**External Evaluation
of the Project**

**"Promotion of Awareness and Civil Society Support for
Freedom of Expression
in Southern Sudan"**

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0. Executive Summary

The Evaluation has found that the Project "Promotion of Awareness and Civil Society Support for Freedom of Expression in Southern Sudan" has contributed, in line with the goal and objectives of the Project, to an improved situation of freedom of expression and press freedom in South Sudan through contributions towards a legal framework for media and the capacities of South Sudanese journalists.

To achieve this, the Project has, with the financial support from the Norwegian Ministry of Foreign Affairs, implemented several components organised under two "Immediate objectives" since its inception in December 2010. It is closing in December 2013. The Project has been implemented by a Consortium consisting of the South Sudanese "Association for Media Development in South Sudan" (AMDISS) and two foreign organisations – the Norwegian People's Aid (NPA) and International Media Support (IMS) based in Denmark. AMDISS is also the main beneficiary, while NPA has been the lead organisation receiving the funds from the donor and IMS has provided media expertise.

The main components have been the advocacy campaign for the liberalisation of the Media Bills and the passing of them by the National Legislative Assembly and the organisation of dialogue fora between the media sector and the security forces in different parts of the country. Both these activities have been very successful with liberalised Media Bills passed in July by NLA and a greater understanding of each other's roles and concerns between media and the security forces.

The Evaluation has established that these activities have been seen as relevant indeed by all stakeholders. Actually Members of NLA as well as the security forces are praising AMDISS for what they have achieved with support from NPA and IMS. The security forces are even asking for more opportunities of exchange with media as they see the benefits of greater understanding as well. The established relationships with high rank officers have already come to good use when journalists have been arrested without legal grounds.

The monitoring system for the implementation of the media laws has not been found relevant to set up yet as the exact content of the passed Bills is not yet known, but the experiences gained in advocacy by AMDISS will come well to use also the time to come, as media needs to advocate for a liberal interpretation of them when they are to be implemented.

Another important as well as effective part of the Project has invested in strengthening AMDISS' capacities as well as the capacities of the Union of Journalists in South Sudan (UJOSS) and the Association for Media Women in South Sudan (AMWISS). Strong and well-functioning media associations are necessary for promoting a free media and free speech not only at the moment but always. The strengthening has consisted of limited but well defined interventions by consultants and advice and support from IMS and NPA over the long term, an approach that has proven effective. However the amount of efforts invested is reflected in outcomes. The Consortium invested most efforts in AMDISS and AMDISS has also developed the most, while UJOSS and AMWISS have received less and have developed less too. The consultant that assisted with the organisational strengthening left recommendations at the end of her assignment which the Evaluator finds to be a good basis for continued strengthening.

Nevertheless AMDISS is today the undisputed representative of media in the country and also UJOSS has developed considerably. The Project has contributed to UJOSS being able to receive and report cases of harassment of journalists in cooperation with UNESCO, and the UNION is expected to become member of the International Federation of Journalists in the near future

after lobbying by IMS and the Project extending support in connection with their application for membership.

However, none of the three organisations is financially sustainable. The Project had plans to elaborate an exit strategy where the sustainability of the organisations was a major part. However the elaboration of this exit strategy was never attempted and the organisations are now facing difficulties when the Project finishes at the end of the year, unless new support can be attracted.

The Project's second immediate objective aimed to develop journalists' competence to cover referendum and post-referendum issues. However due to that the Project began later than planned, it was agreed that it would leave the referendum and post-referendum issues aside. Other initiatives tended to them and journalists' competence was found to be so low that it was seen as more relevant to develop basic journalistic skills.

This was done in several different ways. One was the running of Media Resource Centres in Juba, Yei and Bor, which basically are internet cafés for journalists. The centre in Bor was set up by the Project while the other two existed previously. A forth was planned to be set up in Rumbek but was cancelled partly due to security concerns.

Every year 18 journalists from all over the country have been invited to free ICT trainings by the Project held at the Centre in Yei. The Project has paid for the participants' travel, board and lodging. The courses in basic computer skills and computer applications such as MS Word, MS Excel, MS Publisher and Internet Explorer have been six weeks long. The Centres as well as the trainings are appreciated by journalists, eager to develop their skills.

The needs for long term capacity building of South Sudanese journalists are great. The Project therefore engaged in conducting a Training Needs Assessment of long term training needs within the media sector. The findings from the TNA were then used in a Concept Note suggesting the establishment of a Media Development Institute, offering entry-level journalism education and systematic training for working journalists. AMDISS would be an important stakeholder in the MDI, and it is expected that AMDISS would be working closely with the MDI and potentially be leading it, not least since the idea is to house the MDI on AMDISS' compound. The Project's efforts are now at a level where financial support is sought. The Evaluator advises South Sudanese journalists and media sector in general to manifest its commitment to the MDI for it to become a true South Sudanese initiative.

The Evaluator's assessment is that the Consortium partners are a well functioning entity that has been well capable to implement the Project. The Consortium and the cooperation within it are characterized by trust and flexibility. It has also allowed AMDISS and other South Sudanese beneficiaries to assume a strong ownership of the goal and activities as well as a strong voice within the Consortium. This has facilitated a most effective and efficient implementation contributing to towards the overall goal of the Project.

The Consortium's work has been informal which has functioned well due to good cooperation between the partners, even if there is scope for improvements when it comes to documentation, formalising quality assurance and risk management routines. The Evaluator hopes that the Consortium will establish proper baselines when starting future projects.

The Evaluation was a traditional project evaluation, assessing relevance, effectiveness, efficiency, impact and sustainability, with focus not only on activities and what came out of them but also on the Consortium itself and its functionality. The Evaluation resulted in a number of

recommendations for the Consortium, donors and other stakeholders found at the end of this report.

1. Introduction

This is the Report from the Evaluation of the Project "Promotion of Awareness and Civil Society Support for Freedom of Expression in Southern Sudan"[1] conducted in August – September 2013. The Report is describing the Project with its components and activities, implementers and beneficiaries as well as the Evaluation. It presents important Evaluation findings and an assessment of these findings according to the criteria and questions from the Evaluation's Terms of Reference.

However, the Report does not claim to be a complete and exhaustive account of the Project and its activities nor of the Consortium partners' doings, but focus on relevant activities, outputs and achievements necessary to be able to respond in a meaningful and substantial way to the Evaluation ToR.

1.1   The Consortium

The Project is implemented by a Consortium consisting of the South Sudanese "Association for Media Development in South Sudan" (AMDISS) and two foreign – the Norwegian People's Aid (NPA) and International Media Support (IMS) based in Denmark. AMDISS is also the main beneficiary organisation. A MoU between the three partners was signed in January 2011, while AMDISS and IMS have individual agreements with NPA regarding their responsibilities, not least in financial and reporting terms. The three organisations in the Consortium were part of an earlier Consortium with more partner organisations implementing media projects in what was then Sudan beginning in 2006.

AMDISS, formed in 2003 by media outlets in South Sudan to promote media reporting with today 19 media houses and media organisations as members, is charged with the implementation of the main activities with support from the other two, such as promoting the Government's understanding of the role and responsibilities of the media and contributing to the development of policy frameworks and media legislation.

NPA, a non-profit organisation engaged in more than 30 countries and with a long engagement in Sudan/South Sudan where it currently implements a range of development projects, is the lead partner in the Consortium charged with the responsibilities of handling the relationship with and reporting to the donor. Even if NPA is the lead, the Consortium is very democratic and based to quite some extent on individual partners offering to undertake different actions and assume responsibilities.

The main role of IMS, a non-profit organisation supporting media in countries affected by armed conflict, human insecurity and political transition, is to provide expertise to the Project, but IMS has also provided important oversight and advice when it comes to design and implementation of activities. IMS is not permanently represented in South Sudan but its experts are visiting 3-4 times per year, as well as continuously contributing from their home base.

The Consortium is supposed to meet twice a year – once in South Sudan and another time in Oslo or Copenhagen. The purposes of these meetings are to discuss the situation in South Sudan and strategize and agree on project activities, as well as agree on which organisation to be charged with the implementation of which activities.

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[1] The Project Proposal outlines a project which will work in both what is today Sudan and South Sudan. The part to be addressed in what is today the Republic of Sudan was never funded. What is today the Republic of South Sudan was at the time of the project design called Southern Sudan.

NPA receives the funds from the donor and conveys funds to the other partners according to their needs for implementation of activities.

1.2   The Project

The Project came to life in December 2010 following a process of discussions with the donor, the Norwegian Ministry of Foreign Affairs (NMFA), and some revisions of earlier drafts of a Project Proposal. The Project Proposal which is the basis for the Project is dated October 2010 and includes some minor components to be implemented in the Republic of Sudan (the northern part of the former united Sudan). However these components the donor did not agree to fund for political reasons. Later NMFA began transferring the funds through its agency NORAD. The Project is supposed to be finalised at the end of 2013.

