



Investing in rural people

Republic of Sudan

COSOP completion review

2013-2020

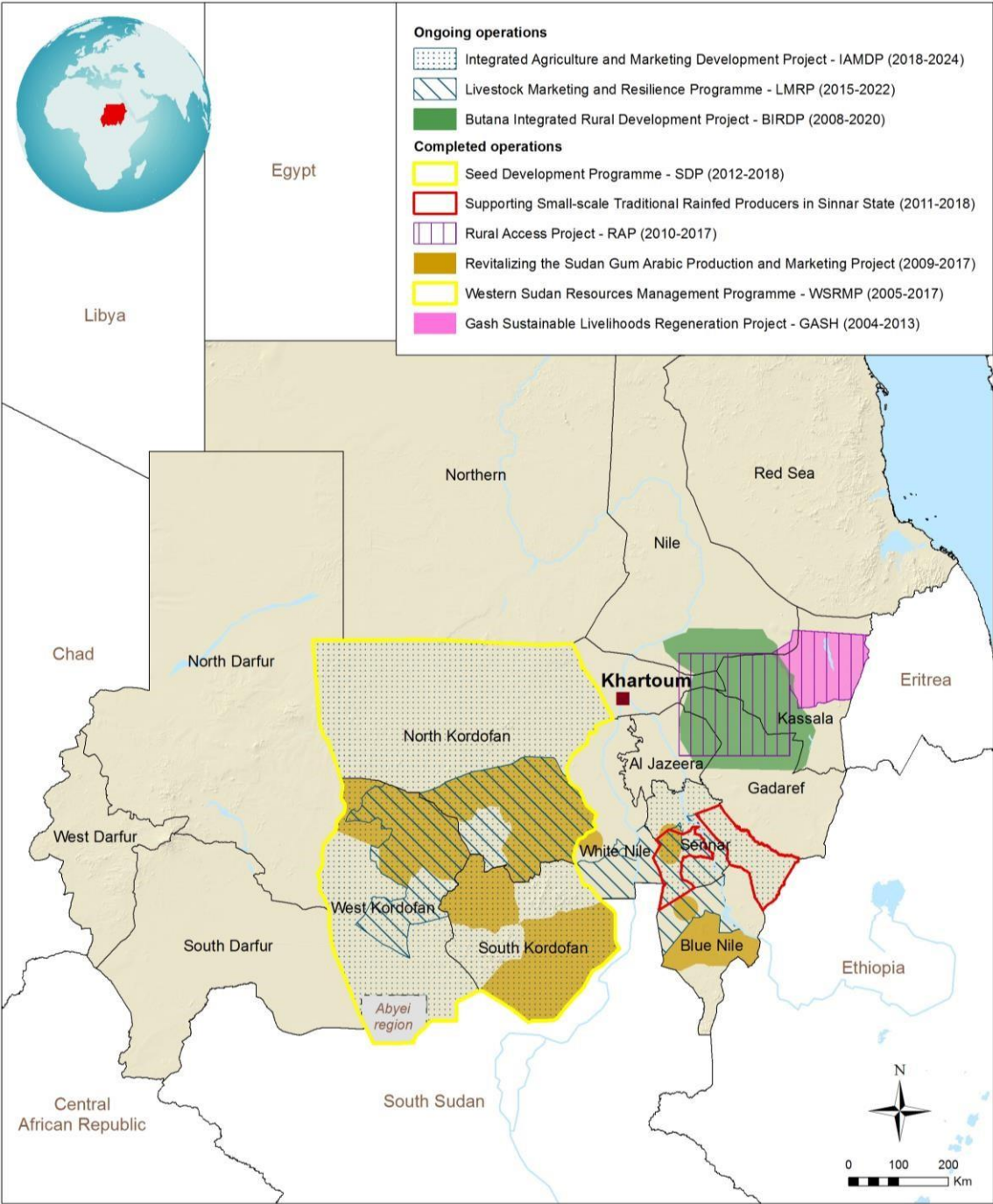
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Abbreviations and acronyms

