



**Organization for
Responsive
Governance**

Evaluation Report on COVID-19

Juba City Council, South Sudan

*Implemented by the Organization for Responsive Governance with funds from the Swiss Federal
Department of Foreign Affairs*

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Email: orgsouthsudan@gmail.com | +211 928 829 777/+211 911 829 777

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ACRONYMS

Acronym	Meaning
COVID-19	Corona Virus Disease
CPAs	Corona Virus Prevention Activities
FDFA	Federal Department of Foreign Affairs
JCLC	Juba City Legislative Council
NGOs	Non-governmental Organizations
NTFC	National Taskforce on COVID-19
ORG	Organization for Responsive Governance
UNICEF	United Nations Children's Fund

ACKNOWLEDGMENT

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This public perception survey would not have been possible without support and cooperation of the leadership of Juba City Legislative Council (JCLC). In particular, Hon. Peter Loro Paulino, Chairperson of JCLC, for having mandated the Committee for Health and Education at the JCLC to partner with the ORG in the fight against COVID-19. He authorized the Health and Education Committee to mobilize quarter council chairpersons to participate in this evaluation exercise. ORG is thankful to Hon. Peter Loro Paulino for this cooperation and leadership.

ORG acknowledges the commitment and support of Hon. Egidio Osvaldo, the Head of the Committee for Health and Education and his deputy, Hon. Joseph Loro Santo for their direct mobilization and supervision of the quarter council chairpersons in this evaluation exercise. ORG thanks the quarter council chairpersons and officials for their effective participation in this evaluation exercise and most importantly the insights and recommendations they provided on how to suppress the spread of COVID-19 in their respective quarter councils.

ORG appreciates the financial support provided by the Swiss Federal Department of Foreign Affairs (FDFA) to facilitate this evaluation. ORG works in partnership with the Juba-based Human Security Division of Switzerland.

EXECUTIVE SUMMARY

This evaluation was conducted by chairpersons and committees of 38 out of 53 quarter councils of Juba, Kator and Munuki block councils of Juba city in the period July 16 – 28, 2020.

This evaluation found that:

1. About 79% of the quarter councils covered, witnessed direct COVID-19 prevention activities (CPAs) while 21% did not significantly witness those activities especially quarter councils of Juba block.
2. Public awareness accounted for 92% of the CPAs in the quarter councils covered while distribution of materials accounted for only 8%. This was largely because public awareness has less cost implications compared to distribution of materials.
3. **Regular washing of hands** with clean water and soap was the most observed COVID-19 prevention guideline and **avoid shaking hands while greeting** was the most violated prevention guideline in the quarter councils covered.
4. Quarter council officials confirmed that economic, socio-cultural and leisure activities were continuously carried out in their residential areas and residents rarely adhere to the guidelines on prevention of COVID-19 during those activities.

The evaluation recommends that:

1. Quarter council committees should serve as community level taskforce on COVID-19, lead public awareness and monitor compliance with prevention guidelines of this pandemic in their respective quarters.
2. The Risk Communications and Community Engagement Technical Working Group, at the Ministry of Health, should train and instruct church leaders to promote adherence to the COVID-19 prevention guidelines especially during events like funeral services and weddings in the quarters.
3. Organizers of all social events in residential areas in Juba city should notify their respective quarter council chairpersons and work in collaboration with them on matters of compliance with COVID-19 prevention guidelines during those events.
4. The National Taskforce on COVID-19 (NTFC), the country's highest decision making body on prevention of this disease, and partners should support quarter council committees acquire and distribute COVID-19 prevention materials like face masks and hand washing containers to people in quarters council in Juba city.

INTRODUCTION

Context

In a nation-wide public perception survey report released by ORG in May 2020¹, 94% of respondents said they knew the COVID-19 prevention guidelines while 86% said there were public awareness activities on prevention of the disease, ongoing in their locations. However, the respondents said most of the people do not adhere to the COVID-19 prevention guidelines. The report recommended enforcement of the guidelines.

Enforcing adherence to the guidelines has been a challenge in South Sudan. Government strategy to enforce the guidelines were mainly through security forces. They were deployed along the main roads and some public places like markets in Juba by April, 2020 when a partial lockdown was declared in the country. Weeks later the partial lockdown was lifted and the deployment of security agencies to enforce the health guidelines on prevention of the disease considerably reduced. Additionally, there were no plans for enforcement of these guidelines in residential areas where most social activities take place with high risk of spread of the disease.