The Project Proposal outlines a Project with several components, of which several are found in previous projects implemented by the previous consortium. The Project Proposal declares that the Goal of the Project is an "Improved situation of Freedom of expression and press freedom in Sudan"[2] with two sub-ordinate Immediate objectives. These Immediate objectives in their turn have (expected) outcomes[3] and indicators specified.

Immediate objective 1

Immediate objective 1 is "*(a) legal framework to protect freedom of expression; protect press freedom; and a system of self regulation of media is in place and effectively implemented and utilised in Southern Sudan*".

Under Immediate objective 1 are found three sub-projects with (expected) outcomes and indicators:

1   Media legislation in Southern Sudan
- Outcome: The three Media Bills have been adopted by SSLA[4] in a form that safeguards the principles laid down in the original Bills (as drafted by AMDISS/Article 19).
  - Indicator: The Media Bills have been adopted with insignificant changes.

2   Self-regulatory system
- Outcome: South Sudan Media Council (SSMC) is in place and well-functioning as a self-regulatory system for the print media in Southern Sudan.
  - Indicators:
    1. SSMC is meeting to solve issues in line with the self regulatory system adopted;
    2. Models for self regulatory media councils from countries in the region have been adapted to South Sudan conditions.

3   Media associations
- Outcome: Strong and functioning media associations, AMDISS, AMWISS, UJOSS[5], and eventually other emerging media organisations are active and effective with democratic structures and are advocating for and monitoring the implementation of the Media Laws in Southern Sudan, and implementing

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[2] This Report keeps the original formulations of the goal, objectives and indicators regardless if they say "Sudan", "Southern Sudan" or "South Sudan".

[3] The Project Proposal calls them "outcomes" however they have to be taken as *expected* outcomes.

[4] At the time the "Southern Sudan Legislative Assembly", SSLA; today South Sudan's "National Legislative Assembly", NLA.

[5] "Association for Media Women in South Sudan" and the "Union of Journalists in South Sudan" respectively.

the system of self regulation and protecting the interests and securing accreditation of its members.
  - Indicators:
    1. AMDISS has set up a monitoring system to monitor the implementation of the Media Laws;
    2. The Code of Conduct of Journalism in South Sudan has been widely distributed so that journalists are aware of the role of the media and press freedom;
    3. The public at large is aware of the role of the media and press freedom;
    4. UJOSS has held their General Assembly and elected a legitimate leadership;
    5. AMWISS is visible in supporting women's role in media;
    6. The various media organisations (AMDISS, AMWISS, UJOSS etc) in Southern Sudan cooperate and coordinate activities.

Immediate objective 2

Immediate objective 2 is that "*Sudanese journalists are competent to cover referendum and post-referendum issues*".

- Outcome: Improved mutual understanding between media and security forces and creation of a conducive working situation for journalists.
  - Indicators:
    1. Dialogue fora between media and authorities;
    2. A training manual secures that security forces make use of best practices when working with the media;
    3. Journalists have competence to cover referendum and post-referendum issues;
    4. Dialogue fora between civil society and government on post-referendum strategies;
    5. Media resource centres with internet access available for journalists in 4 areas.

An earlier version of the Project Proposal dated May 2010 includes a Logical Framework Matrix which is valid also for the Project that was later agreed and implemented. The matrix outlines the Immediate objectives, (expected) outcomes, activities, indicators, means of verification and risks. A baseline study was never conducted why it is today difficult or even impossible to establish what the state of affairs was before the Project's activities were implemented. This makes it difficult or even impossible to in any detail and certainty establish a number of the Project's achievements and contributions.

The Project Proposal has been translated into Annual plans made up between the Consortium partners each year specifying which partner is responsible for what and what they are to implement, including financial issues.

1.3   The Evaluation

The purpose of the Evaluation is first and foremost to provide the Consortium with an assessment of the results and impacts of the Project, but also to establish lessons learned and thereby provide for an even better design and implementation of coming initiatives. Well-founded recommendations based on the Evaluation are supposed to be informing future initiatives. The Evaluation was to cover the full implementation period from December 2010 to the end date of the Evaluation.

This Evaluation is following on a previous evaluation conducted after a year of implementation. The current Evaluation is an end-of-project evaluation aiming to establish results and impact while the 2011 evaluation was to guide the implementation of the Project.

In line with the ToR's instructions the Evaluation has utilised the OECD evaluation criteria for development cooperation initiatives, which are:
- relevance;
- effectiveness;
- efficiency;
- sustainability; and
- impact,

and is addressing the questions presented in the Evaluation ToR.

The Evaluator has conducted a desk study of the documentation that the Consortium partners provided. The fact that this documentation is not providing sufficient information on the state of affairs (baselines) of important aspects at the start of the Project nor about implemented activities hampers the Evaluation so that it has been impossible to establish more exactly the progress achieved by some of the activities.

Anther important source of information has been the 33 interviews with individuals from the donor, Consortium partners, the National Legislative Assembly, the Government of South Sudan including the security forces, beneficiaries of the Project such as journalists and representatives of NGOs and experts that have provided services to the Project[6].

The Evaluation has been conducted in consultation with the Consortium partners in order to facilitate joint reflection and discussion on the progress and lessons to be drawn. However, the Consortium partners and other stakeholders may agree or disagree with the findings and assessment presented in this Report, which are not necessary reflecting anything else than the Evaluator's understanding and views.

A draft of this Report is to be submitted to IMS before 6 September when it will be presented by the Evaluator and discussed in a meeting between the Consortium partners. The draft will thereafter be revised according to corrections and comments from the partners, after which the Final Report shall be submitted not later than 13 September.

The Evaluation has been conducted during August – September 2013 by Lars Oscar who was contracted for this assignment by IMS on behalf of the whole Consortium.

2. Findings and Assessment

This chapter presents the findings of the Evaluation and the assessment of them according to the Evaluation objectives and the five criteria per immediate objective and sub-project. Findings which are more general in nature straddling the whole Project and the functioning of the Consortium and the Project are found in sub-chapter 2.3. The chapter finishes in sub-chapter 2.4 with an assessment on an overall Project level and a comparison with the overall Project Goal.

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[6] Lists of documents studied and persons interviewed are found among the appendices.

2.1   Immediate objective 1

Immediate objective 1 is "(a) legal framework to protect freedom of expression; protect press freedom; and a system of self regulation of media is in place and effectively implemented and utilised in Southern Sudan", which three sub-projects were to collectively achieve.

2.1.1   Sub-project 1; Media Legislation in Southern Sudan

AMDISS in cooperation with Government of Southern Sudan and Article 19 drafted three Media Bills in 2007, which were considered the most liberal media laws in Africa, would they have been enacted. The draft Bills were handed over to the Government which presented three Bills in 2009 which were so substantially revised that they were basically new Bills. These new Bills gave little room for free media, free speech or access to information. These Bills caused an outcry from media and human rights activists as well as from the international community, and they were withdrawn.

The sole objective of this sub-project has therefore been to have the three Media Bills (the Media Authority Bill, the Broadcasting Corporation Bill and the Right of Access to Information Bill) adopted with insignificant changes compared to the original versions from 2007, why activities have consisted of an advocacy campaign directed towards – most importantly – the Members of Parliament (the NLA). The Project hired a consultant to contribute to the elaboration of an advocacy strategy, whose recommendations were implemented partly. The most important recommendation, which was also implemented, was to have a proper analysis made of the Bills by experts on such legislation from the organisation Article 19. Based on this analysis a number of workshops were held to which Government and members of NLA were invited. At these workshops were explained and discussed the need for more liberal media laws allowing for media freedom and access of information. The consultant's recommendations for a stakeholder analysis and other activities were never implemented.

A very important part of the campaign, according to the interviewees, has been AMDISS' close engagement with the Parliamentarians. Above all the Association's former Secretary succeeded in building up a trustful relationship with a number of influential Parliamentarians, an achievement which has facilitated for him to have a continuous dialogue and very close cooperation with them. This relationship has allowed him to assist the Parliamentarians to understand the principles of democracy, media freedom and access to public information and thereby convinced the Parliamentarians to moderate the Media Bills in a liberal direction and ultimately pass them. A sign of the former AMDISS Secretary's influence and hard work is that the Parliamentarians refer to him as an "Honorable"[7]. He has been in the Assembly so often, working closely with the Members so that he thereby came to move in their circles like one of them. His and AMDISS' contributions have been very much appreciated by the Parliamentarians.

