



NAC Strategic Change Project 2020 – 2024

End of Project Report



NAC SCP Steering Committee meeting April 2024



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List of Abbreviations

AFDB	African Development Bank
AFROSAI-E	African Organisation of English-Speaking Supreme Audit Institutions
CPA	Certified Public Accountant
GOSS	Government of South Sudan
ICT	Information Communication Technology
IDI	INTOSAI Development Initiative
IMF RCF	International Monetary Fund Rapid Credit Facility
INTOSAI	International Organisation of Supreme Audit Institutions
ISSAI	International Standards of Supreme Audit Institutions
MFA	Ministry of Foreign Affairs
MOF	Ministry of Finance
MS 365	Microsoft 365
NAC	National Audit Chambers
OAGK	Office of the Auditor General of Kenya
OAGN	Office of the Auditor General of Norway
PAC	Public Accounts Committee
PEFA	Public Expenditure and Financial Accountability
PESA P	Professional Education for SAI Auditors Pilot
PFM	Public Financial Management
QC	Quality Control
R-ARCSS	Revitalized Agreement on the Resolution of Conflict in the Republic of South Sudan
SAI	Supreme Audit Institution
SAI PMF	Supreme Audit Institution Performance Measurement Framework
SP	Strategic Plan
TLNA	Transitional Legislative National Assembly
SCP	Strategic Change Project
WB	World Bank

2 Background

As a young state with a troubled history, South Sudan faces several economic, political, security, and humanitarian challenges. The Revitalized Agreement on the Resolution of Conflict in the Republic of South Sudan (R-ARCSS) of September 2018 provides for several steps to be taken to improve the situation, including strengthening public financial management and the National Audit Chamber (NAC).

NAC developed a Strategic Plan (SP) for 2019-2024 that included strategies for meeting the R-ARCSS's expectations, delivering more and better audits, and, in general, contributing to better public financial management in South Sudan.

The government of South Sudan funds the NAC with about 150 staff members, and it is expected to cover the main needs of investments and operational costs. However, NAC operates in a highly unpredictable and challenging environment. Both government funds for salaries and audit operations and political support for a strong audit office are unpredictable. For NAC to successfully implement her Strategic Plan, financial and technical support is needed.

The INTOSAI Development Initiative (IDI), the Office of the Auditor General of Kenya (OAG-K), and AFROSAI-E have committed to jointly support the NAC in implementing key strategic priorities for 2020-2024. This includes support for core audits, a new legal framework, stronger internal governance, new ICT systems, HR management, professional development and training, stakeholder engagement and communication, and general coordination with partners. This was formalised in a Cooperation Agreement signed in August 2019.

The Norwegian Embassy (MFA Norway) in Juba provided funding through a Grant Agreement with IDI. This was formalised in a signed Grant Agreement in October 2020, providing NOK 15 million for 2020-2023. A one-year cost extension of NOK 5 million was provided to the end of 2024.

The overall objective of the project was to enable NAC to implement its Strategic Plan successfully. Therefore, the result framework is based on NAC's strategic plan for 2019 - 2024. Figure 1 gives an overview of the Strategic Plan.



Figure 1: Overview of NAC's Strategic Plan 2019-2024

In line with NAC's mission, the potential impact of the project is greater compliance with laws and regulations and stronger public financial management in South Sudan, which ultimately leads to better government services and improvements in the living conditions of citizens. The project shall, as such, contribute to Sustainable Development Goal 16 (Peace, Justice and Strong Institutions), especially by building a more effective, accountable, and inclusive Supreme Audit Institution in South Sudan.

Figure shows an illustration of the theory of change underlying the project design. Peer-based project deliverables were expected to enable NAC to:

- meet its focus are goal formulations for professional, organisational and institutional capacity,
- produce its strategic outputs (audits), and,
- have an effect on the strategic outcomes defined for NAC's work, and finally,

- contribute to greater public financial management, accountability, transparency and achievement of Sustainable Development Goals in South Sudan

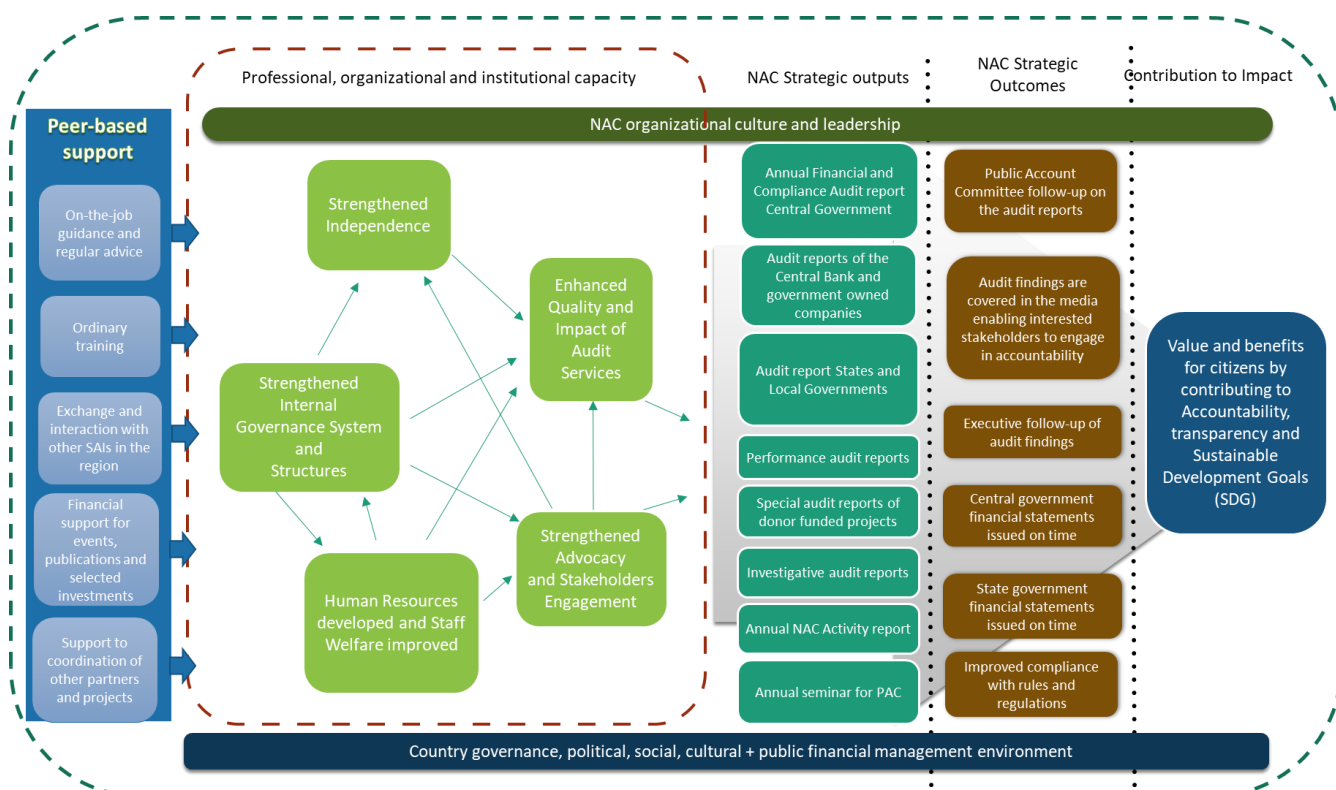


Figure 2: Theory of Change illustration

3 Summary of results and implementation progress

3.1 Performance highlights



3.2 NAC project results and impact in the strategic planning period

3.2.1 Project impact so far

Contribution to public sector reforms:

- Based on recommendations from the audit of the IMF emergency funding supported through the project, the Government of South Sudan has commenced discussions on paying salaries through bank accounts for civil servants. As the audit pointed out, this will reduce the risk around cash payments.
- Project-supported stakeholder engagement with auditees has enabled a better understanding of the need for timely financial reporting. As a result, several ministries and agencies were implementing mechanisms to produce financial statements. NAC's dialogue with the Ministry of Finance during the audit of the financial statements backlog also prompted the Ministry to encourage ministries to prepare timely financial records.
- The project supported engagement with the Public Accounts Committee, enabling them to better understand their role and NAC's mandate. With support from NAC, the PAC held its first hearing in

November 2023 on the performance audit of the roads sector and held the Ministry of Roads and Transport accountable.

Quality of audit findings and recommendations

- Through SAI Kenya peer support, NAC auditors have been trained to undertake audits in accordance with the International Standards of Supreme Audit Institutions (ISSAIs), which has led to significant improvement in audit processes and the quality of audit reports. This has strengthened NAC's credibility and status as the Supreme Audit Institution of South Sudan, and as such, donors like the IMF and World Bank can rely on NAC to provide assurance on funds disbursed.
- Through the Project's investment in ICT systems and tools, NAC has shifted from paper-based audits to a digitalised audit process that has strengthened internal review processes and improved data storage and security. This has also positively impacted the quality of audit findings that will, in turn, be followed up by the National Assembly. Through these skills gained, NAC has also contributed to regional audits through the East African Community.

Professionalisation

- The project has also contributed to the professionalisation of NAC auditors through funding programs like CPA (Certified Public Accounts) and Professional Education for SAI auditors (PESA), which could have sustained benefits for the SAI and enhance its professional credibility.

3.2.2 Strategic Plan Implementation Status

The overall objective of the project was to enable NAC to implement its strategic plan for 2019-2024 successfully. The figure in **Appendix 1** gives a graphical overview of the status of NAC's planned objectives and strategic outputs so far in the strategic planning period.

Strengthening Audit Outputs and Deliverables

By the end of 2024, the project had significantly improved audit-related outputs. The completion of backlog financial audits for the period 2011-2014 marked a significant milestone, with the reports printed and submitted to the Assembly. Additionally, the audit of all three rounds of IMF relief funding was conducted and delivered to the donor and the Assembly on time. Progress was also made in specialised audits, with the petroleum revenue audit for 2019-2023 undergoing management review, while a performance audit on education services reached the draft report stage. A performance audit on the roads sector was discussed in the Assembly and received positive feedback. Another performance audit pre-study on the housing sector and compliance audits for 10 ministries were completed, awaiting final review. Meanwhile, audits for 13 donor-funded projects for the financial year 2023-2024 were successfully completed and submitted on time.

Strengthening Legislative Framework and Audit Independence

Efforts to enhance the legislative framework continued with the provision of a special advisory note to the Public Accounts Committee, to guide ongoing discussions on the Audit Bill. However, by the end of 2024, the Bill remained pending in the Assembly, requiring continued advocacy for its enactment.

Enhancing Audit Processes and Systems

Significant progress was made in enhancing audit methodologies and processes. An annual audit planning system was implemented, ensuring structured and systematic audit execution. Digital tools played an increasing role in audit execution, with Microsoft Teams facilitating reviews and discussions. Furthermore, the compliance and financial audit manuals were updated to ensure alignment with the current standards.

Strengthening Strategic Management and Internal Governance

Institutional governance was reinforced through various strategic initiatives. The operational planning and monitoring system was established, ensuring better oversight and accountability. A SAI PMF self-assessment was conducted, providing insights into strengths and areas for improvement and informing the development of a new Strategic Plan for 2025-2029, setting the stage for long-term institutional growth. Digitalisation was also prioritised, with 80 laptops, eight desktops, and necessary software licenses procured. A digital management information system policy was also developed, and internet bandwidth was expanded to facilitate remote audits and operations at the new NAC building.

Capacity Building and Professional Development

Investments in human resource development yielded positive results. Ten staff members undertook the IDI PESA learning course, while six staff pursued the CPA Kenya certification, with five progressing from the Foundation to the Intermediate level. Furthermore, a performance appraisal tool was developed to enhance staff evaluation and accountability, and the institution-wide Code of Conduct was effectively rolled out. A draft HR policy was developed and awaits approval and alignment with the new Audit Act.

Strengthening Stakeholder Engagement

Engagement with key stakeholders was a significant focus, enhancing transparency and communication. A dedicated engagement session with the Assembly and auditees provided an avenue for dialogue and feedback. The NAC website was updated with audit reports and policy documents, ensuring accessibility for the public and stakeholders. NAC's social media presence was also consistently maintained to enhance public outreach and engagement.

Project Management and Partner Coordination

The Project fostered valuable partnerships through strategic engagements. A high-profile visit of NAC Deputy Auditors General to Oslo in August 2024 facilitated meetings with the Norwegian Ministry of Foreign Affairs and NORAD, strengthening ties and future collaboration. Monthly project coordination meetings also ensured seamless execution of activities. Engagement with the European Delegation in Juba explored potential collaboration opportunities, while stronger cooperation with the World Bank was established. A visit to Nairobi in December 2024 showcased the impact of the Office of the Auditor General of Kenya's support to NAC and recognised key contributions from various peer institutions.

Despite challenges including inadequate funding and delayed salaries, substantial progress had been made by the close of 2024 in strengthening audit processes, institutional governance, and stakeholder engagement. While key legislative reforms, such as the passing of the Audit Bill, remain pending, the achievements thus far have laid a solid foundation for continued institutional development. The collaborative efforts with development partners and the proactive adoption of digital tools signal a promising trajectory for NAC's future growth and impact.

Despite the challenges, there was support delivered within all seven components by the end of the project period as shown in **Table 1** below:

Component	Progress and results assessment by the end of 2024
C1: SOs Support achievement of key audit related outputs, such as backlog audits, CA, FA, petroleum sector and annual report	• Audit reports on backlog financial statements 2011-2014 printed and submitted to the National Assembly. • Audit reports on round 3 of IMF relief funding printed and submitted to the National Assembly. • Petroleum revenue audit 2019-2023 undergoing Management review • Performance audit on Education services under the Ministry of General Education, draft report developed • Pre-study on a performance audit in the Ministry of Housing completed • Draft reports on compliance audits in 10 Ministries developed and awaiting final reviews • Audit reports for 13 Donor-Funded Projects for the FY 2023-24 completed and submitted to the Donors on time by Dec 31st 2024. • Report on the status of preparation and submission of financial statements for audit submitted to the National Assembly.
C2: FA.1 Advice for revision of audit act and independence efforts	• Special advisory note provided to the Public Accounts Committee to guide final discussions of the Audit Bill. • Audit Bill still awaiting passing in the National Assembly
C3: FA.2 Strengthen audit processes and systems, finalise compliance audit manual and basic training of audit staff	• Annual Audit Planning system established • Most audits performed and reviewed digitally through Microsoft Teams • Audit Manuals updated
C4: FA.3 Strengthen strategic management and internal governance, including ICT-tools and internal reporting	• Operational planning and monitoring system established • SAI PMF self-assessment undertaken • Strategic Plan 2025-2029 developed and approved • ICT infrastructure strengthened, including 80 laptops, eight desktops and licenses • Policy developed for an internal digital management information system • Internet bandwidth was extended and provided for both remote audits and at the new NAC building.
C5: Support HR, training and professional development, including training plan	• 10 staff undertook IDI PESA course • Six staff undertaking the CPA Kenya course, with five staff graduating to level 2. • Performance appraisal tool developed • Code of conduct rolled out
C6: Support stakeholder engagement, especially seminar with PAC	• Stakeholder engagement session held with the Assembly and Auditees • NAC website updated with audit reports and other policy documents • NAC social media pages were consistently updated
C7: Project management and partner coordination	• Successful visit of NAC DAGs to Oslo in August 2024 where meetings were held with MFA Norway and NORAD. • Monthly project coordination meetings held • Engagement with European Delegation in Juba on possible collaboration • Stronger engagement and collaboration with the World Bank in Juba • Visit to Nairobi in December 2024 to showcase the impact of SAI Kenya's support to NAC and recognise the role of each peer.