ORG analyzed community structures and identified quarter council committees suitable to lead public awareness, enforcement, monitoring, evaluation and reporting on preventive measures on the pandemic in their respective quarters.

To test this idea, ORG held meetings with the leadership of JCLC, including Hon. Peter Loro Paulino, Chairperson of JCLC, Hon. Egidio Osvaldo, the Head of Committee for Health and Education at the JCLC and Hon. Joseph Loro Santo, Deputy Head of the Committee. This meetings led to a consultative meeting with chairpersons of quarter councils from Juba, Munuki and Kator blocks.

The meetings discussed the possibility of the chairpersons and their respective committees undertaking activities to support enforcement of COVID-19 prevention measures. They would also carryout awareness, monitoring, evaluation and reporting on activities relating to prevention of the pandemic in their quarter councils. They also agreed to be focal persons on COVID-19 in their respective quarter councils.

ORG shared with them questionnaires (Annexure 2) and provided logistical support to facilitate the chairpersons to carry out this evaluation. Their evaluation using the questionnaires formed the primary source of information for this report.

¹ ORG (2020), Public Perception Survey Report on COVID-19: <http://orgsouthsudan.org/wp-content/uploads/2020/07/PUBLIC-PERCEPTION-SURVEY-REPORT-COVID-19.pdf>

Objectives of the evaluation

This evaluation was meant to realize the following objectives:

1. To understand the level of compliance with COVID-19 Prevention guidelines and
2. To test the effectiveness of the role of quarter council officials in enhancing compliance with COVID-19 prevention guidelines.

Methodology

This evaluation was conducted by chairpersons and committees of 38 out of 53 quarter councils of Juba, Kator and Munuki block councils of Juba city, in the period July 16 – 28, 2020. Areas covered included 13 quarter councils in Juba block, 15 in Kator block and 9 in Munuki block. Male chairpersons accounted for 94.7% while female chairpersons were 5.3% in the quarter councils involved in this evaluation.

The evaluation was based on the discussions, observations and experiences of quarter council committees. They answered the questionnaires and submitted them to the Head of Health and Education Committee at the JCLC. The Head of the Committee in turn submitted the questionnaires to ORG for analysis and report writing.

Using both qualitative and quantitative methods, ORG analyzed the data, wrote the draft evaluation report and shared with the chairpersons of the quarter councils for validation in a meeting at the JCLC.

Limitations of the Evaluation

This evaluation covered about 72% of 53 quarter councils in the three blocks of Juba city. While this coverage is large enough to provide reliable information on the objectives of the survey, the remaining 28% of the locations not covered are significant enough to have provided additional contribution to this report.

KEY FINDINGS

COVID-19 prevention activities in Quarter Councils

This evaluation report considers COVID-19 prevention activities (CPAs) as those outreach activities undertaken with the aim of reducing the spread and effects of this disease. These include public awareness and distribution of materials like face masks, sanitizers, soap, water containers for hand washing and food items.

This evaluation found that direct CPAs have been undertaken in most parts of Juba city council. For example, quarter council officials confirmed witnessing CPAs in 79% and no significant CPAs in 21% of the 38 quarter councils covered by this evaluation. Munuki and Kator block councils were the most covered by the CPAs. For example 93.3% (14/15) of quarter councils covered in Kator block council reported witnessing CPAs, 88.9% (8/9) of quarter councils covered in Munuki block reported witnessing CPAs while 53.8% (7/13) of quarter councils covered in Juba block council reported witnessing CPAs.

In Juba block council, the quarter councils that reported no significant CPAs were Hai Game, Hai Negli, Hai Thoura East, Hai Malakal, Hai Buluk and Hai Mayo. Meanwhile no significant CPAs were reported in Nyakuron West and Kosti Area of Munuki and Kator block councils, respectively. This evaluation did not establish definitively why CPAs did not significantly cover these quarter councils. However, it indicates that agencies undertaking CPAs should consider covering these quarter councils that reported no significant CPAs.