Another important part of the advocacy was the study visit to Tanzania. A delegation consisting of AMDISS, three Parliamentarians from the NLA's Information Committee and one civil servant from the Ministry of Information and Broadcasting visited Tanzania in September 2012 where the Tanzanian Media Council and stakeholders in Parliament and professional media bodies such as the Union of Tanzanian Press Clubs, Dar City Press Club and media houses, were met with. The delegation discussed media legislation and implementation and learned on site about the Tanzanian model of arbitration of media disputes as well as the Tanzanian legislation and relationships between stakeholders. Furthermore, it gave AMDISS and the Parliamentarians a chance to "make friends" with each other, which proved later to be very valuable for the continued advocacy work. The interviewees emphasised their appreciation of the visit.

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[7] Implying that he would be an MP himself.

Part of the advocacy has also been the World Press Freedom Day celebrations in Juba and Yei 2011 – 2013, jointly organised by UNESCO, UJOSS and AMDISS and financially supported by the Project and UNESCO. In 2012 the theme for the Day was "Media Voices: Media Freedom Helping to Transform Societies" and in 2013 "Security and safety of journalists".

The Bills were passed by NLA in July 2013 and they are currently with the Assembly's Justice Committee which is reviewing them before given to the Speaker who officially sends them to the Office of the President for the President to sign them into law. Therefore, despite the fact that the country's Parliament has passed them no one outside NLA knows exactly what the passed Bills stipulate with any certainty. Consequently, it is today impossible to say how successfully AMDISS has been in having them adopted with insignificant changes compared to the original versions. However, it would be highly surprising if there are changes making them more restrictive than the ones that were discussed and analyzed before NLA's last reading.

The advocacy has not been reported from and the outcome has not been analyzed in any detail by the Consortium, but the Evaluation has shown that the sub-project has been successful in its advocacy for the passing of Bills that are more liberal than the versions that were presented by the Council of Ministers in 2009[8]. A couple of examples of the liberalisation of the Bills are that the Right to Public Information Bill was made to include public information held by private bodies, and the Government's power over nominations, appointments and removals of members of the Media Authority was weakened in the Media Authority Bill. This was confirmed in the interviews during the Evaluation.

Relevance
The indicator for sub-project 1 is found to be well in line with the outcome and the immediate objective, as well as "suited to the priorities and policies of the target group, recipient and donor".

The activities designed originally as well as how they were implemented are also found to be relevant and working towards the fulfillment of the Immediate objective 1. In fact, the Evaluation findings point to that sub-project 1 contributed to a large extent to Media legislation which is more in line with what the Parliamentarians wanted than what they (the Parliamentarians) had understood before AMDISS' advocacy campaign. Therefore the sub-project has been very much appreciated not only by media itself.

The second planned activity, the monitoring system, has not been relevant to implement due to the Bills not having been enacted yet.

The question whether "the project's design has been adequate to address the problem(s) at hand" is more difficult to answer. The Bills have been passed but it has taken a lot longer than what seems to have been the plan at the time of drafting the Project Proposal. The project design has been adequate but the question is if another design could have been as effective in a shorter period of time. This is to the Evaluator difficult to see, though, could have been the case.

Effectiveness
A far as can be said today with the passed Bills not yet made public, the Project has succeeded in having the Media Bills adopted with insignificant changes, in line with the success indicator of sub-project 1 and Immediate objective 1.

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[8] Assuming the Bills have not been changed to the worse during NLA's work with them, which is not known with certainty as the passed Bills have not yet been made public.

This has been made possible through a dedicated and ambitious advocacy campaign by the Consortium utilising own and external expertise. Thorough analysis and strategising has been made good use of in the relentless lobbying on personal levels as well as bigger fora and in the public debate.

Another effect of sub-project 1, which should be much appreciated too, is the skills and capacities in advocacy work acquired by AMDISS. They will remain tremendous assets when media needs to influence political actors also in the future.

The monitoring system for the implementation of the media laws has not been found relevant to set up yet as the exact content of the passed Bills is not yet known.

Efficiency
Advocacy activities were co-funded with the Open Society Institute, while the Project budget shows that the budget for sub-project 1 is only USD 31,000. However it is not known to the Evaluator if financial means from other budget lines have been utilised for the advocacy. Maybe it can be seen as not very important if other budget lines have been utilised, since a liberal Media legislation is so extremely important to the young country.

The management set-up and the delegation of different roles and responsibilities between the Consortium partners are deemed to have been efficient indeed with AMDISS at the forefront of advocacy efforts supported by the partners as well as external experts, such as Article 19's very important analysis.

The Project Proposal does not include a time line for when different sub-goals are to be achieved, but it seems the passing of the Bills has taken longer than expected. It does not seem to the Evaluator like the delay has been due to the Project, but that the process has been very difficult in a young country which is short of resources and capacities, facing many challenges.

Impact
The impact of the passing of the Media Bills is obvious. Thereby South Sudan has a framework for media's roles and operations, which has been greatly missed. However, proper implementation is still remaining of course, and it is expected that this will be a process at least as difficult as the passing of the Bills. The exact impact of the Bills' passing is not known either, as the exact content of the Bills after they were passed is not yet made public. Furthermore, it remains to be seen whether the Bills once enacted are sufficiently providing for a free media sector.

A positive but unplanned effect of the advocacy is that AMDISS (and the media sector) has established connections with and a certain amount of trust among Parliamentarians, which may be utilised in the future. Another unplanned effect is that the advocacy campaign has lead to Parliamentarians learning about democratic principles such as free speech, access to information and the roles of a free media sector. This is something very valuable beyond the media and media's roles themselves. Thirdly the sub-project has had an impact on AMDISS and the consortium when it comes to advocacy work, which will be possible to make good use of in the future.

Sustainability
Once the Bills have been signed by the President they are sustainable in the sense that they will remain until they are changed or scrapped by NLA. However their effects can be changed

without the legislation being formally changed. Implementation of legislation is always dependent on interpretation and other (political) decisions and actions. Even if the Bills are enacted in a liberal form they may be implemented in a less liberal way or not implemented at all.

AMDISS' and the Consortium's acquired skills and capacities in advocacy and lobbying are not necessarily sustainable, it depends on if/how they are utilised and what the Association does to sustain them. As far as the Evaluator knows no actions are planned in this direction. However as long as AMDISS retains these skills the Association is also more institutionally sustainable.

2.1.2   Sub-project 2; Self-regulatory System

Media is supposed to be regulating itself based on a Code of Conduct and Ethics of Journalism. Therefore a body called the South Sudan Media Council (SSMC) is to be set up by the independent media along with civil society organisations to address cases involving the printed media. The SSMC is planned to be built on models used by similar bodies in other African countries and best practices elsewhere in the world.

The Project Proposal from October 2010 envisages that the Project will support the formation and initial running of the SSMC, based on the work in 2007 when a Media Council Committee was established. The Committee developed a draft constitution for the SSMC which would establish SSMC as a complaint mechanism to which complaints in relation to a "Code of Conduct and Ethics of Journalism in South Sudan" could be referred. Such a Code was also drafted and adopted by the Committee and printed and disseminated to journalists and media houses. However, the Code may now have to be revised due to the passing of the media Bills, as the stipulations in the enacted Bills may not be in agreement with the Code from 2007.

Activities that were seen to be necessary in the Project Proposal included:
  ▪ support for networking and exchange with media councils in other countries as well as conduct a fact finding mission for the Media Council Committee to media councils in other countries;
  ▪ logistical and financial support to the establishment of SSMC;
  ▪ support to further develop, distribute and raise awareness of the "Code of Conduct and Ethics of Journalism in South Sudan".

It was clearly stated in the Project Proposal that this sub-project was closely interlinked with the passing of the Media Bills, and therefore the planned activities have never been seriously attempted since the Bills have not been enacted. It was seen as premature to set up SSMC as well as working on the Code before the actual stipulations of the Media Bills were stead fasted.

The only activities with bearing on this sub-project have been the study visit to Tanzania organised by AMDISS and NPA, which is addressed above under sub-project 1. The visit was said in interviews to have contributed towards the fulfilling of the second indicator "Models for self regulatory media councils from countries in the region have been adopted to South Sudan conditions" through the exposure of the visitors to the Tanzanian Media Council.

Relevance

The indicators for sub-project 2 are well in line with the outcome and the immediate objective, as well as "suited to the priorities and policies of the target group, recipient and donor".

The only activity implemented under this sub-project, the study visit to Tanzania and its Media Council, must be considered relevant and working towards fulfilling the immediate objective. The

decision not to implement other activities must be considered well founded under the circumstances.

If "the project's design has been adequate to address the problem(s) at hand" is not possible to answer since most of the activities never were implemented. However, the Project Proposal does not give exhaustive indications as to the activities to be implemented.