ABSUMI	Agricultural Bank of Sudan Microfinance Initiative
ARC	Agricultural Research Corporation
ARP	Agriculture Revival Programme
ASAP	Adaptation for Smallholder Agriculture Programme
BIRDP	Butana Integrated Rural Development Project
CAADP	Comprehensive Africa Agricultural Development Programme
CBO	Community-based organization
CBS	Central Bank of Sudan
CCU	Central Coordination Unit
CIC	Community Investment Committee
CIF	Community Investment Fund
CPMT	Country Programme Management Team
COSOP	Country Strategic Opportunities Programme
CPO	Country Programme Officer
GSLRP	Gash Sustainable Livelihoods Regeneration Project
HCENR	Higher Council for Environment and Natural Resources
I-PRSP	Interim Poverty reduction strategy paper
IsDB	Islamic Development Bank
LMRP	Livestock Marketing and Resilience Project
M&E	Monitoring and evaluation
MDTFs	Multi Donor Trust Funds
NRM	Natural resources management
RAP	Rural Access Project
PD	Programme Director
PPP	Public-private partnerships
RB-COSOP	Result-based COSOP
RSGAMP	Revitalizing the Sudan Gum Arabic Production and Marketing Project
SDP	Seeds Development Programme
SCG	Savings & Credit Group
WSRMP	Western Sudan Resources Management Programme

Map of IFAD-funded operations in the country (without the most recent project SLNRP)



 The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof. Final status of the Abyei area is not yet determined.
 Map compiled by IFAD | 30-05-2019

Republic of Sudan

COSOP completion review

I. Introduction

1. The present COSOP completion review was prepared by the mission¹ under special restrictive circumstances imposed by Covid-19 pandemic. The mission was not able to undertake field travel and in-country consultations of the international mission members. The mission team worked remotely with local consultants based in Khartoum and organized virtual meetings to coordinate with the local government bodies and other stakeholders.
2. IFAD has been active in Sudan since 1978 without interruption despite the persistence of the country's long running conflicts. During this period IFAD has invested more than US\$500 million in financing for over 21 programmes and projects. In addition to IFAD's contributions, significant co-financing has also been leveraged, raising the total amount to approximately US\$560 million.
3. The strategy of IFAD is set out in the country opportunities and strategy paper (COSOP) covering the period of 2013 to 2020. The 2013 COSOP proposed the following two strategic objectives: (i) productivity of crops, livestock and forestry in rainfed farming systems is enhanced and made more resilient; and (ii) access of poor rural households to sustainable rural finance services, markets and profitable value chains is increased. The document also mentions cross-cutting issues to be mainstreamed, specifically, sustainable NRM, climate change, gender, youth and nutrition. The target groups mentioned include smallholder crop producers, subsistence farmers, pastoralists and small agro-pastoralists, with a focus on women and young people. The COSOP results review conducted in late 2016 noted that the IFAD programme in Sudan was mostly on track and that given the continued relevance of the strategy, it was decided the 2013 COSOP would be extended until end of 2020.
4. The country context has been characterized by significant economic, political, security and climate volatility, which, unfortunately, has been a characteristic of most of Sudan's post-colonial history. The year 2019 witnessed a historic moment. Following the ousting of the president in April 2019 and a period of unrest, the military council and civilian opposition alliance signed a power-sharing deal in August 2019, paving the way to a civilian rule. The new reform-oriented Transitional Government, creates a unique window of opportunity in Sudan to spur economic growth, rebuilding and resilience.

II. Relevance

5. Overall the portfolio has been well designed and positioned to address the most relevant key issues and constraints in rural poverty reduction and resilience to climate change. The emphasis on community level capacity development, women's empowerment, as well as natural resource management and governance has been highly relevant to context. Targeting was appropriate in general taking into consideration the fact that natural resources are owned and used by all community members, poor and less poor. **The COSOP relevance is rated as satisfactory (5).**

¹ The CC team consisted of Abdelhamid Abdouli, Mission leader, Renaud, Environment and CC, Christa Social inclusion, Abubaker, Institutional Specialist, and Omar NRM specialist. IFAD guidance to the team was provided by Tarek Ahmed, CD. Ahmed Gabir Subahi, Programme Officer provided valuable input and support to the mission members