This evaluation further established that public awareness was the main CPA undertaken in the three block councils of Juba city. It accounted for 92% of the CPAs in the city. Meanwhile distribution of materials including face masks, sanitizers, soap, water containers for hand washing and food items accounted for 8% of the CPAs in the city. ORG believes most agencies undertaking CPAs engage more in public awareness because it has less cost implications compared to distribution of materials for the same population size.

Most observed COVID-19 prevention guideline

This evaluation found that **regular washing of hands with clean water and soap** was the most observed COVID-19 prevention guideline in the quarter councils covered. Officials in these quarter councils identified this guideline as being observed in their respective quarters. The officials also identified **avoiding shaking hands when greeting** and **the use of face masks** as some of the guidelines fairly observed in their quarters.

This evaluation did not investigate the reasons for handwashing being the most observed guideline in the quarter councils. However, in a virtual briefing to the South Sudan Human Rights Forum on 11, 2020, Hon. Joseph Loro Santos, Deputy Head of Health and Education Committee at JCLC explained why hand washing was more observed among the people in the quarter councils. He

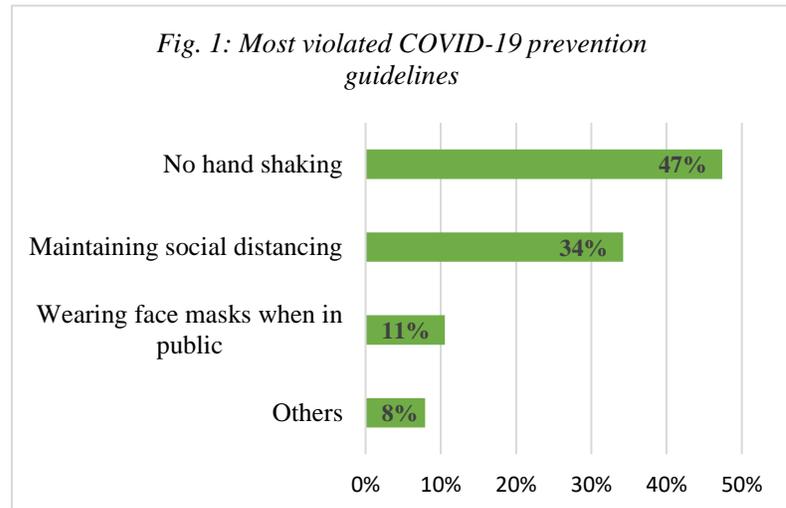
said handwashing has been a fairly common practice among South Sudanese, compared to wearing face masks, physical distancing and avoiding shaking hands when greeting.

Additionally, national and international non-governmental organizations (NGOs) in collaboration with government, have been promoting awareness on handwashing during celebrations of the Global Handwashing day in South Sudan, every 15th day of October. For example, the United Nations Children’s Fund (UNICEF) engaged children from 13 schools across Juba to take part in the 2018 celebration of Global Handwashing Day². Similarly, Oxfam reached out to a total of 29,780 people in in 2017, with activities including handwashing demonstrations and competitions amongst school children; public addresses, tippy tap installations, and radio shows around the country³. ORG believes these activities partly contributed to making handwashing the most observed of the COVID-19 prevention guidelines in Juba city.

Most violated COVID-19 prevention guideline

This evaluation found that avoid hand shaking and maintaining social distancing were the most violated COVID-19 prevention measures. No handshaking and maintaining physical distancing account for 47% and 34% of the violations respectively.

This evaluation found a number of reasons responsible for these violations. The quarter council officials indicated in the



evaluation that health conditions appear to have remained fairly the same for most families since COVID-19 was confirmed in the country on April 5, 2020. As a result, they see no reason to carry, on daily basis, the burden of adhering to the COVID-19 prevention guidelines.

They also noted that people are gradually learning to live with less fear of the disease and going back to their normal ways of life compared to the period when the pandemic was first confirmed in the country.

Another reason the evaluation pointed out was people’s attachment to their socio-cultural beliefs. For example, refusing to shake hands while greeting relatives, in-laws and friends is considered a strange and unacceptable behavior in the society. Similarly, attempts to regulate behavior of people

² UNICEF <https://www.unicef.org/southsudan/press-releases/celebration-global-handwashing-day-children-juba-and-launch-new-song-hardlife-avenue>

³ Oxfam <https://globalhandwashing.org/global-handwashing-day/get-involved/submit-events/view-events/oxfam-celebrates-global-handwashing-day-2017-with-partners-in-south-sudan/>

at a funeral is regarded culturally unethical. As a result, people go shaking hands almost everywhere.

