines. The education is mainly theoretical because the campus lacks proper laboratories and access to experimental fields. Furthermore, the University falls under the responsibility of the Ministry of Higher Education with inadequate linkage and collaboration with the agricultural institutes.

Although South Sudan has low numbers of trained personnel, existing databases indicate that there are a number of highly-qualified professionals in the Diaspora⁷. Based on a preliminary analysis of a sample of 400 South Sudanese professionals in the Diaspora in the database, excellent skills potential exist for experts and volunteers. About 20% of the sample showed teaching experience or an education degree. Almost half of them listed management and community development as their areas of experience. Approximately 25% of the sample indicated experience in economic development skills in agriculture, economics and engineering. The study shows that most had training appropriate for the economic growth sectors, with 40% trained in forestry, agriculture, horticulture, engineering, economics, soil sciences, animal husbandry and farm management (among others). In the health sector, about 34% were

⁷ Study by Cogswell, et al (undated).

trained in fields of family planning, nursing, population, medicine, and public health, etc.

After several years of residence in foreign countries, it is difficult for many in the Diaspora to seriously consider returning home. Changed family and financial conditions present real obstacles to this choice. Some of the younger professionals in the Diaspora have never known their native land and have become used to overseas culture.

It is likely that private sector agribusiness enterprises can better provide financial and work environment incentives to attract qualified professionals in the Diaspora than the public sector that is plagued by low salaries, poor physical infrastructure, unattractive working conditions and a politicized work environment. If there is a way to attract the Diaspora to return, South Sudan would benefit from their work and life experiences as it forms the new civil service, expands the private sector cadre, and rebuilds the institutional infrastructure of the country. The Government has already attempted to encourage many individuals in the Diaspora to return, but seems to lack resources and/or commitment to recruit and retain large numbers of highly-skilled professionals, either as employees or volunteers. The lack of absorptive capacity of a new South Sudan also presents problems related to attracting significant numbers of either paid experts or volunteers. For example, the lack of space, equipment and support staff was mentioned by Diaspora doctors and lawyers as obstacles to their accepting a position. Initial findings from the “Skills” surveys revealed that while the majority of potential “applicants” would be willing to return and, in fact, are eager to return, a set of conditions would need to be in place for this to happen.

3.2 CHALLENGES

3.2.1 Limited and Poor Infrastructure for Training Institutions

In South Sudan, the 2009 total budget for the Directorate of Research, Training and Extension was only SDG3.5 Million⁸ of which SDG1.1 Million was for salaries and a mere SDG75,720 was for operations. This budgetary allocation was meant to respond to operations of three departments within the MAFC&RD Directorate of Research, Training and Extension Services. Considering the functions and programmes to be implemented by the three departments, budgetary allocation of only two per cent for operations within the directorate was wholly insufficient to accomplish work plans for

⁸Ministry of Finance and Economic Planning (2010). Approved Budget. Republic of South Sudan.

the fiscal year. With inadequate financing, training infrastructure damaged during the war could not be rehabilitated. Furthermore, development of new training institutions was not possible as demanded by states. Implementing short, medium and long term training programmes also requires considerable financial resources.

Training is a public good, and involvement of the private sector is often limited. However, the private sector benefits from public investment in education and training. The concept of public and private sector partnerships in training is now becoming a world-wide instrument for mobilising additional resources to invest in education and training. This concept of public-private cost-sharing has not been introduced into South Sudan. Some strategic private sector participation can serve as political leverage to encourage greater public sector financial allocations to this critical national need. Although the Government has a national curriculum and training delivery framework and infrastructure, it lacks a training strategy and a long term training investment plan.

Training capacity in terms of space and equipment is one of the major challenges affecting the country's capability to increase the number of trained personnel in the civil service, as well as in the private sector.

3.2.2 Low Institutional Capacity

Institutional arrangements are defined as a combination of legislation and regulations, policies and guidelines, administrative structures, economic and financial arrangements, political processes, customs and key participation of stakeholders in the organization. Therefore, the term "institutions" refers to the set of relationships between groups (rules), while the term "organizations" refers to the structured cooperation of groups (players).

One of the roles of the Directorate of Research, Training and Extension is to create and develop balanced training and capacity building among civil servants and the farming communities to improve agricultural productivity and enhance economic growth and development. However during the post CPA era, the Directorate has not effectively trained civil servants to create capacity to develop agricultural and forestry policies, legislation and regulations.