Effectiveness
The only activity under this sub-project, the study visit to Tanzania was indeed beneficial to the advocacy work, but has not yet had a chance to contribute to the objectives of this sub-project.

Efficiency
The study visit to Tanzania may have beneficial effects on the future work with the formation and set up of the SSMC, but it is not possible to assess the efficiency of it, at least not yet.

Impact
No impact has yet been possible to see beyond the positive effect the study visit had on the advocacy work for the Media Bills. The study visit may very well have positive effects once the formation of SSMC begins.

Sustainability
The sustainability of the effects from the study visit is uncertain as the participants may forget about it or lose their seats in the NLA and therefore not have chances of influencing future decisions concerning the SSMC. The sustainability of what AMDISS learned may be rated higher, as they should remain dedicated and involved.

2.1.3   Sub-project 3; Media Associations
Strong and well-functioning media associations were seen as necessary for the passing of the Media Bills and their implementation as well as for having the self regulatory system for printed media in place. Therefore the Project was to strengthen the capacities of AMDISS, AMWISS and UJOSS.

AMDISS
AMDISS suffered at the time of the drafting of the Project Proposal from lack of funding and internal governance issues. Staff had left since the Association while NPA paid lease of AMDISS' premises. The Project Proposal states that AMDISS needed to regain its position as the legitimate association for the independent media and its members needed to assume ownership of the association. It was realised that the Association's capacities needed to be developed, beginning with recruitment and training of new staff. The Project was to have a strong focus on making AMDISS sustainable and a phase out strategy was to be developed allowing for a gradual phase out of the Project's contribution to staff salaries.

For the Project to be able to strengthen the waning AMDISS and put it back on a stronger footing, the Association was provided with a consultant April – September 2011 that assisted in recruiting new staff, elaborate job descriptions, conducting induction training, carrying out an inventory of equipment the association had in store, and assisted in the negotiations for the Association to be able to utilise the Norwegian Church Aid's (NCA) premises for office space and training facilities.

The consultant also facilitated, in cooperation with members and staff, the elaboration of a holistic strategy and a work plan, while NPA took two of AMDISS' new staff members to

Tanzania for training in project management and planning later in 2011. The difficult internal struggle was resolved, or at least eased, through an Annual General Meeting in March 2012, supported by the Project, which elected a new Executive Board. The consultant returned at the end of 2011 for a workshop with the Board to discuss AMDISS's visions, aims and objectives.

The most important reason for the financial dire straits had been the high rent paid for the previous office premises, but the move to NCA's compound also brought AMDISS additional possibilities for capacity building of media, which in its turn helped in strengthening AMDISS' position in the media sector.

Planned activities in the AMDISS part of this sub-project which have not been implemented are the training of lawyers prepared to defend media actors in court, and the setting up of a roster of such lawyers. Neither has the AMDISS website been worked on, partly due to problems with the internet provider, nor the staff has not been given ICT training. Another important omission has been the phase-out strategy, for which has not been presented any justification or reason.

Most of the recommendations in the consultant's report from 2011 are still important (to continue) to address, but the Evaluation has established that AMDISS today is out of the chaotic situation existing at the time of the Project's start and has achieved a lot of important objectives. Important remaining issues exist such as a lack of division of responsibilities and tasks between the Executive Board and the Secretariat. The Association is in its day-to-day activities run to quite some degree by the Executive Board which makes it cumbersome and inefficient. Board members work voluntarily and have limited amounts of time to spend as well as that some members live abroad result in unnecessary delays and lack of clarity. Instead the Secretariat should be given a wider mandate while the Executive Board should assume overarching policy and governance issues, not least when it comes to external relations. Another remaining factor is the still unsustainable financial situation. The Project has contributed the lion share of AMDISS' budget and thereby facilitated the Association's existence and achievements. AMDISS has increased its revenue since 2010 and lowered its costs but it is still not sustainable. A phase-out strategy in view of the ceasing support from the Project would have been helpful indeed.

During the Project AMDISS has successfully lobbied and advocated for the passing of the Media Bills as well as the liberalization of them, which has to be considered a tremendous success. The organisation is also engaged with the Government and other stakeholders in several fora and around several issues relevant for media, media development, free media, access to information and free speech, and the media sector appears to be more coordinated than before, which is something AMDISS is strongly contributing to. When it comes to coordination and development of media, AMDISS has been elected co-chair together with the Ministry of Information and Broadcasting of the Media Sector Working Group consisting of representatives of beised the government and AMDISS, media houses and organisations, civil society and donors.

AMDISS has among its members both UJOSS and AMWISS making it a legitimate representative for the media in South Sudan and it runs the Media Resource Centre on its premises which provides journalists with internet access and a small library. AMDISS is today to be considered the undisputed mouthpiece and advocate for the free media in South Sudan.

UJOSS
UJOSS was, when the Project Proposal was drafted, hampered like AMDISS by weak leadership and governance structures. The Union had held its General Assembly in November 2010 and the Project set out to support the realisation of the next and train the Board members to be elected.

The Project is planning support to a General Assembly to be held in November as well as training of Board members.

Furthermore UJOSS was to be supported in increasing its membership, assisted in advocacy efforts for proper accreditation of journalists and assisted with its application to become a member of the International Federation of Journalists (IFJ). The Project was also to assist the Union to be represented in the three of the country's ten States where it was not yet represented and UJOSS was seen as the natural party to assume responsibility for monitoring and reporting of obstacles (harassments, assaults, etc.) for journalist and media workers to carry out their profession.

With support from the Project an annual meeting of Board members was conducted in 2012, while a General Assembly is planned for November this year. The same consultant that assisted AMDISS with strategic and governance issues assisted also UJOSS. The consultant met journalists, both members and non-members, in Juba, Wau, Malakal and Torit asking what they wanted from UJOSS. The travelling revealed that UJOSS was little known outside Juba and that it was difficult to become a member for those who wanted. The journalists wanted UJOSS to lobby for their interests and represent them in front of Government and work for the conditions of journalists in general, not least when it came to their abilities to carry out their job without fearing for their physical safety.

The consultant assisted in elaborating a strategic plan, which has helped to structure the Union's work and resulted in some achievements, such as recruiting more members and establishing representation in the States. The realisation of the strategic plan has been hampered by shortage of funds but it seems the union has made good use of it nevertheless.

The Project has extended support so that UJOSS has been able to visit the three States[9] where it was not represented and set up local sections, so that today the Union is represented in all ten States. These sections have also been trained so that they are now receiving and reporting cases of harassment of journalists to UJOSS' HQ in Juba on a monthly basis using a reporting template, while HQ reports to UNESCO bi-monthly. UNESCO compiles these reports and verifies their correctness. The journalists that were to conduct this reporting were participating in December 2012 in a media monitoring training with the objectives of strengthening UJOSS, enhance awareness of international and national human and media rights and create skills and tools for monitoring.

IMS began already before this Project started to lobby IFJ to accept UJOSS' application and give UJOSS support in the application process. A first application was submitted in 2012 which was never considered by IFJ, while a renewed application 2013 caused IFJ to visit UJOSS to find out more about the Union. IFJ will take up UJOSS' application at their meeting in November this year.

UJOSS has been given advice in designing a system for accreditation of journalists and today the union is issuing membership cards to paying member journalists[10], which are seen as accreditation as journalists. However as was stated by representatives of authorities in interviews membership cards issued by a non-governmental organisation are not necessarily recognised as a sign of accreditation by the authorities.

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[9] Northern Bahr el Ghazal, Warrap and Unity States.
[10] An annual membership is SSP 100.

The Project has given UJOSS chances of meeting their equivalents in Kenya, Uganda and Tanzania. The visit to Tanzania in 2011 also comprised participation in a project planning and management course, which gave the participants skills which were later utilised to secure funding for a continued institutional strengthening of the Union from the OSIEA. The visits to the sister unions are considered very important for the Union's development by the interviewees as it gave them good understanding of the sister organisations' work as well as established relationships with them. A MoU was signed with the union in Uganda.

Overall, the Project's interventions have strengthened UJOSS considerably but continued needs remains. Important issues to address are the relationship between the Board and the members and the creation of a proper Secretariat with paid staff. However, a more immediate issue is the office which the Union risks losing when the Project ceases to pay the rent.

The Union has become more active and visible over the course of the Project and cooperates and coordinates with AMDISS, AMWISS and other organisations, also outside of this Projects. The Union is an important part of the implementation of the UN Plan of Action in South Sudan. With the successful application of support from the Open Society Institute it has shown its capacities in taking initiative and securing funding. There is no doubt that UJOSS' capacities as an organisation have been strengthened, however to a lesser extent than AMDISS'. The internal procedures have been strengthened and the membership has grown to about 240 according to the Union office. Furthermore, once the membership in IFJ is secured it will mean another sign of the Union's new stature. In short; South Sudan's journalists have in UJOSS a seriously improved union to defend for their interests.