Execution of activities over the Project period was possible due to strong commitment from NAC staff and Management, consistent presence of Audit and ICT Advisors in Juba, increased travel to Juba by the Peers,

improved ICT skills of NAC staff and improved communication between NAC Senior Management and the Project Team.

3.2.3 Deviations from plans during the project period

Some activities planned during the Project period, were not started or did not progress as expected, such as:

- The Ministry of Finance was expected to present two sets of backlog financial statements for audit from 2011 to 2014 and 2015 to 2019, respectively. However, only accounts for 2011 to 2014 were presented, and as such, accounts for the period after 2014 remain unaudited.
- Due to difficulties in receiving information from auditees and inconsistent salaries for NAC staff, the number of compliance and performance audits conducted was limited.
- The Audit Chamber Bill is still in the Transitional Legislative National Assembly (TLNA) and has taken longer than anticipated, further delaying NAC's journey to independence.
- Whereas peer teams were ready to support the audit of the States and Local government, this could not happen due to a lack of financial statements, logistical and security concerns.
- The planned NAC management and leadership training program was not prioritised and, as such, was not held over the project period.
- Limited support was provided for staff welfare issues due to the inadequate funding and the lack of administrative autonomy of the NAC.

Generally, there was improved cooperation from auditees regarding the provision of information. This was due to the stakeholder engagement and training held during the project period. However, obtaining information from the Ministry of Finance remained challenging despite some progress.

3.3 Financial Performance Summary

The total costs over the project period, including IDI staff costs, were USD 1,705,537 (NOK 18 760 907). Spending was low in 2020 and 2021 because of the Covid pandemic, but picked up in 2022 and peaked in 2023.

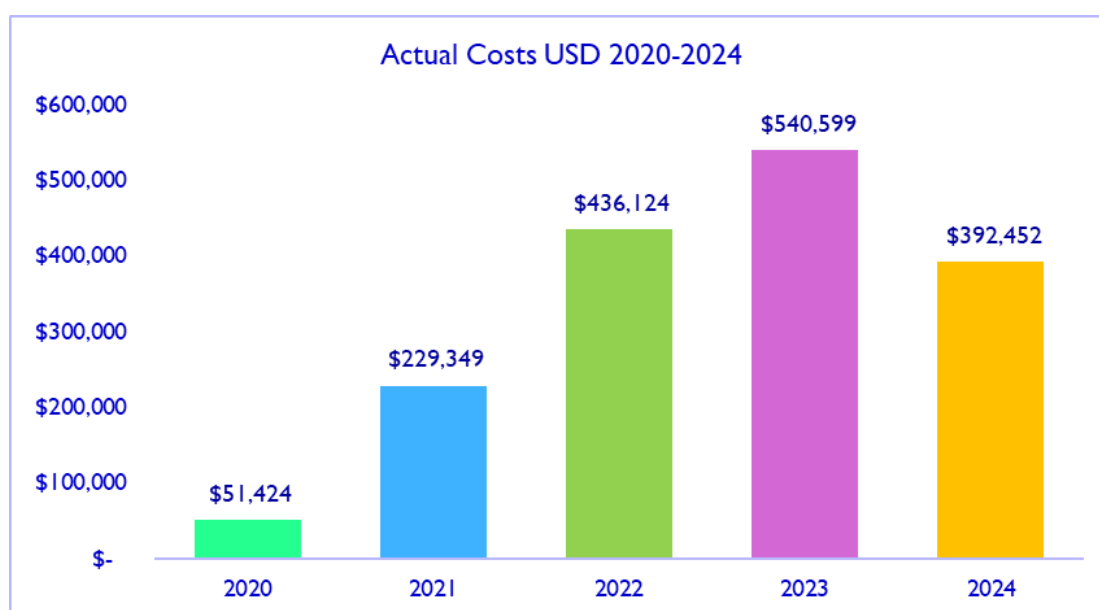


Figure 1: Total Actual costs USD

3.3.1 Delivery cost by partner over the project period

Over the project period, 46% of the total delivery costs were allocated to NAC, mainly consisting of ICT equipment and licenses, internet, IT advisor, meeting, and travel costs. 31% of the cost was allocated to SAI Kenya, mainly comprising peer travel costs to Juba, whereas 23% was allocated to IDI. Additionally, **USD 30,000 (NOK 312 500)** was spent on the project end term evaluation in February 2025 and will be allocated to IDI.

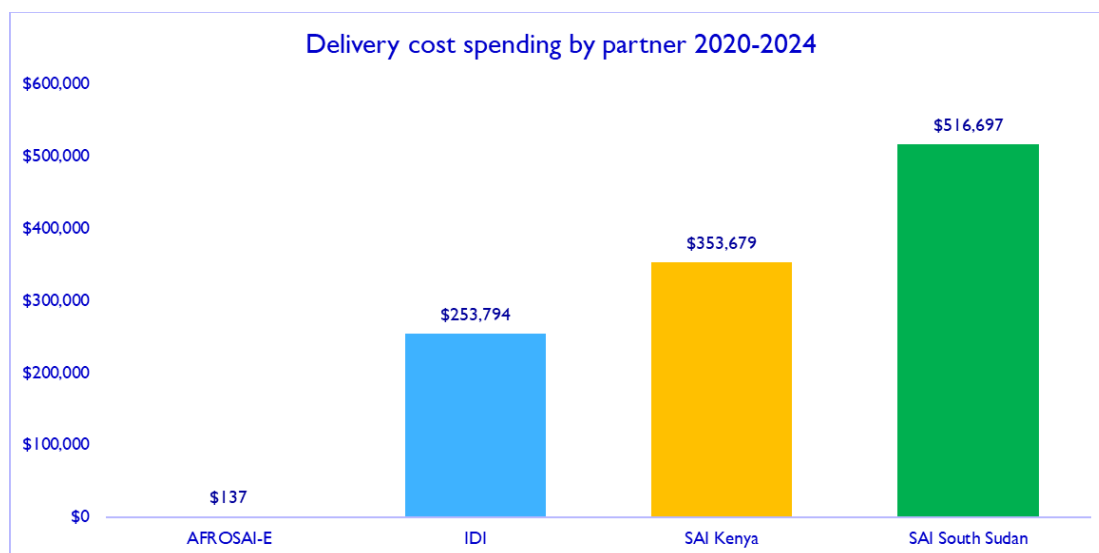


Figure 2: Total delivery cost spending by partner USD

3.3.2 Expenditure by project component

Over the project period, 33% of delivery expenditures were on audit support-related activities, whereas 31% were on internal governance activities. The rest of the funds were spent on other components, as per the chart below.



Figure 3: Total actual cost by project component USD

3.4 In-kind contribution by partner

The estimated value of the in-kind contribution over the project period was USD 291,543 (NOK 3 206 973), 95% of which was from SAI Kenya.

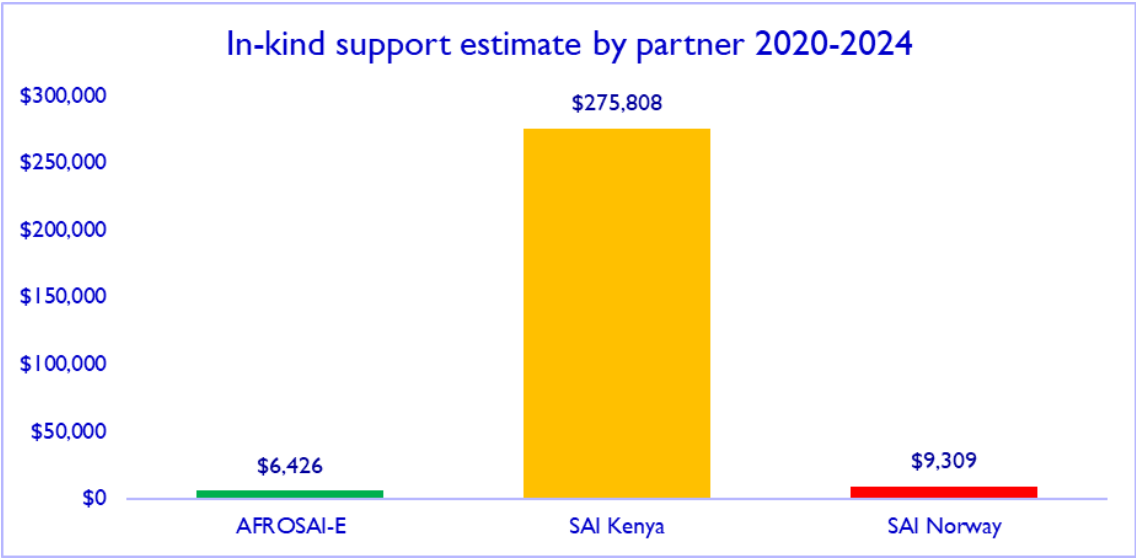


Figure 4: In-kind support estimates by partner USD

3.5 Project execution risks update

The Revitalized Peace Agreement in South Sudan was extended for a further 24-month period starting in February 2025 to February 2027. During this time, the country aims to implement key provisions of the agreement, including drafting a new constitution and preparing for its first-ever elections. The extension aims to provide additional time for implementing crucial reforms and ensuring stability in the young nation.¹

However, the overall economic situation remains challenging, significantly affecting the NAC. According to NAC’s annual activity report for 2019-2023, only 22% of the allocated budget for the financial year 2022-2023 was received, which has led to insufficient funds for fuel and transportation within Juba and salary arrears of over five months. This puts the prerequisites of stable NAC salaries and operational funding at risk.

Although the Public Accounts Committee was constituted in 2023, it has highlighted funding challenges and inadequate support to execute its mandate. Additionally, there is a significant delay between the Auditor General's presentation of audit reports to the TLNA and their tabling and subsequent presentation to the PAC for discussion. This has affected the number of audit reports reviewed by the PAC and the implementation of audit recommendations.

¹ <https://www.ohchr.org/en/press-releases/2024/09/south-sudan-extension-transitional-government-will-compound-dire-human>

Despite efforts to sensitise stakeholders on the role of the NAC, there is still a challenge in obtaining audit information, especially from the Ministry of Finance, which handles most payments. This leads to lengthy audits, which sometimes suffer from insufficient evidence. There is, however, an overall improvement and progress in the responsiveness of auditees to audit requests.

3.5.1 Corruption risk

Corruption remains a high risk given the country's context. The 2024 corruption perception index report by Transparency International ranked South Sudan 180 out of 180 countries, a further decline from 2023. This score represents the perceived level of public sector corruption.²

In the NAC SCP, there hasn't been any exposure during the project period, despite the direct disbursement of funds to the NAC's account for purposes such as travel per diems and student tuition fees. The NAC established mechanisms to provide timely and accurate accountability for all funds disbursed.

3.5.2 Risk Reduction Measures

Various planned risk-reducing measures were undertaken over the project period, such as providing financial support to the backlog financial statements audit with meal and transport allowances through Project funds. The Audit Advisor, on average, spent eight days a month in Juba providing on-the-job support, which improved NAC's audit processes, including their interactions with auditees.

NAC prioritised stakeholder engagement, which improved auditee responsiveness to audit requests. The Project also engaged other partners, such as the World Bank, the European Union, and the African Development Bank, to mobilise support for the PAC.

3.6 Lessons learned over the project period

- Seeking a flexible approach from the donors when necessary is crucial in delivering audit results in cases where SAI staff cannot consistently report to work due to lack of transport. A flexible approach allows for alternatives to support SAI staff financially, especially where safeguards were in place to reduce corruption risk.
- In some cases, supporting the SAI in collaborating with other government institutions that may not be fulfilling their mandate is beneficial. For example, the SAI can be supported in collaborating with the Ministry of Finance in training accountants to prepare financial statements. This improves the quality of financial reporting without necessarily affecting the SAI's independence.
- Arranging targeted and customised stakeholder engagement sessions for high-level officials such as Undersecretaries, separate from other auditee staff, worked well in ensuring their attendance and engagement on critical issues throughout the sessions.
- It is possible to use the SAI's existing systems to develop simple digital tools for audit planning, operational planning and monitoring, and to train champions within the SAI to drive the process with peer guidance. This ensures stronger accountability across both audit and non-audit directorates and enhances sustainability of results.

² <https://www.transparency.org/en/cpi/2024/index/ssd>

- It seems more effective to hold workshops with small groups of carefully selected staff in consultation with the SAI. This enables better participation and engagement during workshops and follow-ups. However, ensuring inclusiveness and the involvement of all targeted SAI staff in project activities is essential.
- It is vital to have clearly defined roles and responsibilities for all Project Management Team (PMT) members to ensure accountability. All members of the PMT should have an active role in budget and work plan preparation, monitoring and reporting.
- Periodic reflective sessions for the PMT and the peer teams were essential to collect lessons learned and enable an iterative approach to project management and support delivery.
- A full-time Audit Advisor or Resident Advisor to organise and coordinate audit peer support is an efficient model to ensure continuity and follow-up, especially since peers dedicate part-time in-kind support to the Project.
- It is critical to obtain the NAC management approval and input before critical project activities are undertaken. This can be done during the monthly project management meetings.
- Ensuring implementation and utilisation of ICT tools is more effective with a full-time experienced ICT Advisor or ICT Support Team that provides daily follow up, coordination and advice.
- Consistent peer in-country visits to Juba have been critical in building relationships between NAC staff and the peer teams and a better understanding of the South Sudan context.
- Timely communication and sharing of TORs for events and workshops is necessary to ensure that NAC staff are well coordinated on the ground, enabling maximum training attendance. Such communication is effective through an internal channel such as NAC's MS Teams platform, which most staff have access to.
- Sharing of invitations and nominations for NAC staff to attend trainings and workshops outside of South Sudan should be done promptly to ensure proper logistical planning and value from the trainings.
- Experienced NAC staff with the necessary audit skills should take a stronger role during trainings and workshops such as facilitating some sessions to supplement the peers. This will strengthen capacity building and ownership.
- Implementation of the overall audit plan, and in particular, the compliance audits, is challenging; hence, continued guidance and training, in addition to operational funding, are required to enable NAC to succeed. It is also important to prepare more flexible audit and operational plans that can be adjusted as and when necessary.
- It is important to ensure that NAC top management receive regular updates on the progress of the implementation of planned activities to enable ownership and more involvement in project activities. NAC top management should also continue to lead by example, especially in ICT tools implementation to drive the change within NAC.
- NAC will continue to have challenges with funding operational costs, which may not be covered under the current project framework. It is hence necessary to continue dialogue with other partners such as the World Bank and AfDB to mobilise additional coordinated support to NAC in these unfunded areas.
- For audit findings and recommendations to be implemented, it is essential that the PAC is functional and capacitated to undertake its oversight role. It is hence necessary to not only train and sensitise, but to also mobilise funding for the PAC's activities to ensure an effective accountability cycle.