Some of the reasons for low capacity development include budgetary constraints, inadequate training institutions and qualified teaching staff, low linkages and coordination with local, regional and international training institutions. In addition, selection of trainees by states has not complied with basic requirements such as

qualifications and language (mostly Arabic). In terms of farmers, low extension capacity and a high degree of illiteracy have limited agricultural capacity development in knowledge and skills. In this context, low institutional capacity is one of the contributing factors to low performance in agricultural sector. This implies that promulgated policies and legislation have not effectively contributed to the national development agenda of increasing production, creating an efficient and self-reliant economy and encouraging a free market, as well as promoting agricultural, industrial and technological development.

In implementing capacity development agenda, the Directorate of Research, Training and Extension was expected to develop training plans, conduct training needs, assessment, prepare curriculum through training institutions and recruit staff and students. Some of these functions such as planning and training needs analysis were supposed to be done in collaboration with the Ministries of Public Services & Human Resources Development and Higher Education, Universities, Technical Colleges, NGOs, national and international organizations and the private sector. However, the organization structure of MAFC&RD/RSS did not provide for this arrangement. The organizational is not consistent with the training and capacity development agenda of the Directorate of Research, Training and Extension Services. As such, the Directorate has been implementing training and capacity development agenda with minimal coordination with States and other relevant institutions. Furthermore, the Directorate comprises three departments which are understaffed and overloaded with research, training and extension services programmes. Implementation of these programmes has been hampered by limited resource allocation.

3.2.3 Gender Inequality

As stated earlier approximately 80% of women employees in the five states had no formal education, implying that women mostly occupy unskilled positions with little or no direct contribution to service delivery. A deep-rooted gender disparity also prevails in South Sudan in relation to girl-child and technical education. Less than one percent of girls complete primary school. Only seven percent of all teachers are female (Bekalo, *et al*, 2008). There is gender imbalance in agricultural education and training and yet women play the major role in agricultural production and marketing. Since women are predominant in agriculture, failing to impart knowledge and skills among them will negatively affect sustainable growth and development in the sector.

3.2.4 People with Disabilities

Reliable estimates of the number of people with disabilities in South Sudan do not exist. However, reports based on Ministry of Health figures put the number at 1.5 million people, or 10% of the population (Save the Children, 2011). This number of disabilities was caused by the protracted civil wars. Many families in rural communities have disabled members whose livelihood is dependent on agriculture and forestry. Therefore, training programmes must be especially developed to take this into account and use hands-on training techniques to teach new skills to persons with disabilities in agriculture and forestry.

The report by the Save the Children observes that Governments and non-governmental organizations around the world are developing special programmes for persons with disabilities. The main objective is to enable rural persons with disabilities to become economically self-reliant through income generation as small-scale entrepreneurs.

3.3 OPPORTUNITIES

3.3.1 National, Regional and International Training Institutions

Many donors and developing partners have recognised the importance of training and capacity development in South Sudan at this early stage of national development. South Sudan's government institutions have undergone breathtaking development in capacity building since 2005. Several regional and international agencies in different countries are also willing to support capacity development. These institutions include Makerere University, Nairobi University, University of Pretoria, Virginia-Tech, IFPRI, ASARECA, AGRA, IFDC, etc. With these training and capacity building opportunities, there is need to forge strong, strategic and sustainable linkages with various partners. Financial support for capacity building initiatives has also come from development partners such as USAID, EU, World Bank, IFAS, GTZ and Netherland.

3.3.2 Professionals in the Diaspora

South Sudan has low capacity in several areas including training, research, extension, agronomy, plant pathology, entomology, mechanization, horticulture and silviculture. However, there are highly-qualified professionals in the Diaspora who have the potential to contribute towards training and capacity development in these areas. Improved working conditions and emoluments could attract the Diaspora to come back home.

3.3.3 Increased Demand for Training

Following the independence of the country, there is great potential for domestic and foreign investors to contribute towards the development of the agriculture and forestry sectors. Development of the sector is likely to include commercialisation and industrialization, marketing and trade of agricultural and forest products. These will require specialised knowledge and skills, leading increased demand for training and capacity development. In addition, increased demand for training and capacity development will increase development of infrastructure and upgrade existing institutions. This can be supported through public-private sector partnership (PPP).