6. The country agricultural development strategic framework at the time of drafting the COSOP in 2013 was its Agricultural Revival Programme (ARP) which had the overall twin objective of increasing food security and incomes for poor rural people. While the Sudan's National Agriculture Investment Plan has superseded the ARP, the main goals and thrust remain the same as there has unfortunately only been limited overall progress in improving the situation concerning e.g. food security, productivity and under-employment. Thus the Sudanese development goals supported by the COSOP continue to be relevant
7. Largely, the COSOP's strategic objectives, its outcomes and outputs have contributed to the realization of the government strategic goals, irrespective of the degree of progress realized to date. The two COSOP's strategic objectives are (SO1) Productivity of crops, livestock and forestry in rainfed farming systems is enhanced and made more resilient; and (SO2) Access of poor rural households to sustainable rural finance services, markets and profitable value chains is increased.
8. SO1 is fully aligned to government objective of sustainably enhancing productivity and production and building resilient of the rainfed farming systems. The development objectives of investment projects (SDP, WSRNP, SUSTAIN, BIRDP, IAMDP, SLRMP, etc.) within the framework of the COSOP are to increase production, secure access to NRs for vulnerable users and improve the sustainability of NR related livelihoods through scaling up community based NR governance and management of practices, technologies and business models.
9. SO2 aims at enhancing income and employment of rural people, households and communities through easier access to financial resources and markets. Again, the investment projects (SUSTAIN, BIRDP, IAMDP, SLRMP, etc.) within the framework of the COSOP aim at promoting diversification in smallholder livelihood systems, access of the smallholder producers, women and youth to post-harvest processing and marketing facilities and access to rural financial services.
10. However, and despite the relevance of the two COSOP SOs, there is need to add another dimension to SO2 through stronger support to the recent emphasis on promoting agricultural exports through value addition and partnership with the private sector for agricultural and livestock products and selected HMAPs carrying high comparative advantage to Sudan.
11. During 2019, the Government of Sudan has shifted from a stand of short-term relief to vulnerable, rural populations towards longer-term sustainable agriculture, with emphasis on the "modernization" and "industrialization" of the sector to promote vital value chains that can promote economic growth. This entails developing a stronger public-private partnership that makes both financial and technical services and markets more accessible to rural farmers. With natural endowments, sizeable existing base in the economy, direct impact on food security, and scope for rural and youth employment, the agriculture sector is an obvious choice for driving recovery and stability. Yet its potential is still far beyond exploitation, particularly in relation of value addition to move beyond production to processing, marketing and export. Within the rainfed sub-sector eco-system, there are at least three high-potential agricultural value chains: **gum Arabic, sesame seeds, and livestock (meat), in addition to organic HMAP, such as Hibiscus and Baobab**. These value chain provide an excellent opportunity to empower poor smallholder farmers and labor in peripheral areas of Sudan by engaging in a Public-Private Partnership with the local actors and international importers (tables 1 and 2) to increase the value added to poor producers, including women and youth.
 - **Gum Arabic.** Sudanese gum Arabic sets quality standards for global markets, and the crop is an important source of foreign exchange earnings. Exports have grown following the end of the parastatal monopoly in 2009 and tax reductions. There is substantial potential to enhance productivity and exports and create job opportunities for the rural youth and smallholder

producers. There is also potential to add value by expanding domestic processing.

- **Sesame seeds.** Sudan produces high-quality sesame seeds and has a relative advantage in global markets because of its access to large and fast-growing import markets like China and Japan. Many smallholder farmers grow sesame seeds as a cash crop and could benefit from interventions that bolster demand and prompt productivity gains. Additionally, opportunities are present in job creation from processing and value addition.
- **Livestock (meat).** The livestock value chain is a key contributor to foreign exchange earnings of the country. The value chain provides opportunities for the livelihood to more than 50 percent of the Sudanese population, many of whom are part of pastoralist communities that could benefit by addressing challenges in this sector.
- **Organic Hibiscus.** Sudan is renowned for producing high quality hibiscus, reckoned by some as perhaps the best in the world. Hibiscus is widely used as major ingredient of fruit teas. Primary producers within the hibiscus value chain are mainly poor rural women.
- **Organic Baobab.** Baobab is native to the African continent, typically found in sub-Saharan African countries. Western countries, particularly Europe have an attractive market for baobab, since there is a growing demand for supplements as well as ingredients with high nutrient content and antioxidant properties. According to the African Baobab Alliance, the exports of baobab reached 450 tonnes in 2017. It is forecast that the exports of baobab will reach 5,000 tonnes by 2025.

12. A pre-requisite for successful value addition is **access of the value chain actors to finance**. Despite the efforts and progress made, the level of financial intermediation is still low and non-bank financial markets and institutions are small and underdeveloped. Most of the Sudan’s population continues to be under-banked, as most banking and financial institutions are concentrated around the Khartoum area.²

Table 1: The Sudan - Exports of crop products, 2018 and 2019

Crop/product	2018		2018 ^{1/}		2019 ^{1/}	
	Weight (tonnes)	Value ('000 USD)	Weight (tonnes)	Value ('000 USD)	Weight (tonnes)	Value ('000 USD)
Cotton (bales)	111 134	159 481	77 892	111 859	88 660	124 823
Gum Arabic	76 394	112 766	55 939	81 543	64 598	82 169
Sesame	704 568	576 155	396 239	370 692	390 826	495 509
Sugar	1 206	2 003	-	-	6 473	2 738
Groundnuts	80 768	59 846	59 620	43 532	230 438	155 198
Sorghum	141 152	27 149	118 979	23 159	153 246	32 649
Hibiscus flowers	12 568	15 461	9 626	11 993	6 713	7 934
Watermelon seeds	92 220	61 324	74 149	49 335	60 830	38 208

Source: CBOS.