AMWISS

AMWISS, an interest organisation for women in media, was seen to be weak and in need of support. The Project was to assist AMWISS in developing into a competent organisation and the members were to be trained in issues relevant to organisational development. Support was to be extended for the development of the organisation's activities with special focus on public awareness on gender issues and the presentation of women in media reports and producing and disseminating publications and broadcasts on gender and effectively monitoring gender in media and working for more gender balanced media coverage. Support to networking is particularly mentioned in the Project Proposal.

AMWISS has throughout the Project had difficulties finding and keeping qualified female journalists to implement their projects, and the last General Assembly was held in 2010, even though they are supposed to be held every 18 months according to the constitution. Nevertheless AMWISS reports that the number of paying members has increased from 54 to 97 2012 – 2013.

Due to the weak drive in the organisation the Project has not implemented much of the planned activities. The Project pays the rent for AMWISS' office and members were taken on study visits to their equivalents the Uganda Media Women Association and the Association for Media Women in Kenya in June 2011 and a computer has been donated for the organisation to be able to network and to carry out other tasks.

However, of the three organisations AMWISS was and still is the weakest. A two-year work plan is supposedly under elaboration but it is not known by the Evaluator how this work is advancing. AMWISS is a Board member of AMDISS and is cooperating and coordinating with AMDISS, UJOSS and other organisations but, seemingly, not particularly proactively. The Evaluator has not been able to establish any real achievements by AMWISS in the direction of the organisation's goals during the Project's life span.

Relevance

For media to be free it has to have strong and functioning organisations to protect its rights and position. For the overarching Project Goal and the Immediate objective it is relevant to make these organisations "advocating for and monitoring the implementation of the media laws implementing the system of self regulation and protecting the interests and securing accreditation of its members" and the Project Proposal's indicators are relevant under these circumstances.

The activities designed originally as well as how they were implemented are also found to be relevant and working towards the fulfillment of the immediate objective. There was a difference in what the Project Proposal proposed to be done in relation to AMDISS as opposed to UJOSS and AMWISS and how much. The focus is clearly on making AMDISS functional while the addressing of the other two is considerably less pronounced, as has been the case during implementation too. This may have been relevant at the time of designing the Project but can not be seen to be the case today. UJOSS has picked up and has an important role to assume and the potential to become a force to count on, however this will require continued strong efforts. AMWISS is still a very weak organisation but the fact that they are (trying to) promote women's roles in media and how women are reported on in media, they have a very important role to assume too.

Effectiveness

Indicators a. and b. never turned out to be relevant to implement due to the delayed passing of the Media Bills[11]. As far as the Evaluator understands the Project has not contributed in concrete terms to increasing the public's awareness of the role of the media and press freedom[12], even if the South Sudanese media houses – AMDISS' members – have addressed the topic extensively in their reporting, meaning that the general public should be aware to a reasonable extent. The Project has not implemented activities in line with the indicators d. and e.[13].

The Project on the other hand has supported the three organisations in their institutional and professional development so that it is clearly visible, at least in two of them. Most efforts have been invested in AMDISS with staff recruitments, organisational development expertise and facilitation, but also UJOSS has been strengthened to a noticeable extent with office space, representation in the States and trainings leading making the Union able to attract support from new donors. Both these organisations have been greatly assisted by the strategising the consultant contracted by the Project has provided, assisting the organisations in sorting out priorities. The efforts invested in AMWISS, on the other hand, have been very modest and the developments are therefore modest too.

AMDISS functions much better today than it used to, but challenges remain which are important for the Association to straighten out. The existing organisation with the Executive Board being heavily involved in day-to-day running of the the Association is not efficient. When some of the key individuals thereupon are based outside of the country, the challenges are compounded.

Nevertheless indicator f. has been attained as the cooperation and coordination between AMDISS, AMWISS and UJOSS are ongoing.

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[11] See discussion above.
[12] Indicator c.
[13] d: "UJOSS has held their General Assembly and elected a legitimate leadership" and e: "AMWISS is visible in supporting women's role in the media".

The implemented activities have mainly been effective to very effective, working towards fulfilling the expected outcome of establishing strong and functioning media organisations.

Efficiency

The budget for strengthening the media organisations was almost USD 786,000 over the three years, which is a large share of the budget for implementation of activities (67%) and of the total Project budget (41%). Most of this budget line, USD 560,000, was allocated to AMDISS in line with the assessment that this was the most important organisation to develop. This is a large amount of money but in as much as AMDISS has been put on its feet, and that it can protect the free media's rights and position and advocate on behalf of the media sector it has to be considered well invested funds by the Norwegian Government. It is always possible to ponder whether the same results could have been achieved by more cost effective measures, but since most of the funds actually have been utilised for staff and office costs, it is difficult to see how that could have been.

The interventions aimed to develop AMDISS have been rather few and economical besides the continuous mentoring and coaching by the other Consortium partners. Despite the support being relatively modest, it has been successful.

Just as in sub-project 1, the management set-up and the delegation of different roles and responsibilities between Consortium partners, as well as the interventions by consultants, are deemed to have been efficient. IMS providing media expertise and NPA in-the-ground support have been an efficient mix added to by specific interventions by consultants.

The Project Proposal did not provide a time line for when different sub-goals were to be achieved but the spacing of activities seems to have been the right. Institutional strengthening takes time and should be made to take time to be effective and efficient.

Impact

The impact by sub-project 3 is clear in AMDISS being able to represent the free media in South Sudan in relevant fora. An important example of the success is the advocacy campaign for the liberalisation and passing of the Media Bills. The impact when it comes to UJOSS is there but not as pronounced as yet, but has potential through the representation in the States and an increased membership. The Union's better organisation and strategic plan which seems to be utilised by the Board in strengthening the Union further are other examples of this potential. A positive sign are the initiative by AMDISS and UJOSS to organise dialogue fora without the Project's involvement. Such an initiative is a manifestation of the institutional strengthening. The interventions in AMWISS have been modest and therefore the impact is modest too at best.

Sustainability

A big question mark is the sustainability of the results achieved in the three organisations. The greatest threat to them is their financial sustainability, which is not secured even in AMDISS despite some headway made. As stated above under efficiency most of the Project funds for this sub-project have gone to salaries and office costs and without the Project's or other external support AMDISS will crumble quickly, and the same goes for UJOSS and AMWISS.

However the Evaluator believes that particularly AMDISS and UJOSS have good chances of attracting external financing also after this Project closes, considering free media's importance in state building and the political development in general and the donor emphasis on these aspects. With continued financial support most of the results achieved should be possible to sustain as

long as the trained staff members remains and members remain committed and willing to invest their skills and time on a voluntary basis.

2.2   Immediate objective 2

Immediate objective 2 aimed for "Sudanese journalists are competent to cover referendum and post-referendum issues". Activities under this immediate objective were not divided into sub-projects despite that they were quite diverse as is clear from the following.

The relationship between media and the security forces was tense before the Elections in 2010. A dialogue forum had been organised between the parties in order to enhance mutual understanding of roles and responsibilities before the Elections. IMS' experiences from similar situations in Cote d'Ivoire and Zambia were utilised in shaping the forum.

It turned out to be a success and is considered to have contributed to the relatively few documented incidents of abuse involving journalists during the Elections and also to the fairly neutral media reporting. A recommendation from the forum was that the dialoguing should continue, and the Project set out to contribute to similar fora in Juba and some of the States, with the aim to have such fora institutionalized and taking place regularly. AMDISS and UJOSS were seen as natural to be engaged, in order to anchor the further development of this process in local media institutions.

An examination of lessons learned was to be conducted after a number of dialogue fora had been held, and the idea was that the media organisations was going to cooperate with the security forces elaborating a communications plan and a document which could be used to help train security forces in best practices in working with the media.

Furthermore, an important role of the media was expected to be to manage expectations and raise debate on the challenges and post-referendum issues. The project was therefore to organise four trainings of journalists and support the organisation of panel discussions in Juba and the States on post-referendum topics and scenarios etc, together with civil society and the Government.

A third part of the Project was to support the already established Media Resource Centres in Juba and Yei and also support the creation of Centres in collaboration with UJOSS sub-offices in Bor and Rumbek before the end of the Project. In connection with the Centres, there was to be ICT training provided for the users.