4.0 POLICY VISION, MISSION AND GOALS

MAFC&RD will collaborate with other government organizations alternative policy options that will significantly enhance the effectiveness of public sector professional staff to achieve rapid and dynamic socio-economic development of the agricultural value chain system throughout South Sudan. It may be unrealistic to achieve much in the short term under the current traditional organizational and planned staffing structures of the national and state ministries related to agricultural value chains. MAFC&RD/RSS will collaborate with other relevant public and private stakeholders in exploring policy options that greatly augment the role of the private sector in crop and animal agricultural technology generation, testing, verification and transfer. Such policy options shift major functions and responsibilities related to technology testing, verification and transfer to private sector agribusinesses that also provide input supply and output marketing services to smallholder producers. This shift of responsibilities into the private sector will reduce concomitantly public sector functions, roles and qualified staffing requirements. Under the new constitutional mandate, development policies will call for appropriate public sector institutions to contract with private sector integrated producer services agribusinesses to provide technology generation, testing and verification services, as well as comprehensive technology transfer services and assistance to smallholder farmers.

With robust participation of “integrated producer services agribusinesses” as major implementing partners, state and national ministries will require much smaller staffing levels, especially in terms of technical specializations. Instead, required qualifications will be with much smaller numbers of staff with “soft” skills, such as contract negotiation, administration and management, as well as monitoring and evaluation. A small number of appropriately trained technology specialists still will be required to provide technical oversight and quality control. This changed policy focus mandated by the ICSS (and a suggested model for implementation arrangements) is more fully developed in the companion policy document entitled “Policy Framework for Facilitating Integrated Producer Services to Smallholder Farmers.”

4.1 VISION

Improved human resource performance to support enhanced productivity in agriculture, forestry, animal resources and fisheries.

4.1.1 MISSION

Facilitate and promote education and training activities for all public and private sector personnel, with a view to enhancing delivery of technology transformation services in agriculture, forestry, animal resources and fisheries.

4.1.2 GOAL

To contribute to increased agricultural and forestry productivity, food security and poverty reduction through improved performance of the civil service and the farming community.

4.2 GUIDING PRINCIPLES

The following are the guiding principles for the Training and Capacity Development Policy:

Inclusiveness

Create and promote opportunities and a conducive environment for all stakeholders to participate effectively in plant protection service delivery.

Transparency

Establish mechanisms for participatory resource allocation, peer review, information sharing and open discussion on resource mobilisation and utilisation.

Integrity

Promote professionalism, trust and ethics in services delivery.

Accountability

Ensure strict adherence to the principles of corporate governance in terms of value-for-money in resource allocation, utilisation, accountability, transparency and reporting to various actors in training and capacity development.

Adherence to national goals, vision and mission

Ensure adherence to the vision, mission and the goal of the national Food and Agricultural Policy of the Government of South Sudan.

Mainstreaming Gender, People with Disability and Youths

Ensure the equitable access to training and capacity development to all persons including women, people with disability and youths.

4.3 MAJOR OBJECTIVES

The overall objective is to improve both public services delivery and private agribusiness performance that enhances agricultural productivity, food security, household incomes and sustainable development.

4.3.1 Policy Statement on Human Resource Capacity Building

Problem Statement No. 1

Lack of human resource capacity with relevant specialization at all levels needed to build agricultural public and private sector.

Policy Statement No. 1

Build agricultural public and private sector human resource capacity at all levels and in all relevant specialisations.

Implementation Strategies for Policy no. 1

- (i) Conduct a comprehensive training needs analysis and develop a strategic plan to implement short, medium and long term capacity development in collaboration with national, regional and international training institutions;
- (ii) Conduct in-service training for staff development including women and people with disabilities in order to improve performance, through: Induction/orientation training, On-the-job training, Leadership training, Refresher or maintenance training, Career development training, Farmer Training.
- (iii) Introduce agriculture and forestry curriculum in primary and secondary schools; as training needs increase, there is need to decentralise agricultural and forestry training programmes so that each State should have its own training centre;
- (iv) Develop and harmonise guidelines to identify individuals who must be trained at various levels; and
- (v) Improve working conditions emoluments and benefits for civil servants to be retained and also attract professionals in the Diaspora to contribute to training and capacity building in agriculture and forestry.