4 Detailed status of results and indicators

4.1 NAC Strategic Outcomes

NAC's Strategic outcomes represent the highest level of results. These were selected to fit the situation in South Sudan and how NAC, as a national accountability institution, can add value to the national development. Project support for NAC capacities and audit results were expected to lead to the NAC Strategic outcomes and improved Public Financial Management and ultimately benefit the citizens.

Progress was made on following up on audit recommendations, with the PAC now active and having discussed one audit report. Although the preparation of financial statements remains backlogged, audits of the backlogs from 2011 to 2014 were completed in 2024. No audits of the states and local Governments have, however, been undertaken to date due to the lack of financial statements. Audit findings for published reports have been featured in different media outlets, including traditional newspapers and social media, such as the audit of IMF emergency funding.³

The status of the NAC Strategic outcomes indicators selected for the project is presented in **Appendix 2**.

The results indicators were assessed every two years through a SAI Performance Measurement Framework (SAI PMF) self-assessment. An assessment was undertaken in 2024 as part of the new strategic plan development process.

4.2 NAC Strategic outputs: Execution of prioritised audits and reporting in public (project component 1)

On-the-job support to NAC's work to achieve the strategic outputs was a high priority for project support as these were core operations of NAC and where value and benefits to the society can directly be realized. Support depended on specific audit assignments prioritized by NAC each year. The audits listed in the R-ARCSS also had a high priority for support.

4.2.1 Resources allocated for support over the project period

Over the project period, audit support was mainly provided by a team of seven peers from SAI Kenya. Two peers supported performance audits, whereas the other five peers supported compliance and financial audits. The full-time audit advisor seconded from SAI Kenya had the overall responsibility for coordination of the peer teams and ensuring consistent dialogue and communication with the NAC staff in Juba through physical visits and online support. The peers ensured that support was in line with NAC's audit manuals and systems.

The person-days used for support over the project period were shown in **Table 2** below:

³ https://www.theeastafican.co.ke/tea/business-tech/south-sudan-auditor-flags-spending-of-imf-funds--4604828#google_vignette

Peer team	Number of in-kind person-days	Value of in-kind person-days (USD)	Value of in-kind person-days (NOK)
Performance audit peer team	164	75,239	827 631
Financial and compliance audit peer team	340	155,489	1 710 382
TOTALS	504	230,729	2 538 013

The in-kind person-day rate was estimated at NOK 5 313 (USD 483), which is the estimated cost for IDI staff with similar experience and expertise to provide such support.

The financial resources used for delivery costs within this component over the project period were as follows:

Total delivery costs of USD 406,033 (4 466 363 NOK) were spent mostly on travel expenses, including peer flights, accommodation in Juba, and per diems. Funds were also spent on salary contributions for SAI Kenya seconded staff and conference costs.

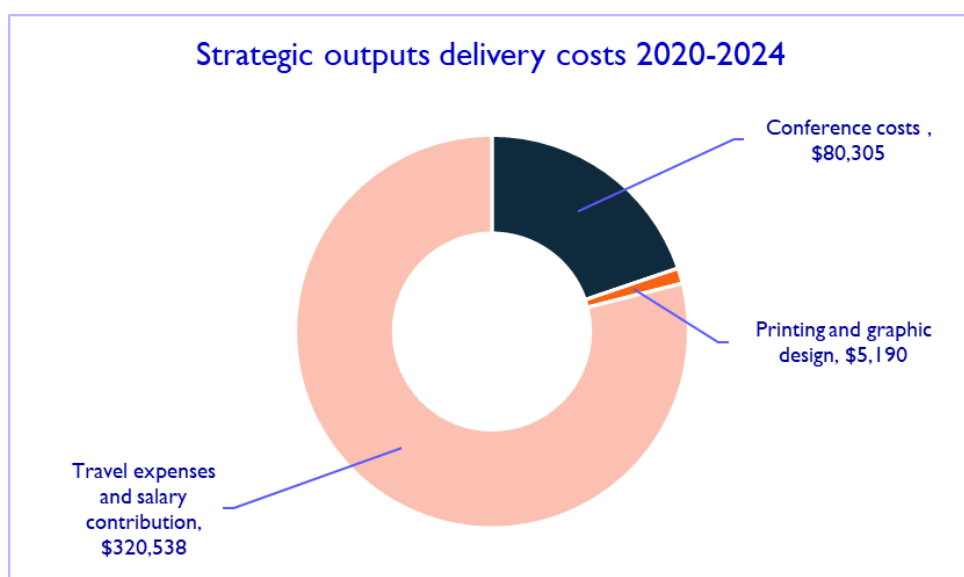


Figure 5: Strategic outputs delivery costs 2020-2024

4.2.2 Assessment of performance and results

Over the Project period, progress was made in undertaking and delivering several audits. NAC completed a performance audit on the Roads sector that was submitted to Parliament and completed an audit in the education sector that was undergoing management review by the end of 2024. A performance audit in the housing sector was also in progress by the end of the Project period.

Regarding financial and compliance audits, the Ministry of Finance submitted financial statements for the period from January 2011 to June 2014 in late 2023, which have been audited by NAC and submitted to the

National Assembly. NAC has also conducted three audits on IMF emergency funding that were completed and submitted to the Assembly. By the end of the Project period, compliance audits in 10 Ministries had been completed and issued to the respective Ministers while the draft report on the audit of petroleum revenues was undergoing management review with exit meetings planned for Q2 2025. NAC was also supported in undertaking the audit of 13 Donor-Funded Projects for the financial year 2023 / 2024, which were completed and submitted to the Donors by 31st December 2024.

NAC also developed the Annual Activity Report from July 2019 to June 2023 with peer support, which was submitted to the Assembly.

The main deviations from the Project plans were as follows:

- Audit of backlog financial statements from 2015 to 2019 not undertaken due to non-preparation by the MoFP.
- Audits of the States and Local Government were not conducted due to the absence of financial statements.
- NAC outsourced the audit of the Central Bank, so no support was provided.
- Compliance audits not completed as planned due to delays in obtaining information from auditees.

As noted, the main challenge that affected the timely delivery of audit reports was the Ministry of Finance's delays in preparing consolidated financial statements and providing the required support and training to agencies to prepare their own financial statements. Obtaining timely and quality information for audit has also been a challenge.

However, the presence of the Audit Advisor and regular physical visits and online engagements by the Peer Teams enabled the NAC Audit Teams to receive adequate advice on how to navigate these challenges.

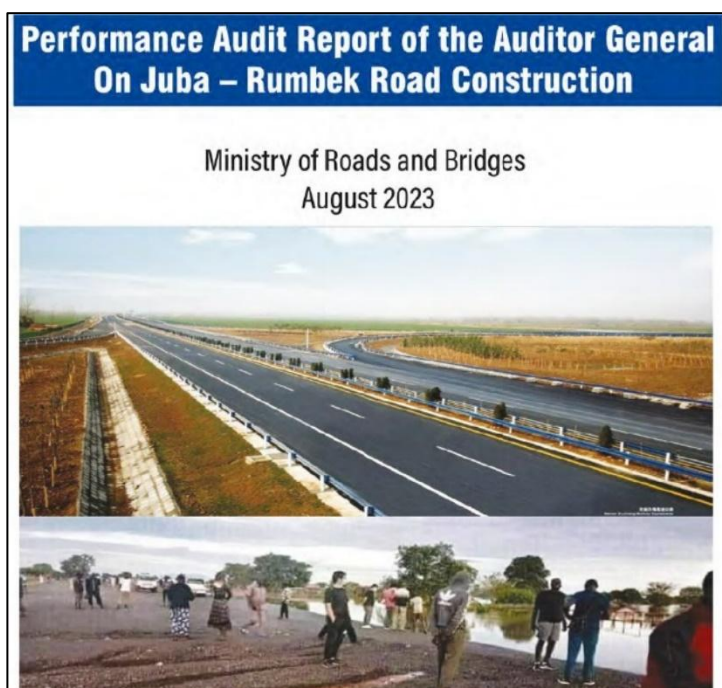
Appendix 2 presents the status of the expected results and related indicators that support NAC's delivery of strategic outputs.

The detailed progress and challenges for each strategic output were laid out in **Table 3** below:

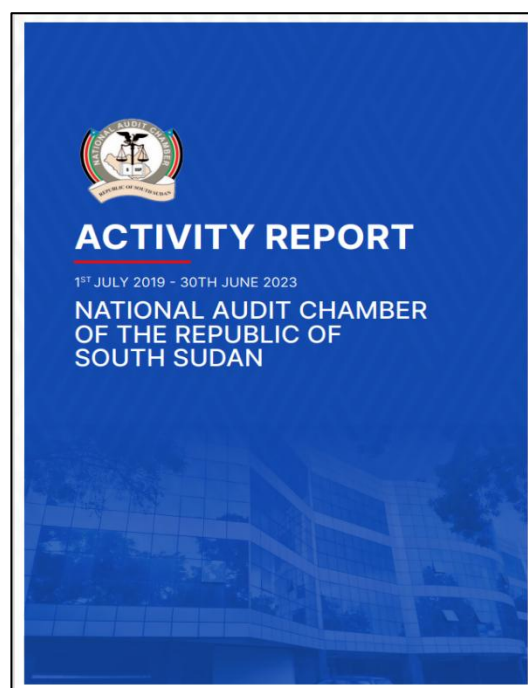
NAC Strategic outputs	Planned project deliverables	Progress by the end of the project	Challenges to delivery
1. Annual Financial and Compliance Audit report issued for Central Government including recommendations for compliance with key rules and regulations	Completion of backlog financial audits from 2011 to 2019 Completion of compliance audits in the Central Government	Audit of backlog financial statements from 2011 to June 2014 completed and submitted to the PAC. Three audits completed on IMF emergency funding and submitted to the Assembly Compliance audits completed in 10 Ministries and issued to the respective Ministers. Audit of petroleum revenues from 2023 to 2023	Delays in preparation of financial statements by the MoFP. Difficulties in obtaining timely and quality information from audits High printing costs for delivery of reports to the TLNA and not fully covered under the project

		completed and undergoing management review.	
2. Audit reports of the Central Bank and government owned companies issued annually	Support to the audit of the Central Bank and Government owned companies	Outsourced audits handled internally by NAC. No peer support established.	NA
3. Audit report covering the States and Local Government including recommendations for issuing of financial statements and compliance with key rules and regulations	Support to the audit of the States and Local Governments	No support provided over the project period.	Lack of financial statements for audit Insecurity in some states and lack of operational funds to facilitate travel and accommodation
4. Performance audit reports issued for the main sectors	Support to the delivery of audit reports on relevant performance audit topics	Roads sector performance audit completed and submitted to Parliament and the President An audit of the education sector has been completed and is currently undergoing management review. Audit in the housing sector commenced and ongoing 2 performance audits commenced in the education and housing sectors	Information delays from the Ministries. Capacity gaps within the PA team – need for more training on PA principles and execution. Intensive fieldwork is required, yet operational funds are unpredictable.
5. Special audit reports of donor funded projects	Support to the audit of donor funded projects	Audit of 13 donor - funded Projects completed by 31 st December 2024	Technical capacity on the audit of donor funded projects
6. Investigative audit reports in selected areas	Support to investigative audits	No support provided	Capacity gaps in forensic audit

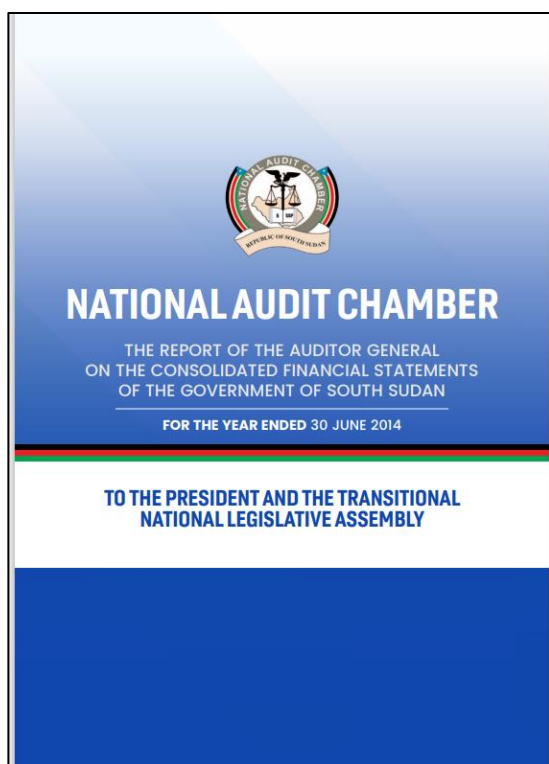
7. Annual NAC Activity (Performance) report	Support to completion of annual performance reports	NAC activity report from July 2019 to June 2023 prepared and submitted to the Assembly.	Obtaining all the required information for the report is challenging.
8. Annual seminar for the PAC presenting the main audit findings and status of previous year's recommendations	Annual engagements with the Public Accounts Committee	Engagements were held with the PAC, including sensitisation and training.	Busy schedule of the PAC. It is challenging to agree on workshop dates so flexibility is required. Rotation of committee members



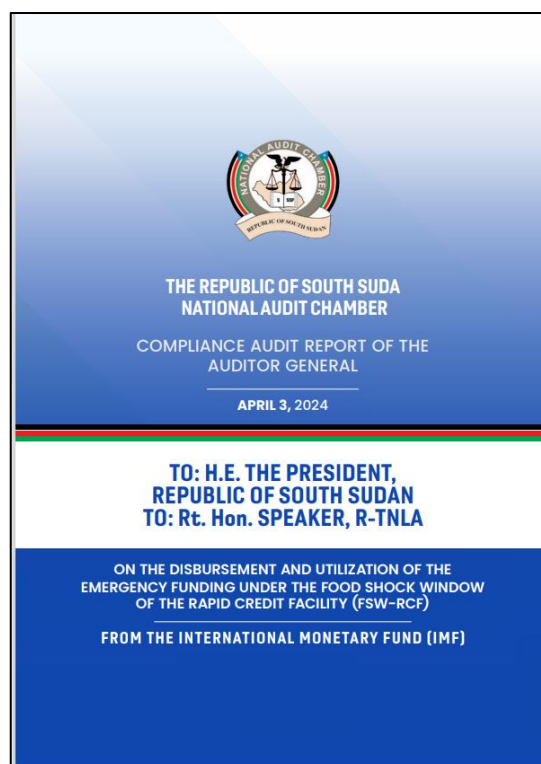
Picture 1: Performance audit report on Juba Rumbek road



Picture 2: NAC Annual Activity Report



Picture 3: Consolidated financial statements audit report



Picture 4: IMF RCF 3 Audit report

4.2.3 Status of support to audits planned under the Revitalised Agreement on the Resolution of Conflict in South Sudan (R-ARCSS)

Chapter 4 of the R-ARCSS provided for NAC to undertake specific audits, including the audit of all petroleum revenues.