Dialogue fora

The Project Proposal does not state how many dialogue fora there were to be held, but three (Malakal, Torit and Rumbek) were held in 2011, one in 2012 (Juba) and three (Wau, Aweil and Yambio) in 2013. AMDISS supported by UJOSS has played a leading role in the organisation and implementation of the dialogue meetings, which have stretched over one and later two days when related issues such as the Media Bills, human rights etc. have been included in the programme.

Reports as well as the interviews with representatives from both media and security forces during the Evaluation point to great satisfaction with the dialogue fora and all interviewees that had participated in them urged the Consortium to continue with them. Interviewees from both media and the security forces agreed that they should be institutionalised so as to emphasize their importance and ensure that they do take place regularly and all over the country.

However, the impact of the fora is not apparent in statistics of harassment of journalists but, of course, the fora are not the only factor influencing the level of such harassment. The 2011 evaluation of the Project states that the number of cases of harassment has decreased[14] but this trend has then been reversed, particularly during late 2012 and early 2013 which probably has been the most difficult period for journalists yet in South Sudan. Whether the dismissal of police officers for illegally arresting journalists[15] can be attributed to the fora is uncertain but the fact that journalists and security officers have exchanged phone numbers during the fora has played a role in facilitating the release of several illegally arrested journalists.

Interviews showed that journalists had more positive to say about the fora than security representatives, however security were also unambiguously positive indeed, and the interviewees were not that many from either group. Factors which may have caused such a difference can be that the main responsibility for the organisation of the earlier fora was media's while the security forces were then invited to them, and that the programmes for the fora show a focus on media. These aspects raise the concern that security may have seen the events as for media and less so for themselves. The early experiences made media set up a working group together with the security forces for the organisation of later fora.

A fact that points to media's appreciation of the fora should be that AMDISS and UJOSS have initiated dialogue fora on their own lately, which they would not have done if they did not see anything good coming out of them.

IMS hired in 2011 a consultant to write up Lessons Learned from the fora and to establish Best Practices (a tool kit) for how the security forces should work with media. The consultant submitted two documents, one documenting the dialogues; with minutes and program, which was informed dialogues thereafter, and the other an attempt at a toolkit but it was considered to need more work by the Consortium to be useful. To make the document useful it was considered in need of serious engagement with the security forces, for which the time and resources have not been found yet.

Statistics of harassment
Not explicitly an activity of immediate objective 2 but well positioned here nevertheless, is the reporting of security incidents and harassment which UJOSS has been trained to do in conjunction with UNESCO.

One of the more severe problems for journalists in South Sudan is the harassment and illegal arrests by the security forces. A system of compiling, analyzing and reporting security incidents involving journalists was in 2010 desired to be set up. With reports and statistics of verified harassment and arrests lobbying and advocacy efforts against such acts could be strengthened. As stated above, a system has been set up with the help of the Project administered by UJOSS and UNESCO. The Union's presence in the States receives the complaints and reports them to UJOSS in Juba. UNESCO then receives the information and verifies the reports and keeps statistics.

Trainings of Journalists and Civil Society Fora on Post-Referendum Issues
It was feared before the 2011 Referendum that the South Sudanese may have unrealistic expectations on an independent South Sudan and media was to be made to help managing expectations and raise debate on the challenges and post-referendum issues. The Project Proposal therefore included two measures on post-referendum topics and scenarios; four

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[14] Page 10.
[1515] As claimed by security officers in interviews.

trainings of journalists and panel discussions in Juba and the States involving media, civil society and Government.

It is said to be difficult for journalists to take part in longer training sessions why the planned formal training was changed to a workshop and on-the-job training for both journalists and editors through a mentorship program involving four media houses, Juba Post, Radio Bakhita, the Hero and Radio Don Bosco in Tonj. It was also found that the need for training in basic journalistic skills was greater than in particular referendum and post-referendum issues, why the focus was changed too. The mentoring was quite problematic to start with, but became appreciated by three of the media houses while the Hero had a change in management with the effect that journalists could not participate.

Project reports says that there were so many related activities up to independence that the planned fora with civil society were not implemented through this project, they were well covered by funds both from the Government of Southern Sudan and foreign donors. AMDISS conducted a few meetings for media and civil society on other issues, but these were outside of the Project.

Media Resource Centres and ICT Training
The Project has supported the two already existing Resource Centres and supported the setting up of a third in Bor, Jonglei State. The forth to be set up in Rumbek, Lakes State was cancelled partly due to a deteriorating security situation. The Centre in Juba is located on AMDISS' premises and the Yei and Bor Centres are on NPA's compounds. Journalists are in the Centres offered free internet connection. The Centres also offer a person able to assist the users.

Courses on ICT for journalists are offered by the Project at the Centre in Yei, to which journalists from all over the country are invited for courses of six weeks on basic computer skills and computer applications such as MS Word, MS Excel, MS Publisher and Internet Explorer. One such six-week course for 18 journalists has been conducted every year during the duration of the Project. The Project foots the bill for the courses including the travel, board and lodging of the journalists.

The Resource Centres are visited by many journalists according to NPA staff and according to the log book in the Yei Centre which was visited by the Evaluator. The ICT courses have been very appreciated by the participants, who receive a certificate after completion of the course. The courses end with the participants taking a test so as to measure their learning. The requirements seem not to be very high though, as it only requires a score of 50% correct answers to be passed. A follow up exercise by NPA in 2011 showed that journalists trained on ICT utilise their new skills in their work.

A Media Development Institute
The needs for raising the capacities and skills of South Sudanese journalists are apparent and agreed by all. AMDISS has always assumed a role in developing media and the capacity building of journalists is one of the most important, and the MoU with NCA provided the Association with a building suitable for a Media Development Institute (MDI). The Project therefore agreed to contribute towards the establishment of an Institute meeting the long term needs for training of journalists, as opposed to the trainings held by foreign experts knowing little about South Sudan or its media sector, flying in for a few days training and then flying out again. These so-called "brief case trainings" have not raised the skill levels of the country's journalists as expected.

The Project's contribution started with IMS contracting the Swedish media development institute FOJO to lead a Training Needs Assessment. This TNA was conducted in June 2012 and defined the long term training needs within the South Sudanese media sector. The TNA was based on a principle of local ownership represented by a selection of South Sudanese journalists, editors and media managers from all over the country.

The TNA displayed that the primary training needs for South Sudan's journalists are in the area of basic journalistic skills – such as interviewing techniques, using sources, video editing, media management, and newspaper design – rather than issue-led training, such as environmental and health reporting, as is frequently offered by international organisations.

The findings from the TNA then fed into a MDI Concept Note developed by FOJO in late 2012 supported by a limited engagement by AMDISS' Executive Board. The Concept Note suggests the establishment of a Media Development Institute, offering entry-level journalism education and systematic training for working journalists based on local ownership and long-term sustainability. The Concept Note foresees training not only for journalists but also for editors, media managers, media trainers and teachers, thereby building the country's professional capacity.

The MDI is thought to become an organisation of its own, however housed on AMDISS premises and with AMDISS as a strong and important stakeholder. The Concept Note has been handed over to AMDISS and a few donors have been approached but no hard commitments have been coming forward yet.

Two other institutions/initiatives are relevant to take into account when planning for the MDI. One is the already existing Faculty of Journalism at the University of Juba and the other the Media Academy planned by the Ministry of Information and Broadcasting. The University's education is focused on under-graduate education of rather theoretic nature while the MDI is supposed to provide hands-on training for practicing journalists. The Ministry's Academy is to be the Government's mechanism to provide skilled information and communication officers to Government bodies as well as their spokespersons.

Relevance
The Immediate objective 2 is found to be well in line with the target group's, recipients' and donor's priorities and policies. The indicators for sub-project 2 are all relevant considering the desired outcome of "Improved mutual understanding between media and security forces and creation of a conducive working situation for journalists" which is supposed to lead to "Sudanese journalists are competent to cover referendum and post-referendum issues", the Immediate objective 2.

It is questionable if the planned activities would have been sufficient to make journalists competent to cover referendum and post-referendum issues, even if all had been implemented. The objective is highly ambitious, maybe so that it should be considered unrealistic, for a sector low on resources and competence. However all the planned activities are seen as relevant for the objectives.

Also the unplanned activity to start developing the Media Development Institute is relevant (however not for the Referendum), considering the huge needs for strategic and long term training of journalists.

Effectiveness

There is no doubt that the dialogue fora have contributed positively to the relationship between media and the security forces. The fora are praised by the interviewees during the Evaluation and both media and security forces ask for more and for the institutionalisation of them. However, it is difficult to find evidence of the fora affecting the number of cases of harassment of journalists.