^{1/} 1 January-30 September.

² <https://www.howwemadeitinafrica.com/the-financial-services-sector-in-sudan/61452/>

Table 2: The Sudan - Exports of live animals and hides and skins, 2018 and 2019

Livestock	January-September 2018		January-September 2019	
	Quantity (heads)	Value ('000 USD)	Quantity (heads)	Value ('000 USD)
Sheep	2 663 664	337 258	2 854 741	373 496
Goats	178 237	13 151	112 452	11 986
Cattle	61 563	38 360	65 169	53 483
Camels	141 902	156 707	90 173	119 439
Hides and skins	-	12 349	-	7 687
Meat (tonnes)	12 091	50 500	-	36 219

Source: CBOS.

III. Effectiveness

13. PCRs, progress reports and CSPE point towards positive portfolio efforts and achievements with regard to community development and community empowerment, gender equality and women's empowerment, strengthening of natural resource governance, environment and natural resource management. Projects within the COSOP framework have had positive impact on agricultural productivity and diversification, household incomes, food and nutrition security. A number of innovative approaches and practices were introduced, particularly related to natural resource governance. **The COSOP effectiveness is considered to be satisfactory (5).**
14. Suspension due to delays in debt repayment in 2009 and 2012 affected the flow of funds and hence projects implementation,³ but after the rescheduling, the obligations have been honoured. While the IFAD investment financing has been on the grant terms since 2009 (under the debt sustainability framework), the Government has repayment obligations for the previous loans. There were suspensions, though only for some months, in 2009 and 2012. However, since the debt repayment rescheduling negotiated and agreed with IFAD in October 2012, there has not been any more suspension, which should be seen in the positive light in the context of government's generally difficult fiscal situation and arrears to other financial institutions. Despite these suspensions, implementation is highly on track for lending activities, but lagging for non-lending activities. Based on PCRs findings (SUSTAIN, SDP, BIRDP, WSRMP) efficiency in the use of PBAS allocation (value for money) is satisfactory. Projects have responded efficiently to the needs of target group. IAMDP and SLRMP are still at an early stage of implementation but on track. Quantitative investments is presented in following table.

Table 3: COSOP investment

<i>Project Name</i>	<i>Financing terms</i>	<i>Project period</i>
<i>IFAD investment financing</i>		
Gash Sustainable Livelihoods Regeneration Project (GASH)	HC	2004-2012
Western Sudan Resources Management Programme (WSRMP)	HC, DSF	2005-2016
Butana Integrated Rural Development Project (BIRDP)	HC, DSF, ASAP	2008-2019
Revitalizing the Sudan Gum Arabic Production and Marketing Project (GAPM)	DSF	2009-2014

³ For example, as noted in BIRDP MTR (2012)

Rural Access Project (RAP)	DSF	2010-2015
Supporting Small-scale Traditional Rainfed Producers in Sinnar State (SUSTAIN)	DSF	2011-2018
Seed Development Programme (SDP)	DSF	2012-2018
Livestock Marketing and Resilience Programme (LMRP)	DSF, ASAP, GEF	2015-2022
Integrated Agriculture and Marketing Development Project (IAMDP)	DSF	2018-2024
Sustainable Natural Resources and Livelihoods Programme (SNRLP)	DSF	2020-2025
GEF-funded		
Integrated Carbon Sequestration Project in the Sudan (ICSP)	GEF Grant	2013-2019