The evaluation also identified difficult economic situation as contributing factor to violation of the COVID-19 prevention guidelines. For example, people continued to go to the market, sell tea, operate bars and restaurants during and after lockdown conditions, in order to feed their families.

This evaluation also found that people were not used to some of the guidelines and saw them as a burden. For example, people consider the use of masks for a long time while in public places as an unbearable burden.

Requirements for public adherence to COVID-19 prevention guidelines

The quarter council officials recommended sustained public awareness to help residents of their respective quarter councils adhere to the COVID-19 prevention guidelines. They emphasized the need to train and facilitate the quarter council officials, who refer to themselves as “grassroots governments” to lead both awareness exercise and compliance monitoring.

They recommended that religious leaders should be trained and instructed to promote adherence to the COVID-19 prevention guidelines especially during events like funeral services and weddings in the quarter councils so as to pass clear information to people on this pandemic.

The quarter council officials called for distribution of face masks, soap and installation of handwashing containers in public places to facilitate and increase people’s adherence to the COVID-19 prevention guidelines.

They also recommended enactment of local orders and regulations that prescribe punishment for non-compliance with prevention guidelines on the pandemic. This, they said, would enable judicial institutions of the local government to administer punishment for people who continue to violate the prevention guidelines.

The quarter council officials also called for timely payment of salaries for civil servants and distribution of food to most economically disadvantaged families. They observed that this would enable people manage the economic difficulties resulting from the effects of the pandemic.

Common public activities in quarter councils

The quarter council officials identified three main categories of activities that contribute to violations of COVID-19 prevention guidelines in their respective quarter councils. These include: economic, socio-cultural and leisure activities.

Common economic activities they identified in the quarter councils included operating tea shops, bars, markets places and public halls for watching football matches and films. Leisure activities included playing cards, *ludo* (dice), dominos and football in almost all corners of the quarter

councils. Meanwhile socio-cultural activities they identified included funerals, weddings and community meetings.

The quarter council officials said in these activities, people usually do not maintain physical distancing and they consistently shake hands while greeting, hence increasing their chances of spreading or contracting COVID-19.

Response of quarter council officials to violations of COVID-19 prevention guidelines

The quarter council officials said they inform residents of their areas to adhere to the COVID-19 prevention guidelines. However, they outlined challenges they face in the process of trying to enhance public adherence to the guidelines.

First, they are not formally trained on the prevention guidelines and awareness strategies. Second, they get opposed by the community, saying that life had long returned to normal so their attempts to carry out awareness was unnecessary. Third, they find no laws and local orders to guide the quarter council officials on the issues of the pandemic. Finally, people do not easily listen to quarter council officials in emotional situations like funeral because they are heartbroken and bitter.

CONCLUSION

This evaluation report provided the basis and framework for ORG's intervention on COVID-19. It suggests that enforcement of the COVID-19 prevention guidelines is more effective through existing community structures. In the case of Juba city, the quarter council committees constitute suitable community structures to lead the fight against COVID-19 and related community engagements.

This report calls on agencies supporting COVID-19 prevention activities in Juba to partner and collaborate with the quarter council officials. Specific roles the quarter council official can play include awareness, distribution of COVID-19 prevention kits, enforcement of the prevention guidelines, monitoring, evaluation, and reporting of compliance with the guidelines.

Working with the quarter councils would ensure effective grassroots outreach, engagement, local ownership and sustainability of the fight against this pandemic.

RECOMMENDATIONS

1. Quarter council committees should serve as community level taskforce on COVID-19, lead public awareness and monitor compliance with prevention guidelines of this pandemic in their respective quarters. The National Taskforce Force on COVID-19 Committee (NTFC), the Ministry of Health and partners should train and facilitate the quarter council committees to undertake this duty.
2. Organizers of social events in residential areas in Juba city should notify their respective quarter council chairpersons and work in collaboration with the chairpersons on matters of compliance with COVID-19 prevention guidelines during the events.
3. Agencies fighting the COVID-19 pandemic in Juba city should collaborate and create synergies with quarter council officials to help increase impact and enhance sustainability.
4. Agencies carrying out CPAs in Juba city should prioritize areas less covered by such activities. Some of these areas include Hai Game, Hai Negli, Hai Thoura East, Hai Malakal, Hai Buluk and Hai Mayo in Juba block; and Nyakuron West and Kosti Area, in Munuki and Kator block councils respectively.
5. The NTFC and partners should support quarter council committees acquire and distribute COVID-19 prevention materials like face masks and hand washing containers to residents and residential areas of Juba city.
6. The Risk Communications and Community Engagement Technical Working Group, at the Ministry of Health should train and instruct religious leaders to promote adherence to the COVID-19 prevention guidelines especially during events like funerals services and weddings in in the quarter councils. That they should pass clear information to people on the need to adhere to preventive measures of the pandemic.