Flagship project for policy no. 1

Agriculture and Forest Curriculum in Schools

4.3.2 Policy Statement on Institutional Capacity Building for Service Delivery

Problem Statement No. 2

Inadequate institutional capacity to improve appropriate service delivery in partnership with private sector.

Policy Statement No. 2

Enhance institutional capacity to improve appropriate services delivery in partnership with private sector agribusinesses.

Implementation Strategies for Policy No. 2

- (i) Conduct a functional review of all public sector agriculture-related departments and directorates to determine appropriate size and structure;
- (ii) Enhance capacity in analysis, formulation, review and dialogue of agricultural policies, legislation, regulations and strategic plans and budgets;
- (iii) Ensure that principles of corporate governance are implemented and adhered to by management in the sector;
- (iv) Establish a system of linkages and coordination with other RSS line Ministries and States, farmers, development partners, NGOs; local, regional and international research and training institutions, and private sector agribusinesses; and
- (v) Ensure that private sector owned Institutions official certificates, diplomas and degrees are accredited.

Flagship project for policy no. 2

Policy for pluralist Capacity Building Framework

4.3.3 Policy Statement on Short and Long Term Trainings

Problem Statement No. 3

Lack of capacity building in various field levels and institutions.

Policy Statement No. 3

Improve and create adequate capacity for short and long term training in various fields, levels and institutions.

Implementation Strategies for problem no. 3

- (i) Promote public and private sector partnerships (PPP) to mobilise resources for training infrastructure development;
- (ii) Encourage private sector to invest in training and capacity development; and
- (iii) Encourage Government, development partners and private agribusinesses to collaborate with and support training institutions in rehabilitating and maintaining training infrastructure.

Flagship project for policy no. 3

Established PPP Framework for Training Infrastructure Development

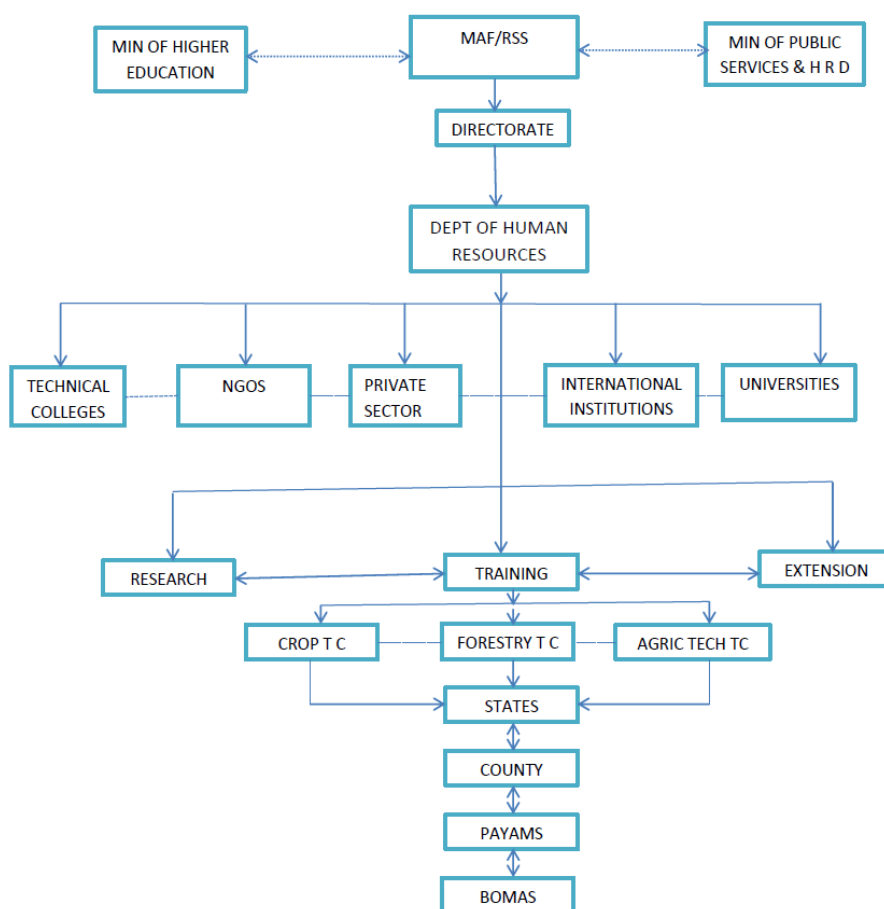
5 INSTITUTIONAL AND IMPLEMENTATION FRAMEWORK

Sustained and steady resource allocation, leadership and efficient management provide a basis for effective implementation of short and long term Training and Capacity Development Policy. Establishment of a strong institutional framework and organizational structure will be the basis for policy implementation. A strategic plan is required to ensure successful implementation of this policy. The need for local, regional and international public and private sectors collaboration is critical to achieving the objectives of the policy.