A Peer Team from SAI Norway was set up to support NAC in undertaking audits of the petroleum sector. However, due to reprioritization and redistribution of resources within SAI Norway, the Peers could not continue the support beyond 2022. This gap was, however, filled by the IDI project manager and the Audit Advisor, who provided peer support during the planning and execution.

Other audits, as per the agreement, were planned and executed as part of NAC's financial and compliance audits in the various Ministries.

The current status of the audits as per the R-ARCSS is provided in **Table 4** below:

Chapter and page	Agreement text	Project support plans	Progress by end of the project
4.14.5, page 58	Audit and report on all public funds and financial dealings to relevant institutions generally, and to the Transitional National Legislative Assembly (TNLA) and the State Assembly	Scaled up support to financial audit with the new Audit Advisor. Integration of selected compliance audits in the Audit Plan.	Compliance audits commenced in several Ministries and the audit of the backlog financial statements submitted.

4.8.1.14.10	Review and audit all oil revenues since 2011	Advice to the ongoing petroleum revenues audits	Audit field work completed for petroleum revenues from 2013 to 2023. Final report expected in 2025.
4.8.1.3	Identify, check and record all loans and contracts collateralized or guaranteed against oil within six months	Advice to the ongoing petroleum revenues audits	Part of petroleum revenue audit
4.8.1.14.5	Carry out an urgent audit of the Petroleum Sector	Advice to the ongoing petroleum revenues audits	Part of petroleum revenue audit
4.14.1	Ensure that government finances were managed responsibly, budget execution is enforced in accordance with the law, all government transactions and regularly audited and published	Integrated in support by financial and compliance peer team to SO.1, and guidance to audit overall planning in FA.2.	A compliance audit on budgetary controls, disbursements and budgetary performance was included in the audit plans but was not undertaken in the period due to information and capacity challenges
4.14.6, page 58	The TNLA shall receive pending audit reports within six months of the start of the transition period	Integrated in FA.5 support by Stakeholder engagement peer team, including financial support for seminar for PAC if required	All completed audit reports submitted to Parliament

4.3 NAC Focus are 1: Strengthen NAC Independence (project component 2)

Establishing a legal framework granting independence as per International Standards for Supreme Audit Institutions is critical to ensure the effective execution of NAC's mandate and its long-term stability. A revision of the Audit Act is expected as per the R-ARCSS, especially to establish the financial and organizational independence of NAC.

Furthermore, as for many SAIs, there is a need to continuously secure and monitor de-facto independence for NAC. For instance, interference from the Executive in the functioning of the institution, obstacles to access required audit data, and unavailability (lack of release) of NAC budgeted funds during the fiscal year.

The process of amending the Audit Chamber Act has, however, taken longer than anticipated due to specific sections within the Bill that required further review from the Ministry of Justice.

4.3.1 Resources allocated for support over the project period.

A peer team of three IDI staff members, including two experts from IDI's Independence workstream, was established to give advice on drafts of legislation and regulations, as well as stakeholder presentations.

The financial resources used for delivery costs within this component over the period were as follows:

Total delivery costs of **USD 8,918 (98 098 NOK)** were spent mostly on travel expenses.

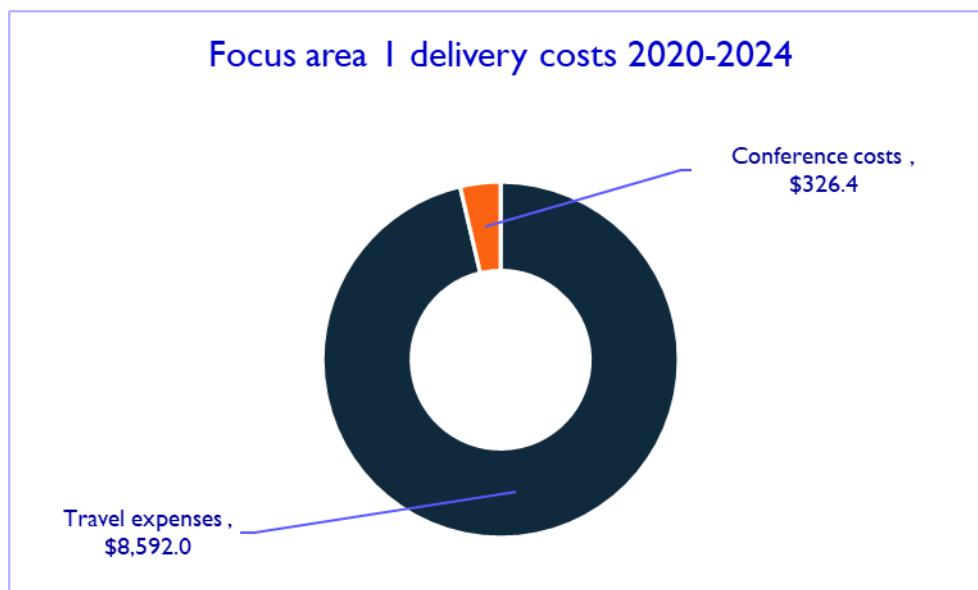


Figure 6: Focus area 1 delivery costs 2020-2024

4.3.2 Assessment of performance and results

Over the Project period, advice was provided to NAC to publish all audit reports that have been submitted to the TLNA and have not been tabled for at least 3 months. There was no specific provision with the current Audit Chamber Act deterring NAC from publishing these reports. The amendment Bill, however, has clear provisions for this.

The main deviations from the Project plans were as follows:

- The planned stakeholder sensitization on the new NAC legal framework could not be undertaken as the Bill is still in the TLNA.

The status of expected results and related indicators for support to NAC's Focus 1 are presented in appendix 1.

The details of progress, challenges and support within each strategic objective of Focus area 1 are presented in **Table 5** below.

NAC Strategic outputs	Planned project deliverables	Progress by the end of the project	Challenges to delivery
1.1 A reviewed Audit Act submitted to the Presidency, Parliament & Constitutional Review Commission and enacted.	Advice on revising the Audit Act in line with INTOSAI P-1 and P-10 in the South Sudan context, through online contact and in one dedicated workshop.	Advice provided, however Bill still at the TLNA	Bill not yet passed in the TLNA
1.2 Support for NAC financial and Administrative Independence among key stakeholders achieved.	Stakeholder sensitization on new legal framework	Advocating for the passing of the Bill amongst other development partners in South Sudan	Slow progress of the Bill.

1.3 Rules & Regulation for the NAC Act established	No support planned over the project period	No support provided	Slow progress of the Bill.
1.4 External audit of NAC operations	Financial support and advice to the external audit of NAC financial statements	NAC decided to undertake the process internally and seek financing from the Ministry of Finance	High audit costs
1.5 Sufficient NAC annual budgets to enable implementation of the SP sourced.	Discussion with other partners to supplement project and Government funding	Discussions held with the European Union and the World Bank in Juba on possible support.	

4.4 NAC Focus are 2: Enhance the Quality and Impact of Audit services (project component 3)

The key objective in this area was to enable overall audit management and capacities in NAC. This means developing and implementing an annual audit plan and general staff training in compliance, financial, and performance audit methodology. Furthermore, quality control and quality assurance routines and skills were supported.

4.4.1 Resources allocated for support over the project period.

A dedicated team led by the audit advisor was established to coordinate overall audit-related support and enable the successful strengthening of general audit capacities.

The person days used for support over the project period were shown in **Table 6** below:

Staff resources	Days	Comments
IDI	48	
SAI Kenya audit advisor	80	Time spent on audit planning and general audit trainings in Juba
Totals	128	

The financial resources used for delivery costs within this component over the project period were as follows:

Total delivery costs of **USD 108,551 (1 194 061 NOK)** were spent mostly on travel expenses, including peer flights, accommodation in Juba, per diems and meeting expenses.

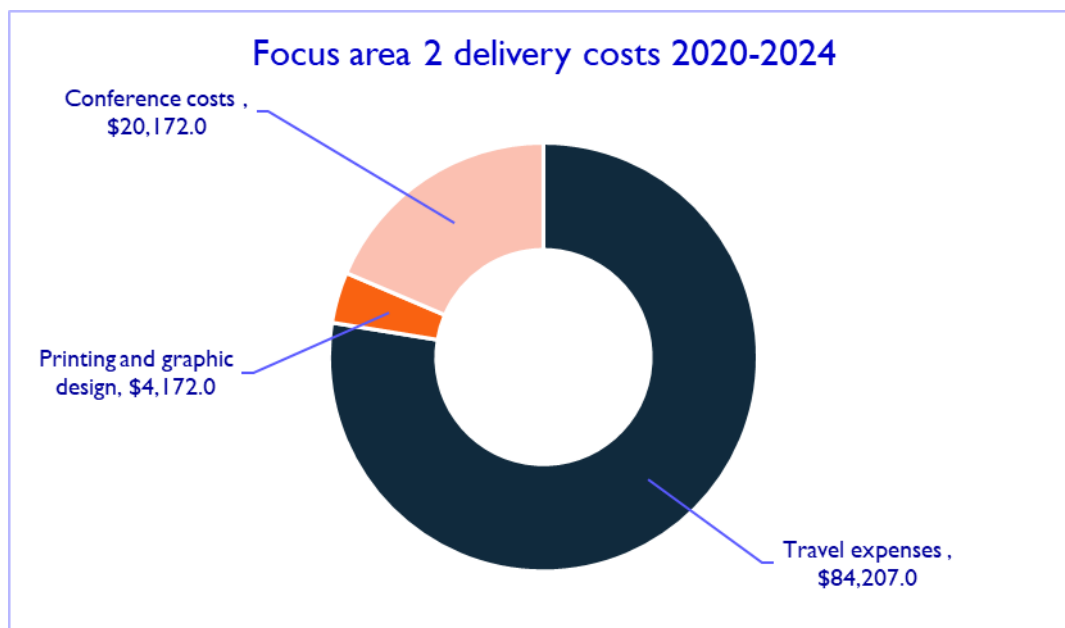


Figure 7: Focus area 2 delivery costs 2020-2024

4.4.2 Assessment of performance and results

Over the Project period, support was provided for the development of Annual Audit Plans. General training on ISSAIs was combined with on-the-job support by the Peer Teams and as a result, progress has been made on applying ISSAIs to NAC's audits. With Peer support, NAC's Financial and Compliance Manuals were also updated.

Digitalisation of the audit process was a high priority over the Project period, and most audits were performed and reviewed through a Microsoft Teams customised audit tool. NAC staff also participated in relevant regional trainings and workshops with funding from the Project.

The main deviations from the Project plans were as follows:

- Fewer general training sessions were held than planned because it was more efficient to incorporate them into the on-the-job support.
- The implementation of AFROSAI-E's audit tool (A-SEAT) was postponed, ensuring that NAC staff build capacity to use basic digital tools before they can upgrade to a more complex system.

NAC staff's general capacity and skills remain low, especially at the review level. However, NAC has embarked on several recruitment exercises to strengthen the audit resource pool and empower more skilled staff to take on supervision responsibilities.

The expected results and targets for support to NAC's delivery of focus area two are presented in **Appendix 2**.

Details of progress, challenges and support within each strategic objective of Focus are 2 were presented in **Table 7** below:

NAC Strategic outputs	Planned project deliverables	Progress by the end of the project	Challenges to delivery
2.1 Annual Overall Audit Plan (AAP) developed and communicated with the auditees.	Support to the development of annual audit plans	Annual audit plan developed and approved by the AG	Obtaining information on the audit population and assessment of staff competencies.
2.2 NAC annual overall audit plans (AAP) were implemented	Advice and support to the execution of planned audits	Support provided to various financial, compliance and performance audits	Difficulties in obtaining information from auditees Lack of financial statements Low internet quality affecting field work Transport challenges during field work
2.3 AFROSAI-E Financial and Compliance Audit Manuals and A-SEAT tool customised and implemented, including quality control practices	Update of manuals, general training and on-the-job support	Financial and compliance audit manuals updated with peer support All audits performed in line with the NAC audit manuals Quality control training held for NAC supervisors	Capacity challenges at the review level. Limited financial audit knowledge amongst auditors due to lack of experience in undertaking financial audits
2.4 AFROSAI-E Performance Audit Manual (PAM) and A-SEAT tool customised and implemented, including quality control practices	Support to performance audits in line with NAC manual	Performance audits completed with peer support A-Seat implementation postponed Performance audit unit established	Performance audit skills still require improvement amongst the team Transport challenges during field work
2.5 Available guidelines for audit of selected areas adopted and used, including forensic audits, audit of environmental risks, procurements, IFMIS, petroleum, corporate governance.	No support planned over the project period	No work undertaken over the project period	NA.
2.6 NAC participation in the most relevant regional trainings.	Financial and logistical support	NAC staff participated in financial audit, extractive industries, and M&E workshops	Issues concerning per diem amounts
2.7 NAC holds its own Internal Technical update and shares experiences systematically.	No specific support planned, but incorporated in the on-the-job support	Reflection sessions held after each audit on lessons learnt	NA

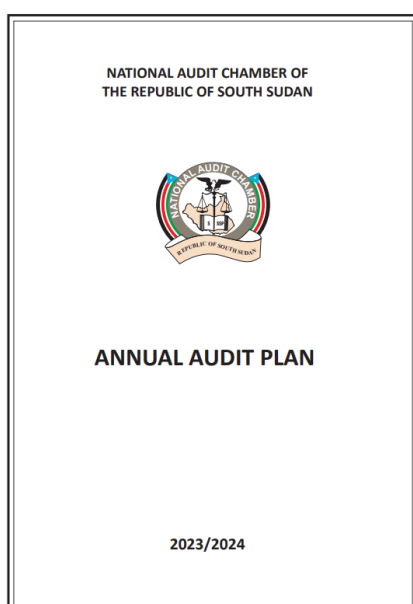
2.8 Develop NAC database of past and on-going audits.	No specific support planned, but data collected during the activity report process	Data on past NAC audits collected during the NAC activity report process	Difficulties obtaining data
2.9 Enhancing the Quality Control Unit by coaching the staff & External Quality Assurance peer-review annually.	Quality control training and on-the-job guidance	Quality control training held for managers, and support provided by the audit advisor to managers and reviewers	Limited capacity and skills at the reviewer level.



