

Government of Southern Sudan

**MINISTRY OF LABOUR, PUBLIC SERVICE
AND HUMAN RESOURCE DEVELOPMENT**

**THREE YEAR DEVELOPMENT
STRATEGY
2008-2010**

**JUBA
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Foreword

The Ministry of Labour, Public Service and Human Resource Development has a pivotal role to play in the creation of an effective public service and a well-ordered private sector labour market. Thus, it is essential that the Ministry become fully operational and able to undertake its wide mandate as quickly as possible.

This Strategy sets out the actions and tasks to be undertaken by the Ministry to rapidly become operational and thus able to provide the policy framework, guidance and regulation to the Public Service and the private sector labour market in Southern Sudan. With respect to the Public Service, the Ministry will first maintain a focus on getting the “nuts and bolts” in place, that is, creating and implementing a sound legal and regulatory framework while emphasising affordability and sustainability. The Ministry also has a vital role to play in the development of Southern Sudan through its work in relation to the private sector labour market. The Ministry will encourage an expansive private sector and growing private sector employment through the creation of a balanced legal framework, liaison with private sector employee and worker organisations and the reduction of conflict in the workplace.

In conclusion, I am confident that the Ministry of Labour, Public Service and Human Resource Development will increasingly be able to effectively carry out its multiple functions. These are essentially to provide the framework and skills to manage the GOSS Public Service and to mould a private sector labour force able to facilitate the economic development of Southern Sudan. Through implementing this Strategy, the Ministry will strive to improve its performance in all respects so that our people can in turn improve their own well-being and prosperity.

Awut Deng Acuil

Minister Labour, Public Service and Human Resource Development

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1. Introduction

1.1 As with all institutions of the Government of Southern Sudan, the Ministry of Labour, Public Service and Human Resource Development is new and still in the process of attaining operational effectiveness. The Ministry has a key role to play in the creation of an effective government and so it is essential that it becomes fully operational and able to undertake its wide mandate as quickly as possible. In order to do so, the Ministry has to build consensus on the way forward over the next several years, identify critical actions and decisions and then implement a plan to develop its own capacities and put in place effective policies and programmes to carry out its functions and duties.

1.2 This Three Year Strategy is intended to provide the 'road-map' for the Ministry's development and operational programme. It identifies the actions that have to be undertaken to create an operational institution and the policies and programmes that will be put in place in response to its functions and responsibilities. The activities put forward are strategic in vision, more will have to be done over time to provide details and sharpen their objectives and modalities. In particular, it is difficult at this moment to predict the financial and human resources that may be made available to implement the Strategy. Obviously, the availability of finance and qualified personnel is fundamental to what can be achieved. This Strategy veers to the cautious in assuming the level of funds and staff that will be available and is thus relatively modest in scope. Should more resources become available it will be easier to expand a programme than cut it back should funding requirements not be met.

Goals of the Strategy

1.3 The goals of this Strategy are that by the end of 2010:

1. The management and administration of the Public Service is fully in accordance with the regulatory framework designed for the purpose;
2. An on-going training and capacity building programme for the GOSS has been developed and is being implemented;
3. Policies, laws and regulations for the functioning of the labour market have been developed and made operational and support for providing required skills is being provided; and
4. A GOSS contributory pension scheme has been established and made operational.

THE MINISTRY

2. Functions of the Ministry

2.1 The overarching mandate of the Ministry can be defined as:

The Ministry of Labour, Public Service and Human Resource Development (MLPS&HRD) has been assigned a dual mandate to:

1. Manage and build the capacity of the GOSS public service for the effective and efficient delivery of services.
2. Support and, where necessary to regulate, the operation of the private sector labour market;

2.2 The main functions and duties of the Ministry can be summarised as:

1. To establish an inclusive, impartial, responsive and efficient Public Service for Southern Sudan;
2. To manage the Public Service in a manner consistent with Southern Sudanese priorities, values and cost effective service delivery;
3. Oversee the formulation, review and implementation of Public Service, Labour, and Pension Laws and Regulations for Southern Sudan;
4. To undertake and oversee the appointment, conditions of service, promotion, discipline and termination of Southern Sudan Public Service personnel;
5. To safeguard the interests of employers and workers and protect workers from exploitation through the implementation of labour and employment laws and subordinate legislation;
6. To establish and oversee arrangements for the reconciliation and redress of work place disputes;
7. To formulate regulations for and supervise the formation of all workers' trade unions;
8. To develop and execute as appropriate a GOSS capacity building strategy for the public service through addressing and coordinating cross-cutting issues related to capacity building and training;
9. To oversee the operation of GOSS vocational training centres;
10. To ensure the participation of women in the public service to the mandatory level stipulated in the Interim Constitution of Southern Sudan;
11. To provide technical assistance and other support to the States and local governments in order to enhance the performance of their public

services;

12. To regulate the employment of aliens and to issue work permits; and
13. To manage the public service pension fund and other post service benefits for the benefit of public servants.

3. Vision

3.1 The vision of the Ministry is founded in the Interim Constitution of Southern Sudan, Article 142 (1) which lays out the values by which the Public Service shall be governed. So our vision is the creation of a Public Service that is able to provide impartial, quality and timely service to the Government and citizens of Southern Sudan. This vision calls for the establishment of accountable institutions of governance, able to ensure equitable access to resources, protect human rights, and provide social services and infrastructure.

4. Mission

4.1 The Ministry's mission is to establish and implement an effective legislative and policy framework to create and manage a responsive and inclusive Public Service and a private sector labour market able to respond to the needs of a modern economy. The Ministry will address the needs of the Public Service through regulation and management control, capacity building and training while providing for the welfare of its public servants through pensions and social security. The needs of the private sector will be addressed through the provision of advisory and conciliation services to workers and employers together with the imposition of standards and safeguards for the workers.