Source: Various IFAD reports

15. Generally speaking lending (i.e. conventional projects) have informed a non-lending (i.e. policy dialogue and KM) in a synergistic fashion. Lending portfolio has been proceeding satisfactorily towards meeting its objectives. Incremental investments including few innovations (access to rural financial services, NRM and gender support (GALS)) have been pursued through WSRMP, SDP, SUSTAIN, BIRDP, ICSP, IAMDP, LMRP and most recent SNLRP. The main areas of outcomes and causal pathways identified are: (i) capacity building and empowerment of the rural poor and their organizations as a basis for all other interventions; (ii) improved agricultural productivity and production through better access to inputs and services; (iii) better access to finance; (iv) better access to markets mainly through rural road and crossings construction and rehabilitation but also local and state market facilities, skills and organizational development for producers and to a less extent facilitation of linkage with the private sector; and (v) improved natural resource governance and management. The MTRS, PCRS and impact assessments of projects within the COSOP framework clearly indicate that COSOP expected outcomes have been largely reached under SO1 and to a less extent under SO2. Quantitative information is provided in section VII below.
16. **SO1 expected outcomes** are largely reached by virtue of the substantial institutional support and community development, participatory natural resources and rangeland and pasture management, and successful technology transfer. *Institutional support* is remarkable with respect to government officials' and service providers' training, largely exceeding targets. On the other hand, effectiveness of improved performance of service providers and that of promotion of pro-poor policies and institutions are generally only approaching targets and wider governance reforms are challenging (e.g. BIRDP's ambition to create a cross-state NRM authority: BDA).
17. Likewise community development indicators are outstandingly high (quantitatively), particularly in areas of the number of operational/functional groups. Evidence shows that investment in community structures has contributed to a range of development initiatives. Supervision and PCR missions as well as CSPE clearly demonstrate the effectiveness of the projects in mobilizing, organizing and empowering the community. The communities are largely represented by a community development committee (CDC; WSRMP) or a village development committee (VDC; SUSTAIN, BIRDP, ICSP). There are also special interest groups focusing on home gardening, farming, forestry, pastoralism, small livestock, microfinance (savings and credit groups), revolving fund, water management, environmental management and gas stoves.

Box: Conflict resolution centre profile – case in Al Rahad, North Kordofan

The conflict resolution center was founded in 2011 with WSRMP support and has been registered with the Humanitarian Aid Commission. It has changed its name in 2018 to "conflict mitigation and peace building center." It is a community-based initiative aiming to building community capacity for expanding and sustaining peace building in eastern localities of North Kordofans (Al Rahad, Um Rawaba, and Um Dam) where many tribes with different cultures and livelihood systems coexist. Activities implemented by the centre have include trainings for traditional leaders, delivery livestock medicines and vaccines to pastoralists, creation of a peace education manual.

Source: CSPE (2019) mission; focus group discussion at Al Rahad conflict resolution centre

18. **Technology transfer** under SUSTAIN, SDP and BIRDIP has exceeded targeted number of people trained in crop production and technologies and highly above target for training of staff of service providers. Project support included: training on fish, animal and crop production practices and technologies, animals health services and people accessing facilitated advisory services, training in income generating activities, Good Agricultural Practices for environmental consideration. Moreover, the technical packages promoted (e.g. mechanised services and herbicides) have been meet with high demand both among farmers, as well as suppliers who are keen on partnering with project going forward.
19. A cross-cutting outcome is the positive impact on nutrition through facilitating access to increased incomes from agricultural production and small businesses, increased availability of food, provision of water, labour saving machinery, renewable energy (solar and gas), GALS training to facilitate women's empowerment and more equitable distribution of responsibilities and resources and nutrition awareness training. An innovative initiative in the local context introduced by BIRDIP (and later IAMDP and SLRP) proved successful and worth scaling up is Gender Learning Action System (GALS) methodology. This is locally viewed as an effective gender transformative process in motion. The focused attention on gender resulted in increased voice both at household level and PMU level and economic empowerment. However, as the Sudanese society remains to be conservative, this process will need to take place over the course of multiple years
20. **SO2 expected outcomes** delivery is below expectation, except for rural finance, where IFAD has made substantial efforts in developing rural financial services that gave impressive results, particularly rural women. However, bar a few exceptions, interventions in market infrastructural improvement display rather modest results as shown by formed or strengthened marketing groups, constructed or rehabilitated marketing facilities, people trained in post-production, processing and marketing, and those accessing advisory services facilitated by projects. Also the effectiveness of producers benefiting from improved market access and the likelihood of sustainability of market, storage, processing facilities are below expectations. SUSTAIN and to less extent BIRDIP, WSRMP, SDP, LMRP, produced high results with respect to constructed or rehabilitated crossings and processing and storage facilities and the number of men in groups managing infrastructure formed/strengthened. However, all projects have performed less satisfactorily in linking smallholder producers and their associations to the private sector players (processors and exporters). In other words, the smallholder producers are yet to take advantage of the great opportunities in improving income and livelihoods through value additions and partnership with the private sector, an area deserving much further attention in the future.
21. The portfolio has made significant progress on a number of the COSOP results, but with notable variations. Many impacts are starting to materialize and performance has also improved for the crucial ones on food security and ownership of productive

assets. Perhaps the most promising space for IFAD going forward is the scaling up, where there is robust potential for informing decision makers and development partners.