The work on referendum and post-referendum issues was never attempted due to too many initiatives in this direction by other actors. The Consortium therefore chose to allocate the resources to more general training in journalism and ICT instead. The advancement of the journalists participating in the mentoring were never measured or evaluated why it is difficult to say anything more informed about the effectiveness of it, but the consultant's report claims that at least the journalists in three of the media houses were making progress.

The 18 journalists per year that have participated in the ICT trainings at the Resource Centre in Yei have passed the final test, however the bar is set very low at only 50 % correct answers required to pass.

As stated above under Relevance Immediate objective 2 is highly ambitious and can not be said to have been attained by the Project activities. On the other hand, the expected outcome is more modest and its first part regarding an improved understanding between media and security forces can be said to have been fulfilled, but at the same time most analysts as well as media itself seem to think that the working situation for journalists is worse than before.

Efficiency
The activity budget under Immediate objective 2 comprises USD 328,000 and for this amount seven dialogue fora have been held, the running costs of three Resource Centres have been supported, the ICT courses have been held and a number of interventions by consultants have been implemented, such as:
- production of lessons learned and best practices documents from dialogue process;
- mentoring of media houses;
- a Training Needs Assessment; and
- elaboration of a Concept Note for the Media Development Institute.

USD 328,000 is a considerable amount of money but they should mostly be seen as well spent, even if much of these costs should be seen as investments in the future as not all of them have yet lead to much concrete outcomes or had much impact towards the objective. Other parts, such as the mentoring, seem to be less efficient due to bad preparations of the media houses.

None of the implemented activities were provided with a time schedule in the Project Proposal.

Impact
As already mentioned it is difficult or even impossible to measure the impact of the dialogue fora on the mutual understanding between media and security forces and how conducive the working situation for journalists has become. However, as also already mentioned the fora have beyond reasonable doubt improved the mutual understanding between the two sides. Concrete effects are that contacts between media and security officers have contributed to the release of a number of arrested journalists.

The impact of the Resource Centres and the capacity building of journalists have not been possible to measure during the Evaluation, but the Resource Centres certainly have positive effects on Bor, Yei and Juba journalists' possibilities to find (correct) information contributing to

the quality of their work. The same goes for the capacity building – these activities should have contributed to the quality of the participants' work too, even if numerous factors are affecting it.

Sustainability

The contacts and trust established between media and the security forces will certainly remain also after the closure of the Project. The attitudes and statements received by the Evaluator point to that both sides see the previous situation very much as a lack of understanding of each others' roles and when that is cleared, the continued challenge is to disseminate this understanding to other individuals not least in the security forces. Therefore the fora should be continued and institutionalised through coming projects.

The sustainability of the Resource Centres is more uncertain as they need continued funding for their continued operations.

2.3 The Consortium and Implementation of the Project

The Consortium partners collectively make up a well functioning entity, well capable to implement the Project. The three partners have their specific roles. AMDISS being the most influential media organisation in South Sudan has been the main beneficiary but also an important implementer and as such well positioned to make use of Project outputs and turn them into outcomes with impact on the media sector and the country. IMS has been the main provider of expertise to the Project but not only – IMS has also provided oversight and advice when it comes to design and implementation of activities. NPA is the grant holder having a direct relationship with the donor, and has with its special standing and considerable capacities in South Sudan been able to facilitate activities as well as provide effective and efficient implementation.

The Evaluation has found a Project which has implemented, mostly effectively and efficiently, activities leading towards the overall goal of the Project. This has been achieved relying mainly on non-formalised cooperation and coordination between the partners. The Consortium was planning to meet twice a year but in 2012 it met only once, however communication between the partners has been quite frequent and effective outside of these meetings. In fact, the Consortium seems to function smoothly with frequent interactions (more or less daily in some cases), particularly between NPA and AMDISS.

Furthermore, the Consortium gives an impression that there is a fair amount of trust between the partners, which have been able to implement activities enjoying the trust from the others. These positive and trustful relations have, according to the Evaluator, proven to be a contributing factor to the good results. The Evaluator's experience is otherwise that international partners often openly show lack of trust in local partners which diminishes the local partner's abilities to act and absorb goods produced by the activities as well as hindering the necessary local ownership.

The function of the meetings of the Consortium has been to discuss the situation in South Sudan, issues in connection with implemented as well as future activities, including distribution of tasks, responsibilities and (re-)allocation of budgetary means. However, meeting minutes studied by the Evaluator give the impression that the meetings were rather poorly prepared with the results of meetings not being able to agree and decide on issues that were meant to be decided, something which were also verified in interviews.

NPA as grant holder has been able to some extent to reallocate budgetary means between budget lines without consulting the donor, which has offered the Project a large measure of flexibility to be utilised wisely when planned and budgeted activities have not been considered relevant to implement due to unforeseen developments.

The Consortium has not applied any particular systems for quality assurance or risk management, which is not to say that it has not assured quality and managed risks as such, only that the Consortium has not utilised a conscious method or system for these important aspects of project management.

IMS and AMDISS have reported individually to NPA which has used these reports together with own material to draft reports to the donor. IMS has reported annually plus irregular activity specific reports and AMDISS has reported monthly during most of the Project's time span. NPA has not consulted the partners when drafting the reports to the donor but has shared them with the partners when finalised. Thereby the reports from the Project have become NPA's reports and not the Consortium's. The reports to the donor are qualitative and to the point, addressing the subject matter and achievements in general terms but do not tell sufficiently how these achievements were reached. Activities are mentioned but not in detail, and numbers of participants etc. are often missing as well as detailed and specific information about achievements, such as results and impact of trainings. Gender aspects are not addressed either.

The Project has been reviewed once before, one year into implementation, and now again, which makes it hard to claim that the Project has not been evaluated properly. However, the Consortium's day-to-day follow up and monitoring have not been sufficient when it comes to documenting actions, analysis and decisions (beyond progress reports submitted to the donor). Therefore it is not possible from the documentation to follow or understand the Consortium's analysis of the Project's progress nor why certain decisions were made.

When addressing monitoring and evaluation it is impossible not to mention the absence of baselines to compare later progress and achievements with. The Project is addressing mostly non-tangible subjects which makes it difficult and cumbersome to establish baselines, but baselines are nevertheless necessary for measuring and proving progress.

2.4 Overall Assessment against the Project Goal

The most important question for the Evaluation to answer is whether the Project has achieved its Goal, which was an "Improved situation of Freedom of expression and press freedom in Sudan" according to the Project Proposal. It is hereby assessed using the five criteria from the ToR followed by an overall discussion.

Relevance

The Goal is relevant as all the Consortium partners as well as the donor and other beneficiaries are dedicated to improve the situation of freedom of expression and press freedom in South Sudan.

It seems the interviewees see the Project's design as relevant for the achievement of the Goal, and particularly the advocacy for the Media Bills and the dialogue fora are appreciated. The strengthening of the media organisations are seen as very relevant too. A question is whether the design and implemented activities were of scope and strength so as to adequately address the issues. It is of course always possible to do more, but it seems the level of effort invested by the Project has been effective, when looking at what has been achieved. This latter goes mostly for the advocacy, dialogue fora and strengthening of AMDISS, and less so for developing journalists' capacities and the strengthening of the other two organisations.

Some of the outlined activities in the Project Proposal turned out never to become relevant to implement in the highly fluent situation in South Sudan, but the Project has handled these issues wisely and redesigned the Project accordingly.

Effectiveness

In relation to most components of the Project, the Project Proposal does not provide any information on how much or to what degree it was expected the Project would succeed. It can be categorically stated that the Project has contributed to an improved situation of freedom of expression and press freedom in South Sudan by successfully lobbying the liberalisation and passing of the Media Bills and increasing the understanding and trust between the media and important parts of the security forces through the dialogue fora. Furthermore the strengthening of AMDISS particularly but also UJOSS to some extent, have strengthened these proponents of freedom of expression and press freedom, so that they are now better able to engage the forces opposing these concepts.

The advocacy aiming to liberalise and pass the Media Bills is finalised but needs to be followed by an equally important lobby and advocacy campaign for a liberal interpretation of them and their implementation. The dialogue fora held have achieved a positive atmosphere between the participants from both sides and the realisation by them that more is needed and desired. Only a small fraction of the security forces have participated yet, why more fora are needed and ways to institutionalise them should be attempted in the next project.

The work on the Media Development Institute has resulted in an important basis, the Concept Note, for continued discussion and planning of the Institute.

Efficiency

The Evaluation has not made any deeper analysis of efficiency in the implementation of the Project activities but it seems it has been reasonably efficient when it comes to the relationship between inputs and outputs. Almost USD 2 million[16] is a considerable amount of money, but considering the amount of activities, the number of organisations and individuals involved and the importance of the objectives for the new country and its people it may not be that much. However studying the budget shows that 38% of the total budget was allocated to Consortium meetings, auditing, M&E, staff of NPA and IMS, administration and other support costs not directly from the implementation of activities. In these 38% are however included comprehensive and intensive coaching and mentoring process with the partners.