5. Strategic Objectives

- 5.1 The overarching strategic objectives of the Ministry can be defined as:
1. to establish and manage an efficient, responsive and accountable public service able to deliver effective and efficient services to the people of Southern Sudan;
 2. to develop and implement an on-going training and capacity building programme for the GOSS to enable the public service fulfil its mandate;
 3. to support and, where necessary, to regulate the operation of the private sector labour market; and

4. to provide for the long term welfare of public servants through the administration of a viable pensions scheme and the social security system.

6. Policy Framework

6.1 The Ministry must articulate a series of policies and priorities to determine the nature and focus of its activities. Experience in other post-conflict situations suggests several lessons that should be noted when attempting to build our Public Services. These are:

- o To maintain a strong emphasis on affordability and sustainability of the service in terms of its demands on budget resources;
- o To maintain flexibility and recognise the likely evolution in the composition and organisation of the public service while introducing effective mechanisms to control the size of the Public Service and ensure high performance and productivity;
- o To maintain an initial focus on establishing the 'basics of sound administration', getting the 'nuts and bolts' right includes creating a suitable legal framework, establishing effective establishment controls, a human resource data base, sustainable grade structures and equitable salary scale;
- o To recognise there will be for a time a lack of capacity across the Executive and that, during this period, the bureaucracy of government will be fragile and perhaps somewhat unproductive. To overcome these shortcomings it is essential to introduce a forceful programme to build capacity and provide the training required.

6.2 The major policy framework for the Ministry will be contained in the three pieces of legislation that are currently being developed, these are; the Public Service Act, The Labour and Employment Acts and the Public Pensions Act. As these laws are promulgated, the Ministry will undertake a concerted programme to build awareness among the Public Service and wider society of the policy ramifications of implementing the laws.

6.3 The Ministry certainly recognizes the lessons that can be learnt from other countries that have been in a similar post-conflict situation and will attempt to take them on board in day-to-day policy formulation and decision-making. However, they also represent considerable challenges that must be addressed

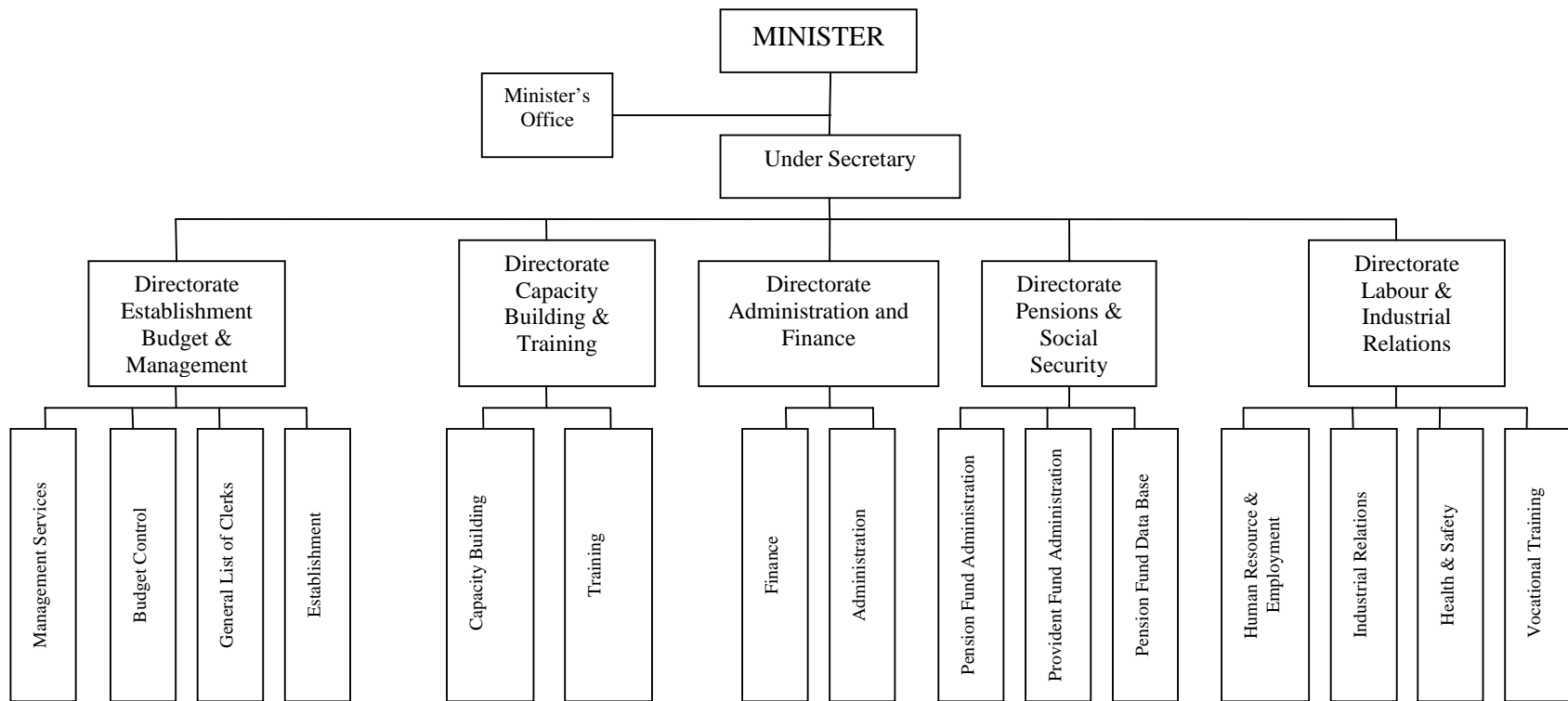
and overcome if a GOSS Public Service that the people of Southern Sudan deserve and expect is to be created.