5.1 INSTITUTIONAL ARRANGEMENTS

Low institutional capacity is one of the limiting factors to training and capacity building in agriculture and forestry.

Proposed Training and Capacity Development Organogram



TC = Training Centre

Currently, the organizational structure is not consistent with the training and capacity development agenda of the Directorate of Research, Training and Extension Services. In order to effectively implement this policy, the institutional framework needs to be reviewed and restructured as proposed in Annex 1. All Directorates at MAFC&RD/RSS and State levels need to be properly linked and coordinated to effectively implement the policy. In addition, other RSS line Ministries, donors, development partners, NGOs; national, regional and international partners need strong linkage and collaboration with the Directorate of Research, Training and Extension. As part of establishing the foundation for policy implementation, MAFC&RD/RSS shall constitute a Policy Implementation Team (PIT) which will be involved in managing the transition from the existing to a new institutional framework.

5.2 TRAINING AND CAPACITY DEVELOPMENT CONSULTATIVE COMMITTEE (TCDCC)

Exchange and sharing of information and ideas can effectively contribute to vision of Training and Capacity Development. Training and capacity development has a large number of stakeholders including communities, government, NGOs, donors and development partners, the private sector, academia, national and international organizations. It is therefore important to create a Training and Capacity Development Consultative Committee (TCDCC) that will organize a Training and Capacity Development Consultative Forum (TCDCF) for the majority of stakeholders to contribute to knowledge and skills development. This forum is also intended to provide advice and guidance to TCDCC.

5.3 REGIONAL AND INTERNATIONAL COLLABORATION

Success in policy implementation, monitoring and evaluation can be achieved through networking with national, regional and international training institutions. An opportunity to enhance training and capacity development exists through forging strong, strategic and sustainable linkages with various partners. Since the benefits of implementing this policy are expected to be national in scope, states, counties, Payams and Bomas shall be also included in the network. In carrying out its responsibilities, PIT will network with national, regional and international training institutions on a continuing basis and will incorporate lessons learned from other countries in formulating and implementing training and capacity development interventions.

5.4 IMPLEMENTATION STRATEGY

There are many challenges affecting implementation of policies. These include human and technical capacity, resources mobilization and political will. As a newly independent country, there is need to consider timeframe on how these critical issues. However, a detailed matrix of the expected plan for implementing this policy is given in Appendix 1. It is expected that the respective directorate will spearhead the preparation of the strategy. However, actions listed below will have to be given priority in the first 24 months of implementing this policy.

Actions	Responsible	Timing
Form a Training and Capacity Development Consultative Committee	MAFC&RD Senior Executive	
Appointing Policy Implementation Team	Minister	2012
Institutional Framework Reviewed	MAFC&RD Senior Executive	2012
Strategic Plan	TCDCC	2012
Training and Capacity Development Consultative Forum	TCDCC	2012
National, Regional and International Collaboration	TCDCC	2012
Resource Mobilisation	TCDCC	2012
Monitoring the Implementation Schedule	TCDCC	2013

A five year implementation plan, 2012-2017 will be prepared by the Ministry after adoption of this policy.

5.4.1 RESOURCE MOBILISATION

Financial resources are a major constraint to training and capacity development policy implementation. Resource mobilisation at the initial stage of implementation is a critical role of PIT. This includes lobbying, soliciting and project proposal development for submission to the Government and its development partners in support of implementation activities and policy interventions. Alternative approaches to facilitate training and capacity development can be explored. These may include, scholarships, internship, sabbatical, staff and students exchange.

5.4.2 EFFECTIVE DATE

This Training and Capacity Development Policy shall come into effect when approved by the Parliament. The tenets of the policy shall have long-term application, and shall

continue in force indefinitely, until specifically modified by law. Any such modifications shall not change the intent or philosophy of this South Sudan Training and Capacity Development Policy.