Picture 5: Workshop to customise NAC financial and compliance audit manuals



Picture 6: Compliance audit general training with SAI Kenya peer team



Picture 7: Annual audit plan 2023/24



Picture 8: Annual audit planning session Juba

4.5 NAC Focus area 3: Strengthen Internal Governance System and Structures (project component 4)

Effective strategic management and internal governance are fundamental for NAC to succeed in implementing the strategic plan. Strategic Management for SAls involves policies, strategies and techniques intended to direct SAI top management and staff towards the continuous and holistic improvement of SAI performance in line with strategic outcomes and outputs. It does so by explicitly factoring in the broader governance and political economy environment in which the SAI operates and the expectations of the key SAI stakeholders.

Support in this area included a training programme and professional advice for the SAI leadership team to establish systems and practices for implementing the strategic and operational plans, as well as good coordination with partners.

ICT is regarded by NAC as an integrated part of internal governance. Support to revise ICT-strategies and assist in proper management of ICT-projects, including prioritising needs, procurements, training and implementation was prioritised. These ICT-investments will, however, require proper ICT-management.

4.5.1 Resources allocated for support over the project period.

Two peer teams have been established for this focus area. One peer team to support internal governance and strategic management generally consists of the IDI project manager, audit advisor, and project coordinator from SAI Kenya, with relevant strategic management experience.

The ICT peer team comprises the NAC ICT advisor, an ICT peer from SAI Kenya and the IDI project manager.

The person-days used for support over the project period were shown in **Table 8** below:

Staff resources	Days	Comments
IDI	165	Time spent on ICT an operational planning activities
Audit advisor	20	Support to operational planning
SAI Kenya in-kind estimates	58	
Totals	243	

The financial resources used for delivery costs within this component over the project period were as follows:

Total delivery costs of **USD 402,937 (4 432 307 NOK)** were spent mostly on travel expenses, including peer flights, accommodation in Juba and per diems, purchase of IT equipment and Microsoft 365 licenses and IT advisor costs.

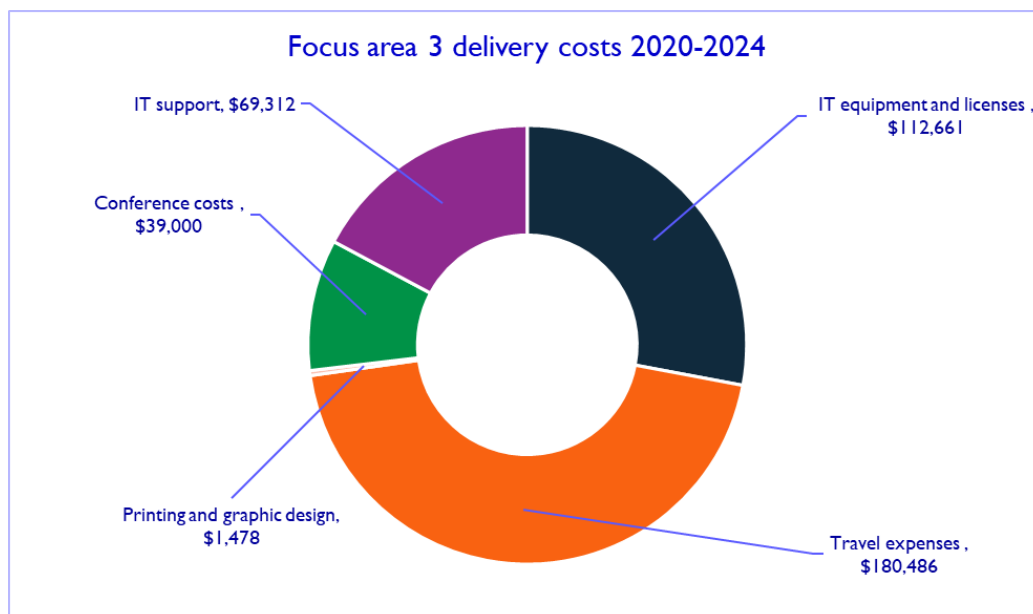


Figure 8: Focus area 3 delivery costs 2020-2024

4.5.2 Assessment of performance and results

Over the project period, the AG approved the formation of an operational planning team to ensure timely development, monitoring and reporting of the annual operation plans. With this team and peer support, NAC was supported in developing operational plans covering all NAC's planned audit and non-audit activities for the financial year.

Regarding ICT, investments were made in purchasing laptops, desktops and licenses. An ICT advisor was recruited to develop and oversee the implementation of an ICT strategy in collaboration with NAC ICT staff and peers from SAI Kenya. They embarked on continuous training and support to staff on using laptops, Microsoft 365 and basic Microsoft Office tools relevant for audit work. Special training sessions were also held for NAC female staff.

The main deviations from the project plans were as follows:

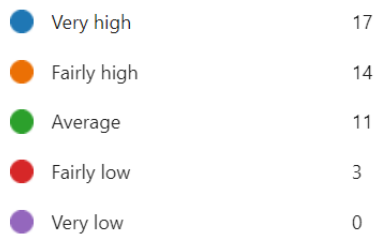
- The NAC management leadership training was not undertaken as it was not prioritized.
- The implementation of AFROSAI-E's audit tool (A-SEAT) was postponed to ensure that NAC staff build capacity in the use of basic digital tools before they can upgrade to a more complex system.
- Support to establish an internal audit unit was not prioritized.

In the 2023 project survey, over 90% of NAC staff who responded stated that they have above-average skills in using digital tools and an understanding of ICT tools and found them helpful in their daily work, as per the pictures below from the survey.

6. Currently, how do you rate your skills in using these digital tools like laptops, Microsoft Teams etc.?

[More Details](#)

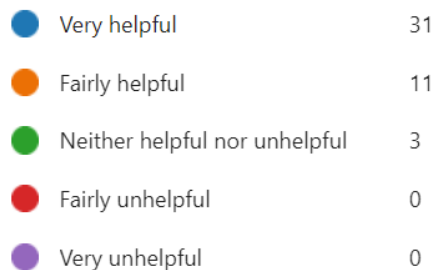
[Insights](#)



7. How helpful do you find these digital tools in your daily work?

[More Details](#)

[Insights](#)



The main challenge to the implementation of digitalisation, however, was the high-cost, low-quality internet in South Sudan.

Appendix 2 presents the expected results and targets for supporting NAC's delivery of focus area 3.

Details of progress, challenges and support within each strategic objective of Focus are 3 were presented in **Table 9** below:

NAC Strategic outputs	Planned project deliverables	Progress by the end of the project	Challenges to delivery
3.1 Annual operational planning (AOP), monitoring and reporting system implemented	Support to the development, monitoring and reporting of annual operational planning	Annual operational plans developed and approved	Quarterly monitoring sessions with all units were not held as planned due to lack of timely updates of the tool.
3.2 Leadership and Management's skills strengthened	Support to leadership and management training	This was not held. However, NAC was invited to participate in IDI's Mastery programme for SAI leaders, which the AG was unable to attend.	Not prioritised amongst other activities

3.3 Operative Internal Audit unit in NAC	No support planned over the project period	Not started.	NA
3.4 ICT-strategy reviewed and implemented	Reviews to the current strategy if necessary Support to audit teams by the ICT advisor	ICT strategy developed ICT advisor provided support to all NAC staff on the use of digital tools	High-cost low-quality internet
3.5 ICT-unit established	ICT advisor salary Advice to ICT issues	ICT advisor recruited ICT advisor and support staff supported to attend a workshop in Kenya and Namibia for skills development. Bi-weekly peer team meetings held to advise on any issues. ICT advisor participation in project management team meetings	Lack of qualified ICT staff in NAC. Only one support staff member was appointed to the unit.
3.6 All staff have sufficient ICT hardware and software to do their job efficiently	Procurement of equipment and licenses Contract management for ongoing services Support and maintenance from ICT advisor	80 laptops procured 80 Microsoft 365 licenses procured annually Eight desktops procured	Improper use of equipment by some staff.
3.7 ICT archive policy developed and implemented	No specific support planned because UNDP supported a similar activity	NA	NA
3.8 Internet in place in NAC for all staff	Financial support to the fibre internet and mobile routers	Internet provided to the NAC Head office Portable internet routers for field work provided	Unreliable high-cost internet
3.9 Organizational Structure reviewed, approved and implemented	No support planned over the project period as this was already undertaken. Further reviews subject to the new Audit Act	NA	Delay of new Audit Act and NAC organizational independence.
3.10 Assets and Financial management system improved	No specific support planned because UNDP supported a similar activity	Budget monitoring included in NAC operational planning tool	NA

3.11 Transport services sufficient for audit operations.	No support planned as this is implemented directly by NAC. There was also planned World Bank support.	NA	Limited vehicles to transport auditors for field work
3.12 NAC premises completed and maintained	No specific support planned.	No support provided	Delays in furniture delivery and overall completion of the building



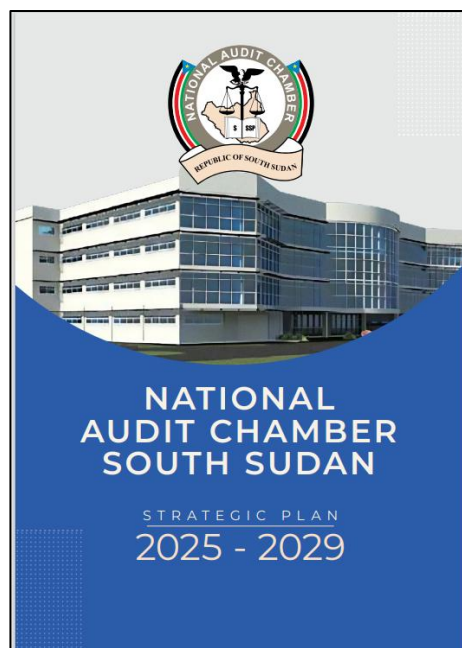
Picture 9: Delivery of eight desktops to NAC



Picture 10: 60 HP laptops delivered to NAC



Picture 11: NAC Strategic planning team 2024



Picture 12: NAC Strategic plan 2025-2029

4.6 NAC Focus are 4: Human resources developed and staff welfare improved (project component 5)

Strengthening NAC human resources was fundamental for successful implementation of the strategic plan. There is a general need for development of HR processes and staff professional development and training within NAC. The planned support to HR included:

- Use and customization of regional resources for HR-management, such as a competency framework, HR-policies and recruitment practices developed by AFROSAI-E.
- Develop and implement a professional development programme linked to the regional and local accounting professional programmes and IDI's professionalization programme for SAI auditors (PESA).
- Coordinated, systematic and selective training of staff. This will be delivered by replicating some of SAI Kenya's ongoing trainings in Juba.

NAC's HR strategy included actions to raise gender, diversity, and inclusion awareness. Support to this will be done as a part of the support for focus area 4. Gender and inclusiveness will also be integrated in audits and internal governance support.

4.6.1 Resources allocated for support over the project period.

HR peer support over the Project period was provided by the Deputy HR Director from SAI Kenya, the HR Manager from AFROSAI-E, with support from the Audit Advisor and the IDI Project manager.

The person-days used for support over the project period were shown in **Table 10** below:

Staff resources	Days	Comments

IDI	35	
SAI Kenya in-kind estimates	50	Support to HR policy, performance appraisal tool and code of ethics
AFROSAI-E	20	
Totals	105	

The financial resources used for delivery costs within this component over the project period, were as follows:

Total delivery costs of **USD 74,677 (821 447 NOK)** were spent mostly on travel expenses, including peer flights, accommodation in Juba and per diems, meeting expenses and professional development costs on a Certified Public Accountant course, and IDI's PESA programme.

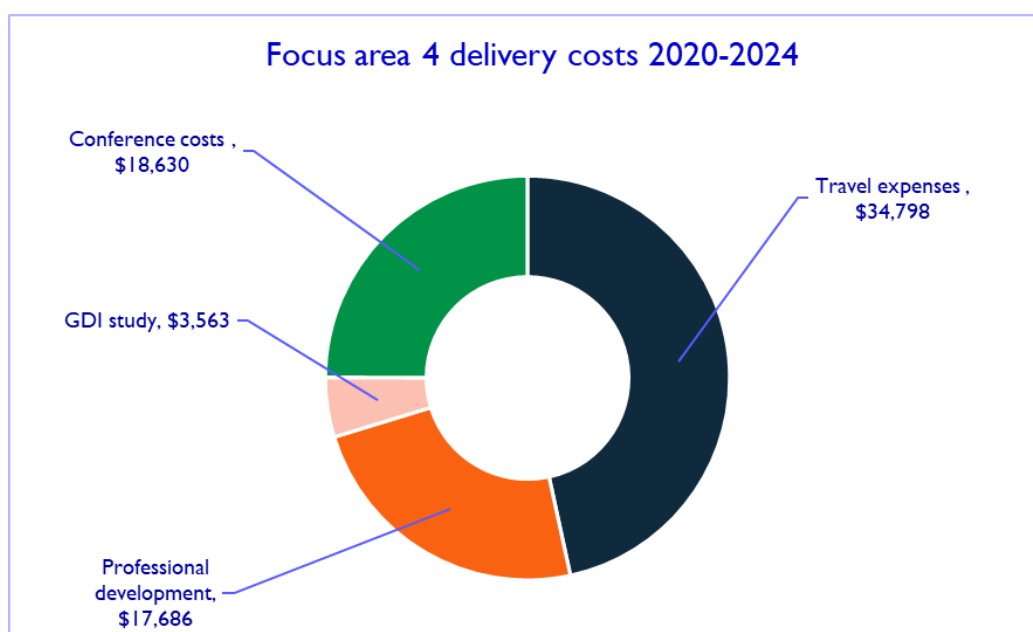


Figure 9: Focus area 4 delivery costs 2020-2024

4.6.2 Assessment of performance and results

Over the project period, support was provided to the development of an HR Policy in preparation for the new Audit Act, which is currently under review by NAC management. A Performance Appraisal tool and Code of Conduct were also developed with peer support.

NAC recruited new staff in 2023, and both financial and technical support was provided during the onboarding process. Regarding professional development and training, financial support was provided to six staff under the Certified Public Accountants (CPA) programme and 10 staff undertaking IDI's PESA programme.

The main deviations from the Project plans were as follows:

- The HR policy was not approved as planned because NAC management advised that approval should be after the new Audit Act is in place.
- No support was provided to the establishment of a staff cooperative credit society due to issues beyond the Project's control.

One of the key challenges is that NAC lacks adequate HR staff and the current Director is seconded from the Ministry of Public Service. There is also inadequate funding to implement all the required HR reforms, as such, development partner support is critical in this area.

The expected results and targets for support to NAC's delivery of focus are 4 are presented in **Appendix 2**.