7. Structure of the Ministry

7.1 The Ministry has been divided into five Directorates in order to best respond to its multiple functional responsibilities and strategic objectives. The five Directorates are:

1. ***The Directorate of Establishment, Budget and Management*** responsible for the administration of the Public Service Act and Regulations and providing guidance on the organisation and performance of the Public Service;
2. ***The Directorate of Capacity Building and Training*** responsible for formulating and coordinating the implementation of human resource development policies and procedures for the public service and designing and implementing GOSS-wide training and capacity building programmes;
3. ***The Directorate of Pensions and Social Security*** responsible for managing the public service pensions scheme of Southern Sudan and the administration of the Social Security Fund;
4. ***The Directorate of Labour and Industrial Relations*** responsible for the formulation of labour policies and legislative framework to regulate the private sector labour market and the promotion of good employee/employer relations;
5. ***The Directorate of Administration and Finance*** responsible for the administration, budget implementation and maintenance for the Ministry.

Organisation of the Ministry of Labour, Public Service and Human Resource Development



MAKING THE MINISTRY OPERATIONAL

8. Staffing

8.1 The Ministry will identify priority vacant posts throughout its organisation and appoint staff to fill these posts. It is recognised that there will be budget constraints to the numbers that can be appointed. In 2007, the total staff included in the budget and Nominal Roll of the Ministry itself stood at 139 with a further 274 employed in the vocational training centres that are now under the control of the Ministry, giving a total of 413. In 2008 this authorised number will grow to 444, an increase of 31. It is predicted that as new Departments are established 'on-the-ground' and the vocational training centres reach full operations that the number required will expand quite rapidly. The total staffing for the Ministry and vocational training centres is expected to have risen to over 500 by the end of 2010. The allocation of posts between Directorates in the 2008 budget is:

• Establishment, Budget and Management:	29
• Labour and Industrial Relations:	14
• Capacity Building and Training:	13
• Pensions and Social Security:	6
• Finance and Administration:	63
• Minister's Office:	16
	Total
	141

8.2 However, these numbers are the maximum that may be financed under the 2008 budget. The reality is that the number of staff actually appointed to fill these posts falls far below the number authorised. As of the end of 2007 the number of staff in post in each Directorate was:

• Establishment, Budget and Management:	14
• Labour and Industrial Relations:	4
• Capacity Building and Training:	5
• Pensions and Social Security:	3
• Finance and Administration:	57
• Minister's Office:	3
	Total
	86

Thus, the Ministry will have to make determined efforts to attract suitable staff. The Ministry will regularly review its organisation structure and staffing needs. As a first step job descriptions have been written for all classified posts.

8.3 In its recruitment and staffing the Ministry is committed to meeting the target set in the Interim Constitution of Southern Sudan that requires at least 25% of its staff to be women. Particular efforts will be made to attract women candidates, especially to middle and senior level posts. Preference will be given to promoting women already employed by the Ministry provided they are qualified to take up a more senior post. Where recruitment of new staff is warranted advertisements for applications will encourage women to apply.

9. Identifying and Utilising Resources

9.1 The Ministry will seek to raise the ceilings and allocations provided in the annual budget. This will be done by carefully justifying well defined proposed expenditures and demonstrating efficient and accountable utilisation of allocations and disbursements.

9.2 The Ministry will also seek financial resources from sources other than GOSS revenues. Technical assistance to provide specialist short term infusions of skills and capacity building will also be sought. However, external projects and assistance will only be agreed where the need has been internally identified and the assistance offered thoroughly evaluated and found to respond satisfactorily to the Ministry's needs.

9.3 Current external projects, programmes and agreements will be carefully managed to maximise benefits to the Ministry, GOSS and Southern Sudan. Existing projects vary significantly from the ministry-wide advisory support of the BearingPoint/USAID project, to the multi-component MDTF programme, the training programme being implemented by Skills and financed by DFID, and the specific support of JICA and others in the revitalisation of the vocational training centres in Juba, Wau and Malakal. Further consideration will be given to these and other prospective external projects under individual Directorate programmes. It is proposed to appoint a Ministry representative to coordinate the implementation of on-going projects and the identification and design of future initiatives.

10. Legal Framework

10.1 A clear legal framework that defines the powers, duties and responsibilities is a prerequisite if the Ministry is to become effectively operational. The Public Service Act and Regulations will be drafted and submitted to the Council of Ministers before the end of the first quarter of 2008 for approval prior to submission to the Legislative Assembly. Initial drafting and subsequent consultations with stakeholders will be completed for the new Labour and Employment Bills in the first quarter of 2008 with the final draft being submitted to the Council of Ministers in the second half of the year. Finally, a draft Public Pensions Bill will be drafted before the end of 2008.

10.2 The new legislation will take into account the economic, social and cultural norms and expectations of the citizens of Southern Sudan, the values laid out in the Interim Constitution for Southern Sudan as well as international best practice. In each case, the Ministry will undertake a dissemination and awareness-building programme once each law is promulgated to ensure widespread and responsive implementation.

10.3 In consultation with the States, the Ministry will develop a model State Public Service Act and Regulations. Finance and technical assistance for this exercise is to be provided under the MDTF-financed *Capacity Building, Institutional and Human Resource Development in Southern Sudan (CABIHRD)*

11. Relationship with other Public Institutions

11.1 Because of the nature of its functions, the Ministry has need to establish sound working relations with a wide range of other institutions and ensure that there is a clear understanding of relative roles and responsibilities. Most immediately are the Civil Service Commission and the Employees Justice Chamber both of whom have major roles in the running of the public service. Equally important is the need to maintain dialogue and joint decision-making with the Ministry of Finance on all matters concerning personnel emoluments, the affordability of the public service, the wage bill and the personnel budget.