22. **Outreach.** Project services reached close to 2.2 million beneficiaries; belonging to approximately 200,000 households living in about 900 communities in North, West and South Kordofan, Sinnar, Butana and Gash areas of Sudan (GASH, WSRMP, SUSTAIN, SDP, BIRDP, ICSP).

Table 4: Outreach estimate in completed projects

Project	Geographical coverage	Beneficiary households - target	Actual beneficiary households	communities covered	No of SCGs/ ABSUMI groups
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Projects with "communities" as an entry point

GASH	Kassala	67,000	51,746	70	95
BIRDP	Butana	90,000	63,043	379	547
WSRMP	WK, NK, SK	51,000	38,481	368	1,357
SUSTAIN	Sinnar	20,000	33,675	77	599
SDP (partial overlap with WSRMP)	NK, SK	69,000	52,494	166	395
<i>Aggregation</i>		<i>297,000</i>	<i>239,439</i>	<i>1,060</i>	<i>2,993</i>
Rough estimate taking into consideration overlap		240,000	200,000	Approx. 900	

Other projects		Beneficiary target	Beneficiaries	Groups
RAP (rural roads)	Kassala, Gadaref	130,000	123,801 direct 68,801 indirect 55,000	
GAPM	Sinnar, lue Nile, SK, NK, WK		23,895	236 GAPAs

NK: North Kordofan; SK: South Kordofan; WK: West Kordofan

Source: IFAD CSPE 2019

23. With regards to impact on HH income, according to the WSRMP PCR, during the project period (2004-2016), farm income increased by 23 per cent and off-farm income by 18 per cent. The PCR for SUSTAIN (2010-2018) reported an average increase in household income by 30 per cent. The percentage of households perceived as "poor" in targeted communities of WSRMP and SUSTAIN declined from 68.4 per cent (59.4 per cent) to 27.5 per cent (20.8 per cent) and those perceived as "very poor" from 17 per cent (15.6 per cent) to 1.3 per cent (5.6 per cent). BIRDP reported that over 35 per cent of poor households graduated to average and well off during the course of the project, especially due to increased livestock productivity

due to supplementary animal feeding, vegetable cultivation and crop diversification, as well as access to microfinance. Sixty-six per cent of SUSTAIN beneficiary households participating with ABSUMI saw their household income and assets increase.⁴

24. As for SO1 outcome on increasing productivity and production, SUSTAIN, WSRMP SDP and BIRDP, ICSP are on track. IAMDP, LMRP and SNRLP are at early stages of implementation. According to projects progress and PCRs reports, increases in productivity were typically achieved through a combination, in full or part, of: (i) increased availability of quality inputs, improved technologies/techniques and associated skills development (e.g. better quality seeds, improved or drought resistant varieties, diversification of risks through different varieties, Jubrakas, animal feeding practices); (ii) increased availability of advisory and other services (land preparation, spraying, animal health); (iii) access to finance to obtain inputs and services; and (iv) regeneration of, access to and more effective management of natural resources (e.g. soil and water conservation, irrigation with small pumps (solar powered), water harvesting and terracing, Hafirs and other water points for animals, improved pasture conditions, etc.).
25. WSRMP (2004-2016) reported that sorghum productivity increased to 500-900kg per feddan throughout the three states compared to 180-270kg per feddan previously under conventional tillage cultivation.⁵ The SDP (2011-2018) reported an average yield increase of 100 per cent for groundnuts, sesame and sorghum.⁶ The impact study undertaken of SUSTAIN (2010-2018) indicates productivity increases for sesame and sorghum. BIRDP estimates that the introduction of water conservation structures (such as terraces) have increased the productivity of grain and fodder by 100 per cent.⁷ Moreover, the irrigated communal farms focusing on horticulture increased the productivity of fruits and vegetables by 3-5 tons each year from 2014-2016 and the introduction of fattening interventions for livestock reduced malnutrition and disease in sheep from 41 per cent to 4 per cent from 2014-2018⁸. Tangible increase in herd size is reported in BIRDP (68%), which is over-proportional to the target for women (104%). The two more solid productivity-related indicators: rates of calving/ lambing/kidding and decrease in animal (cattle, goats) mortality rate reflect notable progress.
26. The construction and setting up management arrangement of Hafirs, water yards and hand pumps benefitted local communities, of whom 48% increase of land under vegetable production and 76% increase in school enrollment. Increase in community rangeland reserves and forestland established and successfully managed by networks of communities as well as demarcation of stock routes (Kordofan) and setting up of 5 active conflict resolution centers managed to solve 90% of reported conflicts (WSRMP); increased dry season fodder availability through hay bailing, production of fodder crops and conservation of forest lands extending milk production into dry season and increasing the weight gain rate in off-springs (reported by beneficiaries in BIRDP, SUSTAIN, LMRP and WSRMP).
27. As a direct result of projects investment support, climate resilience and community capability enhancement have been largely achieved by WSRMP, SDP, SUSTAIN, ICSP, and BIRDP. However, the link between the community-based networks and higher levels of institutions and coherent NRM-framework and enforcement mechanisms in localities and state level needs further support. Functioning NRM