ANNEXURE

Annexure 1: List of Quarter Councils Covered

#	Quarter Council	Chairperson
Juba Block Council		
1	Juba Nabari West	Female
2	Gabat	Male
3	Hai Buluk	Male
4	Hai Game	Male
5	Hai Malakal	Male
6	Hai Mayo	Male
7	Hai Negli	Male
8	Hai Thoura East	Male
9	Hai Thoura West	Male
10	Jerusalem and Cinema	Male
11	Nimra Talata	Female
12	Juba na Bari	Male
13	Lologo	Male
Kator Block Council		
1	Kator Center/Block 9	Male
2	Zuhur Fateah	Male
3	Kator West	Male
4	Gwon Goriki	Male
5	Mijiki	Male
6	Jaborouna	Male
7	Kor William	Male
8	Malakia	Male
9	Kasaba	Male
10	Kosti area	Male
11	Atlabara B	Male
12	Kator Centre	Male
13	Hai Khalil Bala	Male
14	Nyakuron West/South East	Male
15	Atlabara	Male
Munuki Block Council		
1	Mauna Bk I	Male
2	Gudele Block 8	Male
3	Manuna Block 111	Male
4	Munuki/Block 9	Male

5	Munuki/Block A	Male
6	Muniki block c/Block C	Male
7	Nyakuron West	Male
8	Gudele Block 7	Male
9	Gudele Block 6	Male

Annexure 2: Evaluation Form



Organization for
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Juba, South Sudan

Email: orgsouthsudan@gmail.com

Telephone: +211 928 829 777/+211 911 829

Organization for Responsive Governance Compliance on COVID-19 Prevention Guidelines Evaluation Form Juba City

Introduction:

This questionnaire is administered by the Organization for Responsive Governance (ORG). The purpose is to monitor citizens' compliance with prevention guidelines on COVID-19 in Juba Quarter Council. The outcome of this assessment will be shared with relevant authorities and stakeholders involved in responding to this pandemic in South Sudan.

Instruction:

Complete this form and send the completed copy to ORG by email, WhatsApp or through telephone call to read out the answers.

Respondent (Fill the blank spaces and tick the right answers in this section):

Name of Quarter Council _____ Block Council _____

1. Sex: Male () Female ()

2. Level of education: No education () Primary School () Secondary School () College ()

Questions

1	(a) Are there activities taking place on prevention of COVID-19 in your Quarter Council?	Yes	No
	(b) If yes, which of the following activities are taking place? Please tick the appropriate number. (1) Public awareness on prevention of COVID-19 (2) Distribution of face masks (3) Distribution of soap (4) Distribution of hand washing buckets (5) Others, please explain _____		

2	<p>(a) Which prevention guidelines on COVID-19 do people observe in your Quarter Council? Please, tick the appropriate number.</p> <p>(1) Wash hands with clean water and soap (2) Avoid shaking hands (3) Use using face masks (4) Maintaining physical distance (5) Others, please, explain _____</p>
3	<p>(a) Which prevention guidelines on COVID-19 do people violate most?</p> <hr/> <p>(b) Why do they violate these guideline(s)? Please, briefly explain.</p> <hr/> <p>(b) What help do your people need in order to follow the guidelines? Please, briefly explain.</p>
<p>4</p> <p>(a) What type of social activities take place in your Quarter Council?</p> <p>(b) Do people observe COVID-19 prevention guidelines in those social activities?</p> <p>(c) If they do not follow the guidelines, what do you do as Quarter Council officials?</p> <p>(d) If they do not follow the guidelines, what do you do as Quarter Council officials?</p>	

Name of Quarter Council Official: _____ **Date** _____