11.2 The Minister and the Under Secretary will take the initiative to meet regularly with their counterparts in these and other such institutions to discuss and

agree policy matters. Technical dialogue will also need to be established between senior technical staff.

11.3 It is essential that the Ministry develops an explicit understanding of its relationship and role in the operation of the National Civil Service and the National Civil Service Commission. Once again, the Minister and the Under Secretary will establish interrelationships at the policy and technical levels respectively. Similarly, the oversight and coordination functions of the Ministry with regard to the States and local government need to be clarified and agreed. Regular contact with the Governors' Forum, the Local Government Board and other such institutions will be maintained in order to build a consensus on what support is paramount and the degree to which the Ministry holds executive oversight over other levels of government.

12. Building Capacity

12.1 The Ministry is mindful that its own internal capacity and capabilities must be strengthened. Within the constraints of the budget, the Ministry will provide its staff with the equipment and other materials required for them to undertake their duties. External support will be sought for the provision of specialist equipment. However, the Ministry recognises that materials such as office supplies and other operating costs will need to be provided from domestic finances.

12.2 A ministerial training plan will be developed reflecting the actual needs of our staff. This plan will complement or precede but not duplicate or replace the GOSS-wide training plan to be prepared by the Directorate of Capacity Building. Two widely required general needs have been identified within the ministry and will be addressed as soon as possible. The two needs are: (1) basic and intermediate English instruction, and (2) basic and intermediate computer skills. The current informal English programme will be formalised as soon as funding can be identified while funding and technical support for the computer skills training will be sought. It is likely that both topics will feature in the GOSS-wide training programme and as soon as this wider programme is running the Ministry-specific course will be closed.

13. Constraints

13.1 The Ministry will continue to have to contend with a number of significant constraints which have lessened its effectiveness and in some cases have prevented the Ministry undertaking its functions and responsibilities. While it is to be hoped that the effects of these constraints will be mitigated over the coming years they are not likely to disappear in the foreseeable future. The constraints on operational performance include:

1. The shortage of qualified and experienced professional and technical staff for the Ministry. To-date the Ministry has been able to appoint suitable staff to less than one third of the classified posts included in its Nominal Roll. The impact of this shortfall on performance is obvious;
2. Attempts to recruit staff when identified has been constrained by a shortfall in personnel budget allocations that severely restricts the number of staff that can be employed;
3. The lack and poor condition of office space and other infrastructure has been detrimental to performance. However, the rehabilitation of the Ministry's building is underway and the Ministry should be able to move back in mid-2008;

MINISTRY IMMEDIATE ACTION PRIORITIES

14. Responding to Strategy Goals

14.1 It is important that the Ministry concentrate its energies and limited resources on a small number of critical issues in the immediate term. There is always the danger that an attempt to address too broad or divergent a programme will result in a loss of focus and achievement. Thus, the Ministry has identified a small number of high priority areas of action against each of the four goals of the Strategy. When implemented, each action will bring about critical change and have a major impact on the achievement of the goal.

14.2 Implementing policies and procedures to control the number of public servants and provide systematic and transparent recruitment and promotion procedures is an immediate priority of the Ministry. The new Public Service Act and Regulations provide the framework but more will be needed to engender implementation throughout GOSS and the States. The Directorate of Establishment will mount a concerted programme to work with all ministries and institutions on the preparation of Organisation Charts, Establishment Structures and Job Descriptions to ensure all posts created and filled respond to real priorities.

14.3 Policies and procedures to promote gender balance and the inclusion of other marginalised groups and to protect against issues such as nepotism in appointments and promotions will be articulated. At the same time, the Directorate will work with the Ministry of Finance to establish a robust pay-roll system that minimises malpractice in salary payments. A precursor to the introduction of this pay-roll system must be reconciliation and cleansing of the existing pay-rolls in all ministries and institutions. Finally, a human resources data base for all GOSS staff that is linked to the pay-roll will be developed. Assistance in this complex initiative will be provided through the MTFD CABIHRD and the BearingPoint/USAID projects.

14.4 The major immediate task of the Directorate of Capacity Building and Training is to draw up a GOSS Medium Term Training Strategy that will determine the nature and main focus of the government's programme to enhance the skills and competence of the Public Service. The Strategy will identify needs and approaches to both informal on-the-job training and more formal approaches to

in-service training. One particular issue to be addressed is that concerning the particular needs of those who were unable to complete their education because of the struggles and who risk being overlooked in the new Public Service. Similarly, the particular needs of women and other marginalised groups will be addressed. It will also define the responsibilities of the Ministry/Directorate for training and those of individual ministries and other institutions. This Strategy will be developed inclusively through consultation with all ministries and other public institutions. Once the Strategy itself has been approved by the Council of Ministers, the Directorate will draw up a Training Programme to schedule the training activities it will mount. The Ministry has requested the BearingPoint/USAID project to provide technical assistance to advise the Directorate on this task while further assistance will be provided under the MDTF CABIHRD project.

14.5 The priority task for achieving the goal to regulate the private sector labour market is to formulate and then implement an appropriate legal framework and to develop a strategy to build capacities at the centre and the States to put the law into practice. Assistance in drafting the legal instruments and building capacities is being provided by the ILO, financed under the MDTF CABIHRD project. A second priority is to increase the availability of skilled workers through the renovation and making fully operational the vocational training centres at Juba, Wau and Malakal. A women's training centre is to be opened at Aluakluak.