⁴ SUSTAIN PPT presentation to CSPE September 2019 125 GAPM implementation completion report 2016.

⁵ WSRMP PCR V

⁶ SDP PCR (June 2018)

⁷ BIRDP OCR (October 2019)

⁸ River Nile PMU Progress Report for BIRDP 2009-2019

governance is therefore essential for the long term sustainability of the project intervention.

28. As for SO2, the delivery of financial services to the target group is satisfactory. Five completed projects (GASH, BIRD, WSRMP, SDP and SUSTAIN) combined, covering around 900 communities in nine states, have supported some 3,000 SCGs with approximately 48,000 members, close to 95 per cent women. The number of clients with twelve ABSUMI units established with IFAD support⁹ has reached more than 30,000 (which partly overlaps with SCG members) with the outstanding portfolio of SDG 78 million. The repayment rate stands to be around 98 per cent. Apart from ABSUMI and ABS (in GASH), other partner financial institutions have included Baraah.¹⁰ (in SDP in one locality in South Kordofan) and Sudan Rural Development Finance Company (BIRD). When working with financial institutions, particularly ABSUMI, projects have supported rural branch establishment with office furniture, equipment and transportation needs and staff training. Unlike microfinance delivery, crop insurance, which is another mode of enabling smallholder producers better access to finance, was not successful, as evidenced through implementation of SDP, SUSTAIN, WSRMP, BIRD, etc. None of the targeted insurance companies showed interest in such coverage within highly risky rainfed farming systems of the smallholder producers. The COSOP and its related investment portfolio were too ambitious in promoting crop insurance within highly risky rainfed farming.
29. Less satisfactory, under SO2 all projects have placed varied emphasis on some form of rural business development with a focus on women empowerment. Linkages between the producer groups and the private sector have been facilitated through the engagement of agri-business, seed companies and finance providers such as ABSUMI. Sizable investment under the heading of access to markets (explicit or implicit) has gone into infrastructure: rural roads, associated culverts and Wadi crossings, as well as markets. However, the promotion of rural business in agriculture and livestock linked to value chains and markets is lagging behind in the early generation of projects with in the COSOP framework. It has progressively become a strong theme in the portfolio of the more recent project (IAMDP and SNLRP).
30. The construction of rural/feeder roads and crossings has been the main investment to promote access to markets as well as services, but the quality of the works has not been consistent and sustainability remains a challenge. Generally the quality of works associated with roads and Wadi crossings has been satisfactory complying with agreed engineering standards and specifications for BIRD but much less for SUSTAIN. Nevertheless, the impact of such investment is very high. Reports indicate a decrease in transportation time from 46 hours to 1.45 hours and a reduction in transportation costs by 40 to 50 per cent.
31. **The overall impact of COSOP programme is improved levels of household asset ownership.** WSRMP, BIRD and SUSTAIN impact studies indicate positive improvements in the household asset ownership index.¹¹ Through SUSTAIN this relates principally to the increase in the number of cattle, sheep and goats per household (by 194, 25, and 62 per cent, respectively compared to the baseline data).¹² The WSRMP reports an overall increase in ownership of the main capital

⁹ Under WSRMP, SDP, SUSTAIN and BIRD, complemented by an IFAD grant for scaling-up ABSUMI. In GASH, the services were extended by the Agricultural Bank of Sudan Aroma branch (not under the ABSUMI umbrella).

¹⁰ Originally established with support from the previous IFAD-financed South Kordofan Rural Development Programme (with a grant co-financing from Sweden) implemented over 2001-2012. Baraah is designed to be a community-owned and professional managed MFI operating in the Al Rashad locality in the South Kordofan state.