5.4.3 APPLICABILITY

All public and private stakeholders in the Agricultural sector shall respect the content and spirit of this Training and Capacity Development Policy.

5.4.4 MONITORING AND EVALUATION

To keep the South Sudan Training and Capacity Development Policy current and applicable to changing conditions, the PIT will from time to time, make recommendations to the Government on relevant issues of importance to agricultural training and capacity development. The responsible Ministers shall consider such recommendations; discuss them with State Ministers responsible for the Agricultural Sector and with other relevant stakeholders, and, in accordance with applicable laws, issue modifications to the South Sudan Training and Capacity Development Policy to improve its suitability and applicability to current conditions without changing its long-term intent or legitimacy. Plans of action shall be prepared and updated from time to time to serve as guides to both public and private stakeholders in the implementation of actionable components of this policy. The plans of action shall be based on the goals, objectives and strategies outlined in this policy and shall specify the outputs and activities expected from the recommended interventions, the time frames, the responsible and participating institutions, as well as costs, budgets and other resources. MAFC&RD shall oversee the preparation of the plans of action but all participating institutions will be required to propose specific issues relating to the components for which they are responsible.

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APPENDIX 1- TIMEFRAME AND BUDGET FOR THE STRATEGY

Output and Activities	Budget	PHASE I								PHASE II					
	US\$	2012		2013				2014		2015		2016		2017	
		Q1	Q2	Q1	Q2	Q3	Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4
1. Output 1: To build agricultural public and private sector human resource capacity at all levels															
1.1 Conduct a comprehensive training needs analysis. Activities:															
1.1.1															
1.1.2															
1.1.3															
1.1.4															
1.2 Conduct in service training for staff development including people with disability. Activities:															
1.2.1															
1.2.2															
1.2.3															
1.2.4															
1.3 Introduce agriculture and forestry curriculum in primary															

Output and Activities	Budget	PHASE I						PHASE II							
	US\$	2012		2013				2014		2015		2016		2017	
		Q1	Q2	Q1	Q2	Q3	Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4
and secondary schools. Activities:															
1.3.1															
1.3.2															
1.3.3															
1.3.4															
1.4 Develop guideline for indentifying individuals who must be trained at each level. Activities:															
1.4.1															
1.4.2															
1.4.3															
1.4.4															
1.5 Improve working conditions Activities:															
1.5.1															
1.5.2															
1.5.3															
1.5.4															
2. Output 2: Enhance institution to															

Output and Activities	Budget	PHASE I						PHASE II							
	US\$	2012		2013				2014		2015		2016		2017	
		Q1	Q2	Q1	Q2	Q3	Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4
improve appropriate service delivery															
2.1 Conduct a functional review of all public sectors. Activities:															
2.1.1															
2.1.2															
2.1.3															
2.1.4															
2.2 Enhance capacity in analysis, formulation, review and dialogue of agriculture. Activities:															
2.2.1															
2.2.2															
2.2.3															
2.2.4															
2.3 Coordination with other RSS line ministries and states, farmers etc. Activities:															
2.3.1															

Output and Activities	Budget	PHASE I						PHASE II							
	US\$	2012		2013				2014		2015		2016		2017	
		Q1	Q2	Q1	Q2	Q3	Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4
2.3.2															
2.3.3															
2.3.4															
2.4 Accredited of Diploma, Degree and other certificates. Activities:															
2.4.1															
2.4.2															
2.4.3															
2.4.4															
3. Output 3: Improve and create adequate capacity for short and long term training in various fields and each levels.															
3.1 Promote private and public sector partnership (PPT). Activities:															
3.1.1															
3.1.2															
3.1.3															
3.1.4															

Output and Activities	Budget	PHASE I						PHASE II							
	US\$	2012		2013				2014		2015		2016		2017	
		Q1	Q2	Q1	Q2	Q3	Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4	Q1-Q2	Q3-Q4
3.2 Encourage private sector to invest in training and development. Activities:															
3.2.1															
3.2.2															
3.2.3															
3.2.4															
3.3 To encourage the Government, private sector and other donors to invest in training. Activities:															
3.3.1															
3.3.2															
3.3.3															
3.3.4															