14.6 A number of complex and interlinked policy issues must be resolved as the first steps towards the establishment of an autonomous public pension scheme for Southern Sudan. Policy decisions are required on: (1) how to treat the diverse groups with different histories who now make up the Public Service; (2) on access to past contributions made by ex-GoS/CCSS staff; (3) on the rights of people who worked for CANS/SPLM for many years, often on a voluntary basis, (4) on the rights and obligations to war widows, those disabled by the war and other such groups; (5) the relationship between the pension scheme and the Social Security Fund; and other like issues. In order to make considered decisions there will be need to complete investigations into existing obligations and to learn from international best practice. Then other considerations such as affordability must be explored before any new pension scheme can be designed. The completion of these preliminary activities will require technical assistance. Once they are completed the Directorate of Pensions will be in a position to move ahead with the drafting of a legal and regulatory framework for the pension scheme.

THE DIRECTORATES

15. Directorate of Establishment, Budget and Management Services

15.1 The Directorate of Establishment and Budget will be responsible for the following functions:

1. Definition and administration of the Public Service Act and Regulations;
2. Controlling the GOSS Establishment through setting policy and procedures on appointments and promotions and vetting those made by individual ministries;
3. Advising the Minister on the Public Service Grade Structure, salary rates and personal allowances and upon the Terms of Service of the Public Service;
4. Liaising with Ministry of Finance on annual personnel expenditure ceilings for each Ministry and with individual Ministries to ensure Nominal Rolls and budget submissions on personnel emoluments do not exceed budget allocations;
5. Provision of establishment personnel to give guidance and advice to all ministries and other public institutions on their organisation, establishment structure and other matters of personnel management to improve their performance and capacities;
6. Management of the General List of Clerks throughout GOSS; and,
7. Establishing and maintaining a computer-based personnel data base for all public service employees which is integrated with the payroll data base operated by the Ministry of Finance.

15.2 The Directorate has four Departments:

1. The Department of Establishment
2. The department of Budget Control
3. The Department of Management Services
4. The Department of General List of Clerks

15.3 *The Department of Establishment* will oversee a robust regulatory and control framework for the Public Service based on the new Act and Regulations. As described in paragraph 5.2, this framework will include the operation of procedures for the appointment, promotion and separation of staff. Under the

MDTF CABIHRD project the Department will lead the formulation of a medium term policy framework for administrative decentralisation and management of the public service.

15.4 The Department will also directly oversee the development, installation and operation of a computer-based GOSS Personnel Data System and working with all ministries and commissions install linked decentralized personnel data bases to strengthen human resource planning and management. Allied to this data base will be the introduction of Identity Cards to all public servants to assist in the control of salary payments and benefits. Assistance in the initial exploratory stages of this initiative will be provided by the BearingPoint project.

15.5 *The Department of Budget Control* will prepare advice on the Public Service Grade Structure, salary rates and personal allowances and prepare recommendations on personnel emolument ceilings for each annual budget and on ceilings to be set for each ministry and commission. It will also provide analysis on the cost of the Public Service and undertaking regular liaison with the Ministry of Finance on the GOSS and individual ministry and commission wage-bills and expenditures on emoluments.

15.6 *The Department of Management Services* will be established. Working with all ministries and other public institutions the Department will oversee the review of their organisation and establishment structures to ensure they are responsive to the functions and policy priorities of the ministry or institution. It will also provide advice and guidance to ministries and other institutions on management approaches and techniques to improve the effectiveness and efficiency of the organization and enhance the performance of its staff. Finance for this activity will be provided under the MDTF CABIHRD project.

15.7 *The Department of General List of Clerks* will continue working with all ministries and other public institutions to identify their requirement for clerical staff and assess the performance of existing clerical staff. It will also develop and administer the General List of Clerks throughout GOSS, recruiting suitable staff to fill clerical posts and place them in vacancies in all ministries and institutions.

15.8 The 2008 Nominal Roll includes 31 staff for the Directorate, of which 26 are Grades 2 – 9. Given the work programme over the next three years and the creation of the Management Services Department the number of employee will

increase over the strategy period. By 2010, assuming financial provision is made available, it is expected that the total staff of the Directorate will be 45 of which 38 will be in Grades 2 – 9.

16. Directorate of Capacity Building and Training

16.1 The Directorate of Capacity Building and Training will be responsible for the following functions:

1. Formulating and coordinating the implementation of human resource development policies and procedures for the public service.
2. Designing and implementing cross-sector and common GOSS-wide training and capacity building programmes;
3. Maintaining a human resource development information system;
4. Interpreting human resource management and development policies to ministries and States;
5. Undertaking training needs assessments in collaboration with Ministries and States;
6. Providing support and guidance to the States in the development of their own training and capacity building;
7. Monitoring and evaluation of training programmes throughout GOSS and maintaining quality control over training programmes;
8. Building capacities of ministries to manage their internal training programmes.
9. Developing a skills inventory for the public service;
10. Coordinating in service training programmes for Ministries and States.
11. Soliciting and managing external funding for GOSS training and capacity building programmes.

16.2 The Directorate has two Departments:

1. The Department of Capacity Building
2. The Department of Training

16.3 As mentioned in Section 5, the major immediate task of the Directorate of Capacity Building and Training is to draw up a GOSS Medium Term Capacity Building and Training Strategy.