Details of progress, challenges and support within each strategic objective of Focus are 4 are presented in **Table 11** below:

NAC Strategic outputs	Planned project deliverables	Progress by the end of the project	Challenges to delivery
4.1 Human Resource Policy and Strategy Reviewed and Implemented	Support to the development of a revised HR policy	Draft HR policy developed and under NAC management review	Audit bill not yet passed. HR Director seconded from the Ministry of Public Service
4.2 Annual Training plan for audit and non-audit staff in place and implemented	Advice to updating the training plan and financial support for trainings	Training plan updated annually. Financial support for NAC staff attending AFROSAI-E trainings	Non-audit staff not prioritised
4.3 Performance appraisal system developed and implemented.	Advice and support to develop and implement a performance appraisal system	Performance appraisal tool developed	Inadequate knowledge and skills on the use of performance appraisal tools and systems. Lack of clear supervisory roles within NAC.
4.4 Establish senior management retention and succession plans.	No support planned	NA	NA
4.5 Staff remuneration at a comparable level with SAs in the region	No support planned	NA	NA
4.6 Staff Saving Cooperative Credit Society (SACCO) established.	No support planned	NA	NA
4.7 A Professional Development programme established	Support to ongoing professional development	Financial and technical support to six staff undertaking CPA and 10 staff undertaking PESA programme	NAC staff were not able to pass exams due to various challenges.



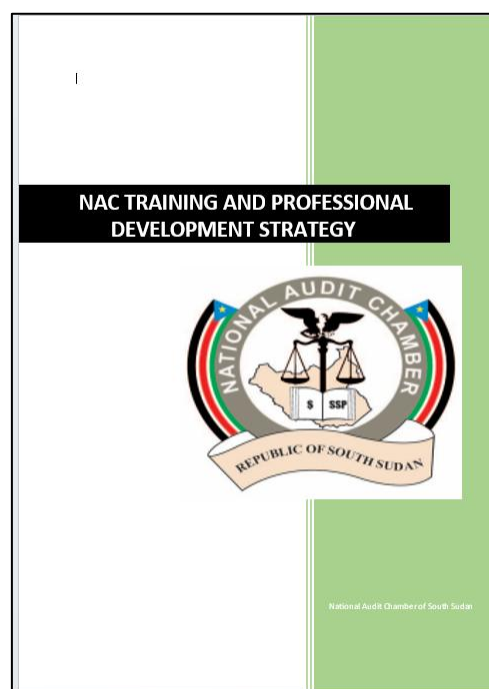
Picture 13: Induction of new NAC staff October 2023



Picture 14: SAI Kenya HR peer presenting during the induction



Picture 15: NAC CPA staff graduate to level 2



Picture 16: NAC training and professional development strategy

4.7 NAC Focus are 5: Strengthen Advocacy and Stakeholders Engagement (project component 6)

NAC has developed a stakeholder engagement strategy, which forms the core for the support in this area. Peer-support will use the existing resources for stakeholder engagement, customised to the national context. Financial support will be provided to assist NAC in actively engaging stakeholders such as auditees, the PAC, Civil society and the media. for a specific purpose. Support will include technical and financial assistance in planning and delivery of workshops.

4.7.1 Resources allocated for support and activities in brief

The IDI project manager and the Audit Advisor provided support to stakeholder engagement over the project period.

The person-days used for support over the Project period were shown in **Table 12** below:

Staff resources	Days	Comments
IDI	37	Support to preparation and delivery of workshops
Audit advisor	25	
Totals	62	

The financial resources used for delivery costs within this component over the project period, were as follows:

Total delivery costs of **USD 23,139 (254 529 NOK)** were spent mostly on stakeholder engagement workshops and travel expenses, including peer flights, accommodation in Juba and per diems.

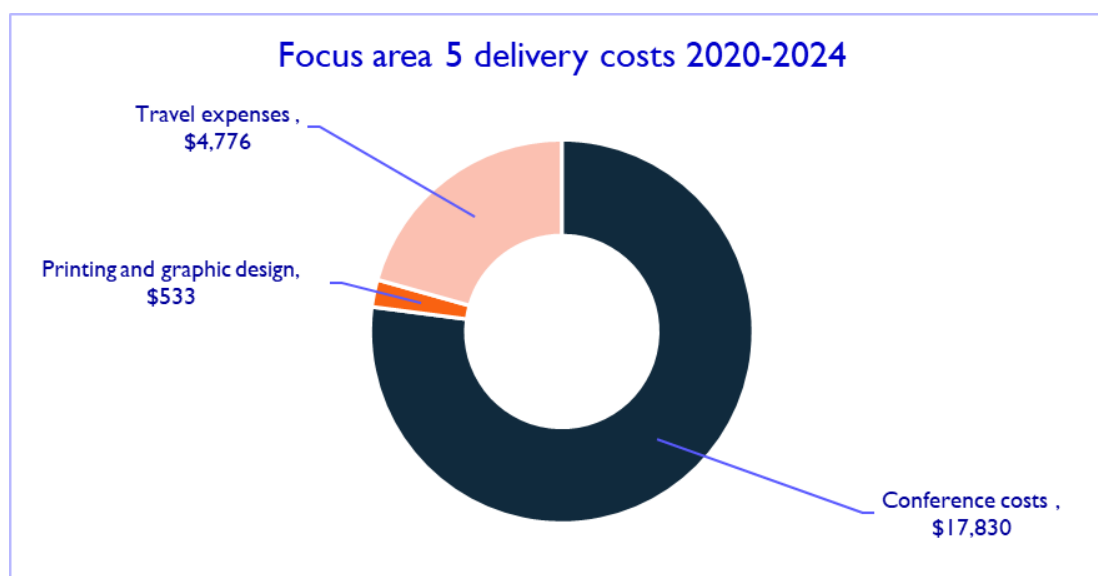


Figure 10: Focus area 5 delivery costs 2020-2024

The main activities carried out over the project period for this component were as follows:

- Stakeholder engagement workshops with auditees, the PAC and other stakeholders
- Activation and update of website and social media pages.

4.7.2 Assessment of performance and results

Over the project period, NAC prioritised stakeholder engagement with the auditees and the PAC. Engagements were held with undersecretaries, directors of accounts, and internal auditors regarding the need for timely and quality financial reporting with reference to the relevant legal framework.

The engagements held with auditees and the PAC have impacted their understanding of NAC's role and their responsiveness to requests from NAC.

NAC activated its website and social media pages and made timely updates with audit reports and events. NAC also published an annual newsletter, which was shared with stakeholders.

The main deviations from the Project plans were as follows:

- An additional workshop, which was planned for accountants in collaboration with the Ministry of Finance, was not held
- Stakeholder engagement workshops with the media and civil society were not held

The main challenge to implementation was the busy schedule of PAC members, which made it difficult to plan events. The Ministry of Finance, which is a key stakeholder, was, however, unable to attend the auditee engagements.

The expected results and targets for support to NAC's delivery of focus area 5 are presented in **Appendix 2**.

Details of progress, challenges and support within each strategic objective of Focus are 5 are presented in **Table 13:**

NAC Strategic objective	Planned project deliverables	Progress by the end of the project	Challenges to delivery
5.1 Stakeholder engagement strategy established and in use	Engagements with auditees, the PAC, Civil society and the media	Workshops held with the auditees and the PAC.	Busy schedule of the PAC. Inadequate time to have engagements with the civil society and media The complex situation further complicated engagement with non-state actors.
5.2 Public Relation (PR) and communication function in place	Advice to the Communications team in NAC	Advice provided for stakeholder engagement and communication. Support provided to the development of the newsletter	Lack of dedicated communications unit
5.3 NAC Website renewed and regularly updated	Advice to website updates Financial support to the hosting fees	New website developed and hosting fees covered Social media pages updated ICT advisor supporting the updates to the website and all social media pages	NA
5.4 National Professional Accountancy Organization (PAO) established	No support planned	NA	NA

5.5 PAC is assisted by NAC to be able to monitor implementation of audit findings and recommendations	Advice for annual PAC training and financial support for the event.	Stakeholder engagement held with PAC Project team held meetings with PAC on possibilities for financial support	Delays in tabling audit reports Lack of financial support to the PAC
5.6 Regular dialogue with the Anti-Corruption Commission and the Prosecutor General established	No support planned	The Anti-Corruption Commission participated in a stakeholder feedback workshop on the new strategic plan in September 2024.	



Picture 17: Meeting with PAC members at the National Assembly Jan 2023



Picture 18: PAC Sensitization workshop August 2023



Picture 19: Submission of audit reports to the TLNA 2024



Picture 20: Stakeholder engagement workshop with Undersecretaries

4.8 Project management and coordination of other partners and projects (project component 7)

Project management involved:

- Regular planning, monitoring and reporting of project activities
- Establishing, informing, coordinating, building knowledge, and inspiring all peer teams, and ensuring quality and interlinkages and synergies between supported areas were handled
- Handle logistical issues, such as travel and procurements
- Enhance project visibility, such as through website articles
- Coordination of Steering Committee meetings

Coordination with other partners and projects involved:

- Dialogue with NAC on outstanding support needs, and assist NAC in presenting these to potential partners
- Be represented in Public Financial Management (PFM) coordination group for development partners in South Sudan

For coordination between Projects and partners of NAC, the following mechanisms were planned:

- NAC Strategic Plan and implementation matrix guides the scope and timing of external support
- The NAC Operational plan set every year guides the scope, budget, and timing of all external support
- Joint Annual meeting for all main partners to review achievements and set main plans
- Quarterly meetings for all main partners to adjust plans and coordinate
- Annual NAC Activity report can be used as a basis for project reports

4.8.1 Resources allocated and activities in brief

A project coordination team consisting of representatives of the four partners met monthly to:

- oversee and ensure good timing and progress of support
- monitor and follow-up on quality of support provided
- ensure synergies across areas of peer support

The person-days used for support over the project period were shown in **Table 14** below:

Staff resources	Days	Comments
IDI	180	General project management and coordination
Audit advisor	30	Project coordination support
Totals	210	

The financial resources used for delivery costs within this component over the project period, amounting to **USD 100,048 (1 100 528 NOK)**, were spent mostly on IDI travel expenses to Juba, evaluation fees and meeting expenses. Additionally, **USD 30,000** was spent on the end term project evaluation in February 2025.

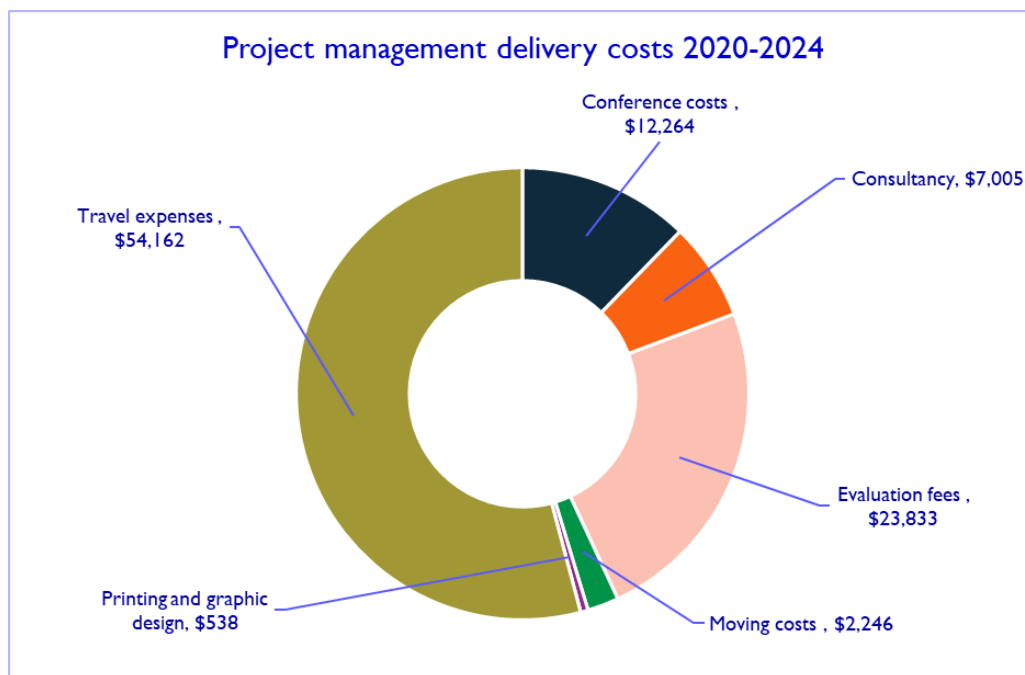


Figure 11: Project management delivery costs 2020-2024

Key project management activities executed over the project period:

- Monthly project coordination meetings
- Working visits to Juba to follow up project implementation
- Use of MS Project software for the NAC SCP to monitor and track project activities, milestones, resource usage and budgets.
- Annual meetings held with project partners and the donors
- Bi-monthly peer team meetings and updates
- Continuous communication of events and good developments to all partners
- Monitoring and update of tasks in the project Teams.
- Logistical support to procurements and events
- Participating in PFM coordination meetings regularly
- Giving feedback to other donor plans for support to NAC
- NAC DAG participated in a project management workshop in Paris organised by IDI

4.8.2 Project implementation and cross-cutting results

Error! Reference source not found. below presents the status of expected results and indicators for cross-cutting project implementation results.

Expected Results	No	Indicator Definition	Baseline (year)	Target / Actual	Targets and Actual Results (by calendar year)					Comments
					2020	2021	2022	2023	2024	
Agreed upon support is implemented	1	Percentage of agreed project deliverables in the annual plan	N/A	T	N/A	70 %	75 %	80 %	85 %	Delays in obtaining information affected audit
				A	73 %	48%	65%	72%		

		completed during the year								progress. NAC Bill delays affected some activities
Wide participation of SAI staff	2	a) Annual number of SAI staff taking part in project funded trainings	a) 39 b) 12 % (2019)	T	N/A	a) 60 b) 15 %	a) 70 b) 20 %	a) 70 b) 25 %	a) 80 b) 25 %	Significant increase in staff participation Over the project period
		b) Female participation rate		A	a) 60 b) 20%	a) 89 b) 23%	a) 57 b) 20%	109 24%	a) 58 b) 14%	
Quality and relevant support	3	Average SAI staff satisfaction and perceived project quality, on a 1-5 scale	N/A	T	N/A	3	3,5	4	4	47 annual survey respondents
				A	N/A	4,3 ⁴	3,93	4.1	3.7	
Active coordination with donors and partners	4	Number of joint NAC-partner meetings covering e.g. policy dialogue and coordination taking place annually	1 (2019)	T	1	2	2	2	2	Meetings requested, but not prioritized by NAC
				A	1	0	0	0	0	
Effective delivery of the project	5	Overall conclusion of the evaluation of the project (Scale: programme objectives fully / mostly / partly / not met)	N/A	T	N/A	N/A	Partly	N/A	Mostly	Final evaluation 2024.
				A	N/A	N/A	Partly		Mostly	

Error! Reference source not found. Table above shows a good level of execution of project deliverables and good overall satisfaction with project implementation. However, there were weak results regarding NAC coordination of partners and conducting joint meetings. Discussions were held between IDI and other partners as part of the PFM donor working group to share progress on the support to NAC.