It has been asked whether the next project should be implemented by an expanded Consortium, but the Evaluator believes this would risk slower and more cumbersome management as well as higher costs. It should then be better to bring in other experts/organisations for specific tasks when needed.

The implementation, disbursements and project expenditures have been reasonably in line with plans and agreements, as far as the Evaluator is aware, and changes have been communicated with the donor and within the Consortium.

Impact

One impact caused by the Project's activities is clear – the passing of the Media Bills which will have far-reaching effects on South Sudan as long as they are implemented. Another impact is due

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[16] The total three-year budget of the Project.

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to the dialogue fora which have made parts of the security forces change their views on media which facilitates for a more open society and media freedom.

An impact of probably equal importance in the future is the strengthening of AMDISS. Through AMDISS South Sudan has an increasingly strong promoter of freedom of expression and media freedom, unrivalled in the country.

The work on the Media Development Institute has not yet lead to any impact, but should be seen as the first steps towards a realisation of the MDI which may have huge impact on the quality of South Sudanese journalism, once it is set up and running.

Sustainability

The results of the main components of the Project, the advocacy and the dialogue fora, are sustainable as the first one lead to the Bills being turned into laws and the achieved understanding of the roles of media and the security forces will not go away either when the Project is finished. However both results can be nullified by changes in the legislation and/or new directives for the security forces' behaviour towards media. The Concept Note for the MDI will not be rendered obsolete or irrelevant in the near future at least.

The media organisations and the Resource Centres are not financially sustainable even if measures have been taken to make at least AMDISS so. They are all still dependent on external financiers and will be so for the foreseeable future. The capacity gains in AMDISS will remain, at least as long as the organisation enjoys external support in financial and other terms. In case the Association is left on its own the risk is that it will not be able to maintain them.

3. Conclusions and Lessons Learned

The most important conclusion from the Evaluation is that it has effectively implemented a number of activities important for the democratic development of South Sudan, such as the advocacy campaign for the liberalisation and passing of the Media Bills, which will provide the right to access of information and a media sector which is not completely in the hands of the Government as well as other provisions. The other most important activity has been the dialogue fora which have managed to bring media and the security forces closer to each other. Statistics of harassment of journalists do not suggest any less harassment despite the fora, but there have not yet been that many held either.

These two activities would not have been possible to implement successfully without the strengthened AMDISS which has been both the main beneficiary of the Pro nor was the Project's level of ambition, but the Union has potential to become a strong and important actor.

The other activities of the Project have contributed towards the Project Goal too, however in smaller ways. The MDI Concept Note may prove to be an important piece though, if funding for the Institute can be secured.

It is now time to implement the enacted Media Bills in which AMDISS and other promoters of free speech and media freedom have very important roles to play as advocates, advisors and watchdogs. The Consortium together with UJOSS are in a good position to take on these challenges the years to come.

The Consortium is deemed to have been a relevant and effective constellation to implement the Project, with the most important media organisation in South Sudan, AMDISS, as beneficiary

and implementer, a highly experienced international media organisation providing expertise (IMS) and the well-established and -connected as well as influential NPA providing many other services. The Consortium is characterized by efficient and trustful cooperation, allowing a strong local ownership. These positive sides have more than well made up for what has been missing of formalised project management and documentation. However it is the Evaluator's strong recommendation that the Consortium improves these sides in the next project.

Finally can be said that the Project has probably been the most important in media development in South Sudan during its life span. It has had impact on the development of the country, not least through lifting the issues of the Media Bills and their contents to the wider public's attention.

3.1   Lessons learned

The Evaluation ToR ask specifically for a "…systematisation of the lessons learned and best practices that can be derived from the project". A number of lessons learned have surfaced during the Evaluation.

The Consortium
- The Consortium partners have been equals allowing for a local ownership of the Project and its objectives, which strongly contributed to its success.
- The Consortium is made up of a well adjusted mix of partners, each with its traits, relevant for the Project.
- The Consortium partners and the donor seem to share for the Project relevant priorities and policies keeping differing views to a minimum, contributing to the smooth decision making and implementation. This state of affairs have also facilitated the Project and Consortium functioning without formalised routines and proper documentation.

Implementation
- The dialogue fora are seen very positively by all, but seem to the Evaluator to have been held without expectations of what they were to lead to in concrete terms, beyond explaining media's role to the security forces. The lack of expectations and analysis of what the fora have led to, have led to that the Consortium has not developed the concept.
- Involving the security forces in the preparations and organisation of the dialogue fora made the fora the security forces' fora as well, which in turn made security officers more positive to these events.
- Success is a product of efforts and resources invested. The level of success in strengthening the three media organisations is in falling order AMDISS, UJOSS and AMWISS, which well reflects investments made.
- It can not be taken for granted that intended beneficiaries see what you are offering them as desirable. The mentoring offered to the journalists in the four media houses seems not to have been appreciated to start with. The time it took to convince them could have been used for mentoring instead if the interventions had been properly prepared and based on an expressed request. Activities need to be prepared properly.
- Personal relations matter, such as the relations AMDISS managed to develop with Parliamentarians during the study visit to Tanzania and through long lasting and determined efforts in NLA working on the Media Bills. By listening and providing arguments to the individuals you like to influence they start taking you seriously and listening.

- It is difficult to measure success without baselines, and to document results from monitoring and measuring is necessary for being able to prove progress at a later stage.
- Despite the efforts to make AMDISS financially sustainable the organisation is still not and risks crumbling when the Project's contributions cease. The phase-out plan including a proper budget of both revenue and costs adding up, would have had the potential to present clearly the situation and the alternatives. The level of ambition could then have been adjusted to actual possibilities and conditions.

4. Recommendations

The Evaluation has yielded the following recommendations aimed towards the Consortium, its financiers and other stakeholders.

The Consortium
- ➢ The Consortium should remain with the current partners while other organisations can be invited for specific tasks and roles, so as to avoid making the Consortium more difficult to manage than necessary;
- ➢ Consortium meetings should be prepared properly with tentative agenda distributed beforehand as well as other relevant information providing for constructive meetings and decision making;
- ➢ The Consortium's reporting should include a fuller account of what has been done and why, as well as present and analyse results. Furthermore, to make reports truly the Consortium's reports and not only the lead organisation's, drafts should be circulated between partners before finalisation;
- ➢ Different types of analysis and decisions should be documented and archived;
- ➢ Risk management and quality assurance systems should be set up and implemented including documentation routines so that they can inform project management;
- ➢ Every project should start with establishment of proper baselines.

Future projects/activities
- ➢ Security and media should always be equally responsible for the organisation of dialogue fora and the programs should reflect that they are joint events;
- ➢ The dialogue fora have been successful and should be continued and institutionalised. Media and the security forces should jointly elaborate how a better understanding of each others' roles and concerns can be achieved and how these messages can reach all in media and security.
- ➢ Dialogue fora should as far as is possible avoid confrontational speech – but apply a positive tone;
- ➢ The enacted Media Bills should be a basis for future dialogue fora;
- ➢ The Government should be supported in implementing the Media Bills during several years and in several (all?) Government entities;
- ➢ Advocacy efforts for a liberal interpretation and implementation of the Media Bills should be continued;
- ➢ Adjust the Code of Conduct of Journalism in South Sudan to the current legislation and other relevant frameworks and invest in its dissemination and journalists' adherence to it;
- ➢ Support the set up and institutionalising of the SSMC;
- ➢ Continue supporting the institutional development of AMDISS, UJOSS and AMWISS along the lines of consultant Lisa Clifford's recommendations from 2011, but only organisations that show a strong ownership of objectives and activities.

- Accreditation of journalists recognised by the authorities should be agreed and implemented;
- Short term *ad hoc* trainings of journalists should be avoided, while journalists' strategic long term development should be invested in;
- The support to the running of the Resource Centres should be continued;
- The efforts to set up the Media Development Institute should be continued after commitments have been secured from stakeholders – not least important being commitment from local journalists and media houses;
- The recently established Media Development Indicators should be contemplated as a source of information when designing the next project;
- The design of the next project/projects needs to be sufficiently invested in – time and money, possibly with the facilitation by an external expert.

Donors:
- Components of this project should be given continued support in line with the recommndations above, because even if most components have been successful in acheiving their objectives, not all the ultimate goals have been reached yet;
- The importance of the local ownership in this Project's success should be noted. Donors should take heed and require strong local ownership in all similar projects;
- Multi-year support should be extended to ensure long term commitment and facilitating proper long term planning.