16.4 *The Department of Capacity Building* will undertake capacity building needs assessments with Ministries and Commissions and train a team in each institution to undertake such assessments and develop capacity building programmes in selected Ministries or Commissions as well as provide guidance and assistance on their implementation. In so doing the Department will identify approaches to capacity building including formal and on-the-job training as well as institutional strengthening and improved management;

16.5 The Department will also work with all States, providing support and guidance to the States in the development of their own training and capacity building.

16.6 *The Department of Training* will jointly undertake training needs assessment with Ministries and Commissions and go on to identify common cross-sector training needs to be provided by the Directorate and ministry/commission-specific needs that will be addressed by the individual institution. As a result of these needs assessments the Department will develop and implement cross-sector training programmes that will be offered across GOSS. Once training programmes have been implemented the Department will follow-up with ministries/commissions to evaluate the effectiveness of the training.

16.7 A major modular training initiative will be implemented as part of the MDTF CABIHRD project. The training programme will make personnel conversant with modern management, information and computer practices as well as remedial training in English. By the end of 2009 the target is to have trained 410 senior staff (Grades 1 – 6), 460 professionals (Grades 6 - 9) and 300 technical or sub-professional staff (Grades 10, 12 & 14). Additional training programmes to be implemented over the coming three year period include:

- a. The implementation of the Memorandum of Understanding with the Government of Kenya providing for the training of senior State officials;
- b. The on-going executive training and secondment scheme run in collaboration with the Government of South Africa
- c. The agreement with the Government of Egypt for the training of all GOSS Under Secretaries and Directors General;

16.8 The training programme financed by DFID and implemented by Skills through the Capacity Building Department will continue for the next two years.

Here the focus is increasingly on State level training in management and office skills. Support will be provided to establish and train State level capacity building units. The Ministry will tap other financial assistance to respond to identified cross-sectoral training needs, including the BearingPoint/USAID project.

16.9 To provide institutional capacity to train public servants at all levels the planning for, and then implementation of, the Civil Service Staff College at Ramchiel and the Public Service Training Centre, location to be decided, to run in-service training for GOSS and the States will be completed and the new facilities provided staff.

16.10 The Department will create and maintain a data base on those trained throughout GOSS, the nature of the training and, if feasible, some evaluation of its usefulness. The data base will be expanded to include training carried out by ministries and that carried out abroad. It will be interface with the human resource data base maintained by the Directorate of Establishment.

17. Directorate of Labour and Industrial Relations

17.1 The Directorate of Labour and Industrial Relations will be responsible for the following functions:

1. Oversee the drafting of the new Labour Law and regulations to regulate the private sector labour market;
2. Disseminate and build awareness of the Labour Laws
3. Undertake the inspections of work places to check on applications of health and safety standards and oversee the State Labour Offices in the same;
4. Report and recommend follow-up actions on work places that fail to meet health and safety standards and investigate grievances and report the failure to comply with health and safety standards;
5. Be responsible for rehabilitation, equipping and operations of the three vocational training centres at Wau, Juba and Malakal and the creation of a women's development centre at Aluakluak;
6. Collect and compile data on labour statistics;
7. Inspection of wages, terms and conditions of employment to ensure compliance with the Labour Laws and Regulations;

8. Receive grievances from the private sector workers and investigate labour related offences and prosecution of offenders in the competent labour courts;
9. To provide guidance and support to State Labour Offices in the implementation of their functions;
10. Closely monitor the level of unemployment in Southern Sudan and provide data to the relevant government institutions;
11. To formulate regulations for and supervise the formation of all workers' trade unions;
12. Initiate mechanism for controlling the employment of non-Sudanese in the public and private sectors in collaboration with other competent government institutions;
13. Compute compensation for work injuries.

17.2 The Directorate has four Departments:

1. Department of Industrial Relations
2. Department of Human Resources and Employment
3. Department of Health and Safety
4. Department of Vocational Training

17.3 *The Department of Industrial Relations* will in the immediate term oversee the drafting of a new Labour Law and Regulations to regulate the private sector labour market. Once the Law is promulgated, the Department, aided by the ILO, financed through the MDTF CABIHRD project, will disseminate and build awareness of the Law. The Department will guide relations and responsibilities between central and state levels for industrial and labour relations. It will also formulate a framework for re-establishing a tri-partite structure for labour relations. In both these activities the Department will also be assisted by the ILO.

17.4 *The Department of Human Resources and Employment* will continue to be responsible for the issuance of work permits and the registration of alien workers. It will develop new policy covering the issue. The Department, together with its counterparts at the State level will establish employment service centres to link potential employees and employers provide a placement service and information services. Three labour offices are to be rehabilitated in Wau, Malakal and Juba under the MDTF CABIHRD project.

17.5 *The Department of Health and Safety* will work to determine policy and standards of health and safety measures to be applied in Southern Sudan workplaces. In this it will be provided technical assistance from the ILO. The Department will undertake inspections of workplaces to check on application of health and safety standards and oversee the State Labour offices in the same. It will report and recommend follow up action on workplaces that fail to meet health and safety standard and investigate grievances and reported failure to comply with health and safety standards.

17.6 *The Department of Vocational Training* will be responsible for drawing up a vocational training policy for Southern Sudan. Assistance to develop this policy will be provided by the ILO and financed by the CABIHRD project. The Department will also be responsible for the rehabilitation and re-equipping of three Vocational Training Centres at Wau, Juba and Malakal which have been taken over from State authorities, and the creation of a new Centre at Aluakluak. The curricula for training courses will also be developed and teaching staff appointed. Financial assistance for the rehabilitation programme is to be provided by the MDTF, JICA, GTZ and UNIDO.