Over the project period, overall staff and female participation in project-funded events increased. The focus was to combine general training and on-the-job support. This worked efficiently and enabled audit teams to obtain feedback on working papers while understanding the general auditing principles.



Picture 21: NAC SCP Steering Committee meeting March 2023



Picture 22: NAC DAG Tombe Lukak presenting during project management workshop in Paris November 2023



Picture 23: Project management visit to OAG Kenya December 2024



Picture 24: Project management and ICT visit to Juba July 2023

5 Status of prerequisites and risk assessment

The project has a high risk-profile due to the unstable situation and complex environment in South Sudan. The prerequisites for succeeding in this project were similar to the presumptions identified for NAC set in its strategic plan:

1. A stable and peaceful South Sudan that enjoys a vibrant and sustainable economy with a governance structure that fosters transparency and accountability.
2. Total political 'will' to implement the zero-tolerance policy to corruption and other malpractice.
3. Continued support and commitment to an independent Auditor General free from political interference.
4. Reasonable financial support from the Government of South Sudan to salaries of NAC staff and operations.
5. Continued financial and program assistance from Development Partners to aid in implementation of the Strategic Plan.
6. NAC continues to participate in international bodies such as INTOSAI and AFROSAI-E.
7. An effective Public Accounts Committee in the South Sudan Legislature.
8. A culture of trust and co-operation amongst all nation-building institutions.

A fundamental pre-requisite of the project is security in South Sudan for advisors, and a relatively stable South Sudan allows collection of audit evidence in key central government Ministries in Juba, states and local governments and regular presence in the audit office by NAC staff.

5.1 Status by the end of the project period

The situation in South Sudan continues to be highly challenging. Over the project period, the economic situation remained bad due to high dependence on oil revenue and inadequate domestic tax collections. The ongoing conflict in neighbouring Sudan further complicated the economic situation and affected oil exports. Global inflation from the war in Ukraine has also caused negative impacts.

In August 2022, the Peace Agreement was extended for 24 months starting February 2023. The extension was intended to allow for unification of the armed forces, creation of a new constitution, and time to prepare for elections. In September 2024, a further 24 months extension to February 2027 was agreed upon.

The PAC is now active, and the NAC held two training engagements with the members to improve their understanding of their mandate and how they interface with the NAC. Over the project period, the PAC held one sitting to discuss the performance audit on the roads sector.

Despite improved budget allocations and releases to NAC, overall performance remains low as NAC receives less than 20% of their approved budget annually. This requires other partners to fill these funding gaps to ensure that NAC operates effectively.

For risk management, the table in **Appendix 4** shows the most critical risks and related control measures, updated by the end of the project. The Project management team ensures that the measures were executed as planned.

6 Cross-cutting issues: Gender equality, diversity, inclusion, conflict sensitivity, environment and climate change

6.1 Gender, Diversity, Inclusion

A Gender, Diversity, and Inclusion assessment was carried out in 2020 with the involvement of a team in NAC and facilitation by an international and South Sudanese consultant and peers from OAGK. The work was stimulating and created a lot of engagement. The progress of recommendations by the GDI analysis is shown in Error! Reference source not found. below:

Focus area and recommendations	GDI implementation status by the end of the project period
Strategic outputs and Audit capacities • Training auditors on conducting GDI related audits • More equal representation of females in audit teams/workshops • Support for females to be appointed as team leaders	More females have participated in general audit trainings and were on the audit teams. One female led the quality assurance unit and two female staff led audit teams. Five female auditors were part of a selected team to undertake the backlog financial audit Audit teams consist of audit staff of varying age groups and levels of experience An indicator to undertake a GDI related performance audit in the next five years, included in the new strategic plan 2025-2029
FA.3 Internal Governance and ICT • Sensitization workshops for staff and leadership on the relevance of GDI • Collect GDI disaggregated data annually • Develop GDI policy • Conduct midterm GDI assessment • Allocate budget to address GDI issues • Integrate GDI in NAC code of ethics • Use existing gender focal points	Staff sensitisation on GDI not yet conducted. GDI data collected through operational planning and monitoring tool. GDI indicators are included in the newly developed strategic plan for 2025-2029.
FA.4 Human Resources • Recruitment of more diverse staff • Female staff participation in trainings • Quotas for women in promotion • Focal point position established	Female staff included in professional development programs like PESA and CPA. Female staff participated in regional trainings Special ICT training held for female staff GDI focal point not yet appointed.

	Quotas for women in managerial positions not yet set.
FA.5 Communication and Stakeholder engagement - Identify opportunities to showcase NAC's work on gender - Identify partners in Government and Civil society to support NAC on GDI	Posting on NAC's website and social media on Women's Day recognizing NAC's women.

A GDI indicator was developed in 2021, and a baseline assessment was undertaken. An assessment was undertaken in 2024 as part of the new strategic planning process. **Table 17** below shows the annual performance against the targets.

No	Indicator Definition (SAI PMF)	Baseline (year)	Target / Actual	Targets and Actual Results (by calendar year)					Comments
				2020	2021	2022	2023	2024	
17	SAI-GDI Indicator	0 (2020)	T	N/A	N/A	Scoring 1 level higher than baseline	N/A	Scoring 1 level higher than baseline maintained	
			A	0	N/A	0		1	

Picture 16 below shows the event participation in the last two years of the project. In total, 24 events were held and 116 NAC staff participated in online and in-person trainings. On average, the female participation rate was 22 %, which reflects the number of female audit staff.

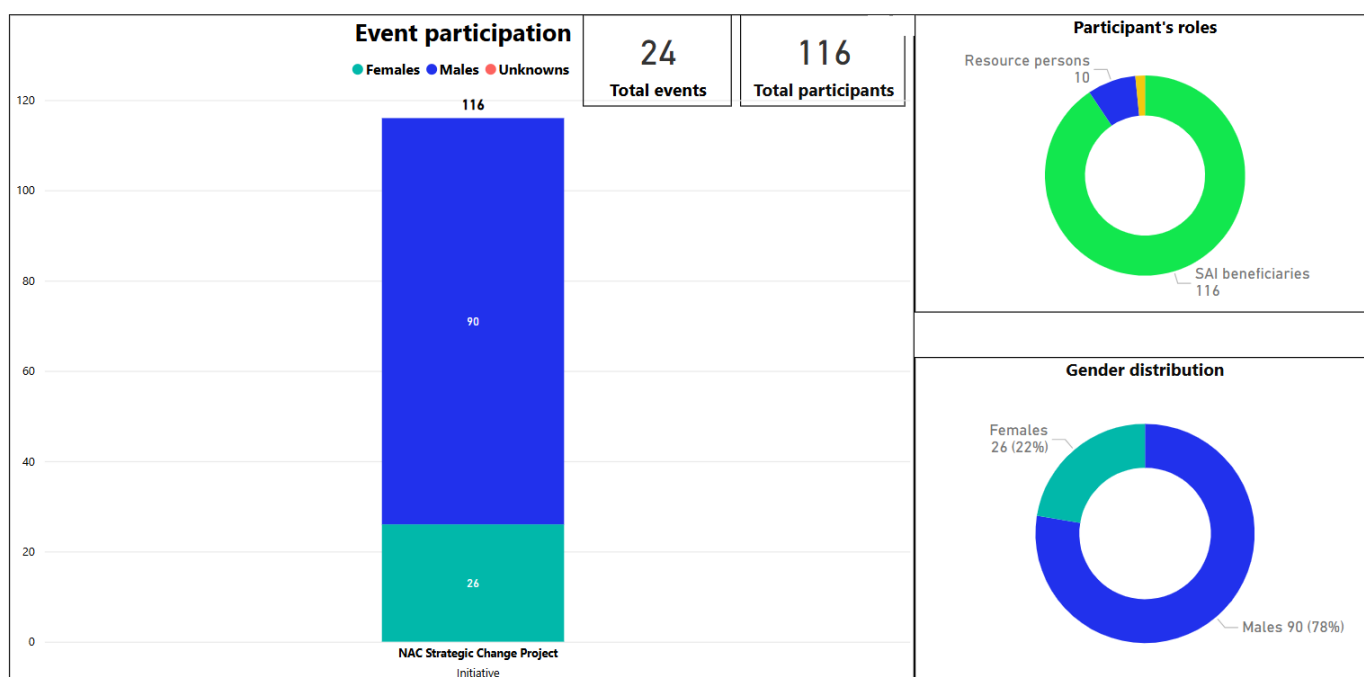


Figure 12: NAC Events Participation 2023 and 2024

6.2 Environment and climate change

With the increased travel to Juba after the Covid period, there was an increase in CO2 emissions. Whereas there is a need to balance both in-person and online support, the South Sudan context requires significant on the ground presence to enable implementation of Project activities.

6.3 Conflict sensitivity

The underlying political situation requires a high degree of conflict sensitivity in South Sudan. Progress was made in army unification, but the extension of the peace agreement and the postponement of elections call for even greater sensitivity.

7 Financial report

Appendix 3 shows the detailed financial report with costs per partner, cost type, and revenues. The total costs over the project period were **USD 1,705,537 (NOK 18 760 907)**. Spending was low in 2020 and 2021 because of the Covid pandemic but picked up in 2022 and peaked in 2023. Additionally, **USD 30,000 (NOK 312 500)** was spent on the end term project evaluation in February 2025.

In addition to the project's financial costs, a significant contribution was made in kind, provided by resource persons from SAI Kenya, SAI Norway, and AFROSAI-E. Whereas the direct costs of flights, accommodation and per diem were covered by the Project, the salary costs for these resource persons were covered by SAI Kenya. The estimated value of the in-kind contribution over the project period was USD 291,543 (NOK 3 206 973), 95% of which was from SAI Kenya.

Below is a summary of the actual costs in USD over the project period.

Project Financial report 2020-2024						
All amounts in NOK						
Name of the project: NAC Strategic Change Project						
Project period funding: 2020 - 2024						
Summary						
	Budget item	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Actual
	Project expenses – grant recipient. Costs directly related to the implementation of the project.	\$ 43,183	\$ 106,654	\$ 200,745	\$ 109,446	\$ 95,393
	Project expenses – cooperating partner(s). Costs directly related to the implementation of the project. Costs for NAC, OAGK, AFROSAI-E and peer-SAI resource persons.	\$ 37,785	\$ 78,734	\$ 214,332	\$ 417,031	\$ 309,632
	Overheads and Adm staff costs	\$ 10,051	\$ 42,066	\$ 42,345	\$ 26,710	\$ 32,015
	Total expenses	\$ 91,019	\$ 227,455	\$ 457,422	\$ 553,188	\$ 437,040
	Grant recipient's own financial contribution and contributions from other sources (minus)	\$ 4,617	\$ 28,385	\$ 14,891	\$ -	\$ 7,725
	Grant from MFA 2024	\$ 81,526	\$ 198,976	\$ 442,531	\$ 553,188	\$ 429,316

Figure 13: Summary project financial report 2020-2024 USD

8 End of project evaluation

In November 2024, “Oslo Economics” was contracted to undertake the end term evaluation of the Project following the midterm review they conducted in 2022.

They conducted 13 interviews with representatives from IDI, NAC South Sudan, the Norwegian Embassy in Juba, SAI Kenya, and AFROSAI-E. They performed in-depth studies of available documentation related to the Project.

The main objectives of the term-end evaluation were:

- I. To examine whether the project’s objectives were achieved, and whether the project design was appropriate to achieve intended results.
- II. To examine whether the project level outputs and outcomes are on track for achieving the intended project impact.
- III. To examine whether the environment/setting in which the project is implemented was viable to achieve envisioned results.

The evaluation questions centered on relevance, effectiveness, efficiency, sustainability and partnerships.

The evaluators concluded that *“the SCP has significantly contributed to capacity-building, increased audit outputs and progress across multiple focus areas in NAC South Sudan. Importantly, the SCP has helped NAC keep up with activities in a period of lacking financial and administrative autonomy, as well as absent salaries and funding. We conclude that the SCP has been both relevant, effective and efficient, since the support, with its flexible design and relatively low cost, has enabled the continuity of an institution that will be particularly important in a scenario where political conditions improve.”*

Appendix I: Status of strategic plan 2019-2024 implementation

NAC Strategic outcomes: Improved governance, accountability and transparency							
Public Account Committee follow-up on the audit reports	Executive follow-up of audit findings	Central government financial statement issued on time	Central Bank and government owned companies issue their financial statements on time.		States and Local governments financial statements issued on time		
NAC Strategic outputs: Execution of prioritized audits and reporting							
1. Annual Financial and Compliance Audit report issued for Central Government including recommendations for compliance with key rules and regulations	2. Audit reports of the Central Bank and government owned companies issued annually	3. Audit report covering the States and Local Government including recommendations for issuing of financial statements and compliance with key rules and regulations	4. Performance audit reports issued for the main sectors	5. Special audit reports of donor funded projects	6. Investigative audit reports in selected areas	7. Annual NAC Activity (Performance) report	8. Annual seminar for the PAC presenting the main audit findings and status of previous year's recommendations
Focus area 1: Strengthen NAC Independence	Focus area 2: Enhance the Quality and impact of Audit Services		Focus area 3: Strengthening Governance System and Structure		Focus area 4: HR Development and Staff Welfare	Focus Area 5: Strengthen Advocacy and Stakeholders Engagement	Project management Peer-support and Coordination other partners and projects
1.1 A reviewed Audit Act submitted to the Presidency, Parliament & Constitutional Review Commission and enacted.	2.1 Annual Overall Audit Plan (AAP) developed and are communicated with the auditees.	2.6 NAC participation in the most relevant regional trainings.	3.1 Annual operational planning (AOP), monitoring and reporting system implemented	3.7 ICT archive policy developed and implemented	4.1 Human Resource Policy and Strategy Reviewed and Implemented	5.1 Stakeholder engagement strategy established and in use	Project management NAC SCP
1.2 Support for NAC financial and Administrative Independence among key stakeholders achieved.	2.2 NAC annual overall audit plans (AAP) are implemented	2.7 NAC holds its own Internal Technical update and shares experiences systematically.	3.2 Leadership and Management's skills strengthened	3.8 Internet in place in NAC for all staff	4.2 Annual Training plan for audit and non-audit staff in place and implemented	5.2 Public Relation (PR) and communication function in place	Coordination other partners and projects