17.7 The 2007 Nominal Roll for the Directorate (excluding the training Centres) includes 16 staff, of which 13 are Grades 2 – 9. Given the work programme over the next three years and the expanding responsibilities for vocational training the number of employees will increase over the strategy period. By 2010 it is expected that the total staff of the Directorate will be 30 of which 15 will be in Grades 2 – 9.

18. The Directorate of Pensions and Social Security

18.1 The Directorate of Pensions is only in the beginnings of establishment and its organisation and scope of work has yet to be finalised. Nevertheless, it is expected that The Directorate of Pensions will be responsible for the management of the GOSS Public Service Pension Scheme with the following functions:

1. Formulation of the Southern Sudan Pensions Act, Regulations and policy for the Public Service
2. Maintenance of record & database of Pensioners

3. Administration of Pension Fund including

- Annual Budget for pensions payments
- Reconciliation of contributions and payments
- Forecast of future liability
- Management of the pension fund
- Approval of Provident Fund claims and payments
- Grievance handling & redress

18.2 The establishment of an autonomous pension scheme in Southern Sudan Public Service is likely to prove complex, not least because of the diverse make up and history of the employees of the new Public Service. Essentially, these divide into three, first, those who worked or were attached to the Civil Administration for New Sudan, the SPLM or the SPLA, second those who worked for the Government of Sudan and the Coordinating Council of Southern Sudan, and, third, those who have come from the Diaspora. At present there is no consensus or policy on how the different groups should be treated, the existing entitlement of ex-CCSS workers who are retired or now work for GOSS the States or local government, or the 'pension rights or obligations' to those who joined the struggle.

18.3 In light of this complexity the Ministry will urgently seek the services of an external technical adviser to advise on understanding and evaluating options and then formulating a GOSS policy on pensions. Once policy has been decided the next step will be to draft an appropriate Act and Regulations in response to the new policy. During 2008 the Ministry will request assistance to complete an actuary study of existing pension obligations that have accrued to ex-GoS/CCSS staff living in Southern Sudan. The Ministry will seek financial assistance to cover the costs of these services.

18.4 In the meantime, the Ministry will work with the Ministry of Finance to ensure pension contributions currently being deducted are protected and that arrears for ex-CCSS staff who retired since October 2006 are paid into the NPF. However, one decision has been made concerning the administration and payment of pensions to those CCSS retirees who are living within Southern Sudan. Following negotiations with NPF it has been agreed, in principle, that the NPF office in Juba will be handed over to GOSS and that GOSS will become responsible for administering the scheme in Southern Sudan and distributing payments. The details of the arrangement including the degree (if any) of the

autonomy of the operation and the source of finance are not yet clear. This arrangement is viewed as an interim step pending policy decisions on the long term nature and design of any Southern Sudan pension scheme.

18.5 Over the next two years the organisation and staffing of the Pensions Directorate will become clear. One policy issue that will need to be considered is whether the administration of the pension scheme should remain within the Ministry or be placed with some (semi)autonomous agency responsible to the Minister or some other designated authority. Currently the Nominal Roll for the Pensions Directorate amounts to only 6 staff. Until the nature and extent of its future duties is clarified there can be no justification in expanding these numbers.

19 Directorate of Administration and Finance

19.1 The Directorate of Administration and Finance is responsible for the overall administration, budget administration and operational performance of the Ministry. Its functions are:

1. To oversee Ministry workplace inspections and inspect for compliance with workers' safety and health regulations;
2. To undertake and oversee the appointment, condition of services, promotion and discipline, and dismissal of the staff of the Ministry;
3. General administrative control of the Ministry;
4. Attendance/records of unclassified staff of the Ministry;
5. Internal budget management;
6. Processing for obtaining administrative and financial approvals;
7. Processing of all payments (salaries, allowances, etc.);
8. Upkeep of Ministry buildings and equipment;
9. Stores/assets management;
10. Reception of visitors and security.

19.2 The Directorate has two Departments:

1. The Department of Administration and Human Resources
2. The Department of Finance

19.3 The Directorate will seek to establish efficient systems for the management and control of administrative and expenditure procedures for the Ministry to

enable it to operate more efficiently and effectively. In order to do so the Directorate will implement the following activities over the period of the Strategic Plan:

1. Electronic filing systems for the entire Ministry;
2. Establish an information and document archive;
3. Implement the budget implementation and expenditure control system and financial management information system as required by the Ministry of Finance;
4. Establish sound procurement procedures in accordance with regulations set down;
5. Create a Ministry personnel and human resource management and performance records and information system;
6. Introduce an automated attendance register for all Ministry staff;
7. Establish an IT and computer support unit serving the needs of all Directorates of the Ministry together with e-mail and internet facilities;
8. Provide a centralised transport operations system;
9. Establish a staff grievances procedure; and
10. Construct staff houses.

19.4 The 2008 Nominal Roll for the Directorate includes 63 staff. Given the work programme of the Ministry over the next three years and the number of employees will increase over the strategy period. By 2010 it is expected that the total staff of the Directorate will be 75 of which 30 will be in Grades 2 – 9.

20. Next Steps

20.1 This Strategy provides a broad description of the Ministry's planned priority tasks and programmes over the next three years. However, more work is needed to plan for its implementation. This planning will take two forms:

1. The preparation of the Ministry's annual budget will be used as the mechanism for preparing an annual implementation plan. This annual plan will identify the programmes and routine tasks that will be implemented in the forthcoming year together with the human and financial resources required to do so.
2. Detailed 3 month Action Plans will be prepared to provide information on tasks to be completed in the three month period together with the assignment of individual responsibility for implementation. These Action

Plans will be carefully monitored with an evaluation of performance which will be presented to the Minister at the end of each plan period.

20.2 In conclusion, the Ministry of Labour, Public Service and Human Resource Development is increasingly able to effectively carry out its multiple functions. These are essentially to provide the framework and skills required to manage the GOSS Public Service and the capacity to mould a private sector labour force able to facilitate the economic development of Southern Sudan. The Ministry will strive to improve its performance in all respects so that our people can in turn improve their own well-being and prosperity.

**Ministry of Labour, Public Service and
Human Resource Development**

WORK PLAN 2008 – 2010

Strategic Goal	Activities	2008	2009	2010	Financing ¹
The management and administration of the Public Service is fully in accordance with the regulatory framework designed for the purpose	• Public Service Act drafted and submitted to SSLA	x			GOSS/USAID
	• Public Service Regulations	x			GOSS/USAID
	• Code of Conduct	x			GOSS/USAID
	• Public Service Act awareness building campaign	x	x		GOSS/MDTF/USAID
	• Generic State Public Service Act	x	x		GOSS/MDTF
	• Procedures for controlled and transparent recruitment and promotion	x	x		GOSS/USAID
	• Preparation of GOSS ministries organisation charts, establishments and job descriptions	x	x	x	GOSS/USAID/MDTF
	• Medium term policy framework for personnel administrative decentralisation	x	x		GOSS/MDTF
	• Establish Computer HR Data Base	x	x		GOSS/USAID/MDTF
	• Introduction of ID cards to GOSS employees	x	x		GOSS/USAID

Strategic Goal	Activities	2008	2009	2010	Financing ¹
	<ul style="list-style-type: none"> • Integration of former SPLA personnel into GOSS and States public services • Filling National Civil Service Posts • Policy to recruit women to minimum of 25% posts • Assistance to States to control their wage bills and review their pay rolls • Analysis of the cost of the Public Service • Pay and Allowances Policy review 	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p>GOSS</p> <p>GOSS</p> <p>GOSS</p> <p>GOSS</p> <p>GOSS</p> <p>GOSS/JDT/MDTF</p>
<p>An on-going training and capacity building programme for the GOSS has been developed and is being implemented</p>	<ul style="list-style-type: none"> • Formulate GOSS Training Strategy • Training Needs Assessment in all Ministries and Commissions • Training on new Public Service Act and regulations 	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p>	<p>GOSS/USAID</p> <p>GOSS/USAID</p> <p>GOSS/MDTF</p>

Strategic Goal	Activities	2008	2009	2010	Financing ¹
	<ul style="list-style-type: none"> • Training State Senior Managers leadership, good governance etc • Training middle and lower management general and office administration • Training for States Directors General • ICT Training • Placement of GOSS staff to institutions and ministries in Kenya • Training of Trainers • Executive training in South Africa • Management Training for Under Secretaries & Directors General in Egypt • English Language Training • Establishment of Civil Service Staff college • Establishment of Public Service Training Centre 	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p>GOSS/MDTF/DFID</p> <p>GOSS/DFID</p> <p>GOSS/Govt Kenya</p> <p>GOSS/GNU</p> <p>GOSS/Govt Kenya</p> <p>GOSS/MDTF</p> <p>GOSS/Govt South Africa</p> <p>GOSS/Govt Egypt</p> <p>GOSS</p> <p>GOSS/Norway</p> <p>GOSS/ADB</p>
Policies, laws and regulations for the functioning of the labour market have been developed and made operational and support	<ul style="list-style-type: none"> • Draft new Employment and Labour Laws • Awareness building on new legislation • Tri-partite structure for labour relations introduced 	<p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p style="text-align: center;">x</p> <p style="text-align: center;">x</p> <p style="text-align: center;">x</p>	<p>GOSS/MDTF/ILO</p> <p>GOSS/MDTF/ILO</p> <p>GOSS/MDTF/ILO</p>

Strategic Goal	Activities	2008	2009	2010	Financing ¹
for providing required skills is being provided	<ul style="list-style-type: none"> • Revised procedures for Alien Workers Registration • Re-establishment of State Labour Offices: Wau, Malakal and Juba • Establish Health and Safety Standards for Southern Sudan • Vocational Training Policy • Rehabilitation of Vocational Training Centres, Juba, Wau and Malakal • Womens' Training Centre Aluakluak 	x	x		GOSS GOSS/MDTF GOSS/MDTF/ILO GOSS/MDTF/ILO GOSS/MDTF/JICA/GTZ/UNIDO GOSS/
A GOSS contributory pension scheme has been established and made operational.	<ul style="list-style-type: none"> • Investigations of existing pension liabilities and obligations • Interim GOSS National Pension Fund scheme made operational • Draft Pensions Policy options • Formulation of Pension Act for GOSS and States • GOSS Pensions Scheme operational and capacity building programme • Social Security Act 	x			GOSS/USAID GOSS/USAID GOSS/USAID GOSS/USAID GOSS GOSS

Strategic Goal	Activities	2008	2009	2010	Financing ¹
	<ul style="list-style-type: none"> Capital investment for funds: Workers Plaza, Juba 			x	GOSS
Ministry administration and operational performance strengthened	<ul style="list-style-type: none"> Construction of 6 staff houses Electronic filing system Attendance register Central IT support unit operational 	x	x		GOSS
		x			GOSS
			x		GOSS
		x	x	x	GOSS

¹ Definition of Financing Agencies

DFID = United Kingdom Government, Department for International Development

GOSS = Government of Southern Sudan

Govt SA = Government of the Republic of South Africa

GTZ = German Technical Cooperation Agency

ILO = International Labour Organisation (United Nations)

JDT = Joint Donor Team

JICA = Japanese International Cooperation Association

MDTF = Multi-Donor Trust Fund

USAID = United States Agency for International Development