1.3 Rules & Regulation for the NAC Act established	2.3 AFROSAI-E Financial and Compliance Audit Manuals and A-SEAT tool customized and implemented, including quality control practices	2.8 Develop NAC database of past and on-going audits.	3.3 Operative Internal Audit unit in NAC	3.9 Organizational Structure reviewed, approved and implemented	4.3 Performance appraisal system developed and implemented.	5.3 NAC Website renewed and regularly updated	Mid-term evaluation	
1.4 External audit of NAC operations	2.4 AFROSAI-E Performance Audit Manual (PAM) and A-SEAT tool customized and implemented, including quality control practices	2.9 Enhancing the Quality Control Unit by coaching the staff & External Quality Assurance peer-review annually.	3.4 ICT-strategy reviewed and implemented	3.10 Assets and Financial management system improved	4.4 Establish senior management retention and succession plans.	5.4 National Professional Accountancy Organization (PAO) established	End-term evaluation	
1.5 Sufficient NAC annual budgets to enable implementation of the SP sourced.	2.5 Available guidelines for audit of selected areas adopted and in use, including forensic audits, audit of environmental risks, procurements, IFMIS, petroleum, corporate governance.		3.5 ICT-unit established	3.11 Transport services sufficient for audit operations.	4.5 Staff remuneration at a comparable level with SAls in the region	5.5 PAC is assisted by NAC to be able to monitor implementation of audit findings and recommendations.		
			3.6 All staff have sufficient ICT-hardware and software to do their job efficiently	3.12 NAC premises completed and maintained	4.6 Staff Saving Cooperative Credit Society (SACCO) established.	5.6 Regular dialogue with the Anti-Corruption Commission and the Prosecutor General established		
			4.7 A Professional Development programme established					
	Mostly implemented							
	Partially implemented							
	Not implemented							

Appendix II: Status of indicators

Strategic outcome indicators															
					2020		2021		2022		2023		2024		
No	Strategic outcome	Indicator	How to measure	Baseline 2018-19	Target4	Actual5	Target6	Actual7	Target8	Actual9	Actual10	Actual92	Actual102	Actual922	Remarks
1	Public Account Committee followup on the audit reports.	Whether a Committee of the Legislature examines the Audit Report on the annual budget within six months of its availability, and publish a report with findings and recommendations.	Review content and timing of Parliament decisions .	0	Meeting held	Not held	Meeting held	Not held	Meeting held	Not held	Meeting held	Not held	Meeting held	Not held	Parliament only put in place from August 2022 and PAC established from 2023.
2	Executive follow-up of audit findings.	Whether a formal, comprehensive, and timely response was made by the executive or the audited entity on audits for which follow-up was expected during the last three completed fiscal years.	PEFA2016 PI-30 dimension (iii).PEFA2016 PI-30 dimension (iii).	NA											No PEFA assessment has been undertaken in South Sudan since 2011
3	Central government financial statement issued on time.	Whether GOSS consolidated financial statement (FS) is issued annually	Document existing.	Not issued	Issued on time	Not issued	Issued on time	Not issued	Issued on time	Not issued	Issued on time	Not issued	Issued on time	Not issued	By the end of the project period, financial statements up to the end of 2014 had been provided
4	Central Bank and government owned companies issue their financial statements on time.	Percentage of financial statements issued on time for the Central Bank and government owned companies.	Number of FS issued.	0%	100%		100%		100%	80%	100%	80%	100%	80%	The audit of the Central Bank is up to date including several other parastatals that have provided financial statements for audit. These are outsourced by NAC.
5	States and Local governments financial statements issued on time.	Percentage of States and Local governments having issued financial statements (FS) annually	Number of FS issued.	0%	20%	0%	30%	0%	40%	0%	50%	0%	50%	0%	No financial statements have been provided for audit.
6	Improved compliance with PFM’s rules and regulations.	World Bank CPIA Indicator on Quality of Budgetary and Financial Management		1				Not assessed							Not assessed

Strategic output indicators															
No	Strategic output	Indicator	How to measure	19	2020		2021		2022		2023		2024		Remarks
					Target4	Actual3	Target6	Actual7	Target3	Actual9	Target32	Actual93	Target322	Actual933	
1	Annual Financial and Compliance Audit reports issued for Central Government including recommendations for compliance with key rules and regulations.	Percentage of Central Government Ministries and agencies audited and entity level reports completed.	Count the number of financial & compliance entity level reports completed.	0%	30%	0%	60%	0%	70%	20%	80%	30%	90%	30%	Compliance audits in 12 ministries were completed with reports expected in 2025. Financial audit reports for 2011-2014 were submitted to the Assembly.
		Whether the NAC Audit report is issued to Parliament annually, including a compilation of all financial and compliance audit findings at entity level.	Availability of the report.	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	Partly	The audit report for the financial statements backlog 2011-2014 was submitted to the Assembly in 2024.
		SAI-PMF indicator 11 Financial Audit Results.	Assessment	0	1	0	2	Not measured	3	0	4	Not measured	4	0	Measured during the strategic plan development process
		SAI-PMF indicator 17 Compliance Audit Results.	Assessment	0	1	0	2	Not measured	3	0	4	Not measured	4	2	Improvement in compliance audit in 2024.
2	Audit reports of the Central Bank and government owned companies issued annually	Percentage of Central Bank and government owned companies audit reports issued annually.	Count the number of audit reports issued annually, among the entities who have prepare financial statements.	0%	100%	20%	100%	20%	100%	20%	100%	80%	100%	80%	The audit of the Central Bank is up to date including several other parastatals that have provided financial statements for audit. These are outsourced by NAC.
3	Audit reports of the States and Local Governments, including recommendations for issuing of financial statements and compliance with key rules and regulations.	Percentage of States and Local governments where an annual audit report is issued.	Count the number of financial audit reports issued.	0%	10%	0%	20%	0%	30%	0%	40%	0%	50%	0%	No financial statements have been provided for audit.
4	Performance audit reports issued for the main sectors.	Performance audit reports submitted to Parliament annually	Count the number of performance audit reports issued.	0	2	0	2	0	2	0	2	1	2	1	A performance audit on the roads sector completed in 2023 and an audit on the education sector completed in 2024.
		SAI PMF indicator 14: performance audit results.	Assessment	0	1	0	1	0	2	0	2	1	3	2	Improvement in performance audit methodology

5	Special audit reports of donor funded projects.	Percentage audit reports issued for donor-funded projects where NAC has agreed to audit.	Count special audit reports issued.	100%	100%	100%	100%	100%	100%	100	100%	100%	100%	100%	In house and outsourced donor audits conducted and completed on time.
6	Investigative audit reports in selected areas.	Percentage of investigative audits initiated that are completed and reported on time.	Count number of investigative audit reports issued.	100%	100%	0%	100%	0%	100%	0%	100%	100%	100%	100%	All requested audits undertaken
7	Annual NAC Activity (Performance) report	Whether the report is issued annually	Availability of the report yearly.	No	Yes	No	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Activity report to June 2024 submitted to the Assembly.
8	Annual seminar for the PAC presenting the main audit findings and status of previous year's recommendations.	Whether annual seminar is held.	Documentation of the seminar.	Not	Yes	No	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Several engagements held with the PAC in 2023 and 2024.

Focus area indicators													
Focus Area	SAI PMF Indicator	Baseline 2018-19	2020		2021		2022		2023		2024		Remarks
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Focus area 1: Strengthen NAC independence	SAI 1 - Independence of the SAI	3	4	3	4	Not measured	4	3	4	Not measured	4	2	Decline over the project period. Legal amendments required
	SAI 2 - Mandate of the SAI	4	4	4	4	Not measured	4	4	4	Not measured	4	4	Mandate remains strong
Focus area 2: Enhance quality and impact of audit services	SAI 7 - Overall Audit Planning	0	3	3	4	Not measured	4	3	4	Not measured	4	4	Improvement in annual audit planning process
	SAI 8 - Audit Coverage	0	3	0	4	Not measured	4	0	4	Not measured	4	1	Slight improvement in audit coverage
	SAI 9 - Financial Audit Standards and Quality Management	0	3	0	4	Not measured	4	0	4	Not measured	4	4	Significant improvement in ISSAI compliance
	SAI 10 - Financial Audit Process	0	3	0	4	Not measured	4	0	4	Not measured	4	3	Significant improvement in financial audit process
	SAI 12 - Performance Audit Standards and Quality Management	0	3	0	4	Not measured	4	0	4	Not measured	4	3	Significant improvement in ISSAI compliance
	SAI 13 - Performance Audit Process	0	3	0	4	Not measured	4	0	4	Not measured	4	2	Improvement in performance audit process
	SAI 15 - Compliance Audit Standards and Quality Management	0	3	1	4	Not measured	4	1	4	Not measured	4	3	Significant improvement in ISSAI compliance
	SAI 16 - Compliance Audit Process	0	3	3	4	Not measured	4	3	4	Not measured	4	3	Significant improvement in compliance audit process
	SAI 20 - Compliance Audit Process	0	3	3	4	Not measured	4	3	4	Not measured	4	3	Significant improvement in compliance audit process
Focus area 3: Internal Governance system and structures	SAI 3 - Strategic Planning Cycle	0	3	2	4	Not measured	4	2	4	Not measured	4	3	Strong strategic planning process
	SAI 4 - Organizational Control Environment	0	3	0	4	Not measured	4	0	4	Not measured	4	0	Weak internal control environment
	SAI 6 - Leadership and Internal Communication	0	3	2	4	Not measured	4	2	4	Not measured	4	2	Leadership development to be prioritised
	SAI 21 - Financial Management, Assets and Support Services	0	3	2	4	Not measured	4	2	4	Not measured	4	2	Weak financial management systems
Focus area 4: Human resources developed and staff welfare improved	SAI 22 - Human Resources Management	0	3	2	4	Not measured	4	2	4	Not measured	4	2	Weak HR systems due to lack of independence
	SAI 23 - Professional Development and Training	0	3	3	4	Not measured	4	3	4	Not measured	4	3	Improved professional development system
Focus area 5: Strengthen advocacy and stakeholder engagement	SAI 24 - Communications with the Legislature, Judiciary and Executive	0	3	1	4	Not measured	4	1	4	Not measured	4	2	Improved engagement with stakeholders
	SAI 25 - Communications with Media, Citizens and Civil Society Organizations	0	3	1	4	Not measured	4	1	4	Not measured	4	1	Improved engagement with stakeholders

Appendix III: Detailed financial report

See separate file.

Appendix IV: Risk assessment and control measures

Risk	Likelihood	Impact	Control measures planned	Control measures done	Residual risk
Asset management of project financed equipment	Medium	Medium	Marking the equipment;User agreements;ICT-policy for NAC ;Maintaince contracts;End-of year stock-take;Asset management tool in place	Marking the equipment;User agreements;ICT-policy for NAC ;Maintaince contracts;End-of year stock-take;Asset management tool in place	Low
Inadequate Funding for salaries and other operations	High	High	Mobilise additional donor funds for audit operations and critical investments ;Continuous dialogue with GOSS to provide funding through the National budget;Support NAC in developing projects and coordinating with partners	Still difficult to mobilise funding for salaries and operational costs and the GOSS is still inconsistent with disbursements.	High
Low ISSAI implementation and professionalisation	Medium	Medium	Mechanisms to measure levels of ISSAI compliance e.g. SAI PMF;Development of customised manuals ;Expedite professional development of staff;Continued NAC involvement in Afrosai-E technical trainings on ISSAIs;Stronger working relationships with audit Peer teams	Professional development, audit advisor and peer support	Low

Low SAI Impact	High	High	Create synergies with CSOs in the governance and accountability sphere ;Strengthen the stakeholder engagement and communications department ;Facilitate NAC to select audit topics with great impact;Continuous sensitisation of key stakeholders e.g. Parliament ;Prioritising support to enable completion and publication of audits	Auditee and PAC sensitisation and mobilising financial support to the PAC to be able to discuss audit reports.	Medium
Poor coordination of support to NAC	Medium	Medium	Aligning annual work plans and support with other DPs involved ;Joint meetings with other providers of support	Aligning annual work plans and support with other DPs involved ;Joint meetings with other providers of support	Medium
Quality and relevance of advice	Medium	Medium	Training resource persons on sensitivity and country specific issues ;Regular meetings with resource persons ;Operationalising team contracts ;NAC annual surveys and regular dialogue with NAC on quality of support;Active use of retrospectives;Evaluation surveys of events;Emphasize personal qualifications of resource persons	Training resource persons on sensitivity and country specific issues ;Regular meetings with resource persons ;Operationalising team contracts ;NAC annual surveys and regular dialogue with NAC on quality of support;Active use of retrospectives;Evaluation surveys of events;Emphasize personal qualifications of resource persons	Low

SAI credibility undermined	Medium	Medium	Emphasize the use of the Code of ethics for all staff and during audits ;Continue dialogue on strengthening of NAC independence ;Create awareness of the risks amongst resource persons	Dialogue on NAC and independence and sensitisation of key stakeholders	Medium
Security for resource persons	Medium	Medium	Creating awareness of the risk amongst resource persons; Plan for out of country when considered necessary; Make key telephone numbers available; Regular assessment of meeting venues safety and security; Use of IDI and Afrosai-E routines for crisis management; Disseminate project handbook to all resource persons	Creating awareness of the risk amongst resource persons ;Plan for out of country when considered necessary; Make key telephone numbers available; Regular assessment of meeting venues safety and security; Use of IDI and Afrosai-E routines for crisis management ;Disseminate project handbook to all resource persons	Low
Sustainability of the support	Medium	Medium	Involvement of a greater number of NAC staff in all project activities ;Holistic support across all aspects;Strengthen internal governance systems to enable sustainable change	Involvement of NAC staff in project activities and ensuring they take lead on initiatives to enable continuity. Improvement of internal governance systems and prioritisation of new staff in training initiatives.	Medium

Appendix V Support projects and outstanding needs for support

NAC has identified several projects that seem necessary for the successful implementation of the Strategic plan for 2019-2024. Both ongoing and planned projects were listed below. The World Bank has also launched a PFM project in South Sudan through which NAC is a beneficiary and will receive support in audits, ICT, Stakeholder engagement etc.

Project title	Scope and expected results	Period	Budget	Financial donor	Implementing Partners
NAC Peer-support project	• Regularity audit systems, process and reports • Performance audit systems, processes and reports • Management systems • Stakeholder engagement • Regional training	2017-2020	1,3 mill NOK per year	RNE and IDI	IDI, AFROSAI-E, SAI Kenya, SAI Norway
Non-oil revenue mobilization and accountability (NORMA)	• Regional events and training • Local trainings	2017-2024	14.2 million USD (Entire project including other agencies)	ADB	UNDP
NAC Strategic change project	• Technical guidance for all focus areas and selected strategic outputs where peer support is preferable • Strategic change management • Coordination of support projects • Audit capacity and related strategic outputs • Independence and legal framework	2020-2024	15 mill NOK for 2020-23 and NOK 5million for 2024	Norwegian embassy	IDI, AFROSAI-E, SAI Kenya, SAI Norway
World Bank	• Support to regional trainings and events • Support to ICT equipment • Support to vehicles and other infrastructure	2022 -2027	34 million USD (Entire PFM project including other agencies)	World Bank	