¹¹ Composed of the following indicators: (i) working adults and engagement in economic activities; (ii) land and livestock ownership; and (iii) capital asset ownership

¹² SUSTAIN PCR (2018)

assets (e.g. animal driven carts, home vegetable gardens, manual farming implements, gum gardens, shops etc.) as well as improved housing and equipment (furniture, utensils, gas stove).¹³ BIRDIP reported an average increase of 100 per cent of household owned durable assets and 40 per cent increase of household owned economic assets.¹⁴

32. With regards to programme impact on **food security and nutrition**, PCR reports indicate that under WSRMP (2004-2016) the proportion of households storing crops increased from 49.2 per cent to 66.8 per cent and those experiencing any food shortages reduced from 48.6 per cent to 31.7 per cent.¹⁵ SDP (2011-2018) reported that household access to food increased from 8 months of the year to a full 12 months.¹⁶ Through SUSTAIN (2010-2026) Jubraka activities increased food availability in more than 87 per cent of the households participating.¹⁷ BIRDIP reports that 85.5 per cent of respondents reported that they have not experienced a food shortage during the last five years (compared to 63 per cent reporting food shortages at the start of the project).¹⁸

IV. Policy engagement

33. The majority of the projects funded within the COSOP framework integrated policy issues, with some concrete outputs. The projects have provide the experience and lessons to feed into the processes of policy engagement. However, more could have been done to utilize the results from the projects for a higher level policy influence also in collaboration with other partners. Overall performance in country-level **policy engagement is rated as moderately satisfactory (4)**.
34. The success of IFAD rural finance interventions in Sudan, such as village-based saving and credit groups and ABSUMI, has influenced government policies so that commercial banks now have to allocate 12 per cent of their portfolios to microfinance. In addition, IFAD succeeded in advocating for good governance of the NRM, at least through two projects: the Pasture and Range Law (2015) based on WSRMP support, and the natural resource governance framework for Butana based on BIRDIP support (2016). However, IFAD experience indicates that effective policy engagement is challenging and time consuming. Sudan is no exception. There are at least three areas worth pursuing through policy engagement with policy makers: Inconsistency in Government strategies and policies; natural resources management, and limited allocation of development resources to agriculture development.
- (a) As rightly flagged by the IFAD CPE (2019), there are various government policy and strategic frameworks that are relevant to smallholder/small-scale agriculture, food security and poverty reduction. However, there has often been inconsistencies between policies as well as incongruity between policy documents and actions. The projects have made contributions to institutions and policies particularly relating to natural resources, but there is still more work to be done on developing the government's own institutional capacity to make effective use of analyses and studies, not only to inform and adopt new policies, but also to implement them.
- (b) Sustainable NRM is one of the five thematic area (besides climate change, gender, youth and nutrition) to be mainstreamed in the country programme activities. A vulnerability assessment was to serve as a guiding tool throughout. The IFAD ICO has often been able to drive project level

¹³ WSRMP PCR and PCR/V

¹⁴ BIRDIP PCR October 2019

¹⁵ WSRMP PCR (June 2017)

¹⁶ SDP PCR (June 2018)

¹⁷ PCU SUSTAIN PPT presentation to CSPE September 2019

¹⁸ BIRDIP PCR, CSPE field discussions (BIRDIP, WSRMP/SDP, SUSTAIN).

experiences on the ground into constructive policy dialogues at both state and federal levels. However, and despite these efforts, it remains a significant challenge until there is a well-established legal framework (policy dimension) for NRM at the federal and state level. It should be emphasised that the political and institutional environment has not been particularly conducive, especially on issues related to access to natural resources and land tenure, which one major element of policy dialogue in land tenure. Large tracts of land have been allocated to foreign investors for commercial agricultural schemes, exploiting the ambiguity or limited enforcement of regulations, at the expense of smallholder farmers, agro-pastoralists and pastoralists. It is not clear "whether statutory or customary rights have legal status in terms of who owns, who controls, and how access to land can be made, remade, legitimated, and contested", with "an apparent legislative gap to sanction the right of entitlement of pastoralists and small farmers to land and natural resources.¹⁹ Policies to be directed to concerted efforts for the gradual settlement of pastoralists and their livestock along with institutional and legal setup in land tenure. The interesting results on NRM Governance achieved under BIRDPA need to be scaled up to other areas throughout Sudan. In relation to this, the Butana Development Agency (BDA) (replaced by Butana Development Fund in 2017), is intended to sustain the institutional and governance platform promoted by BIRDPA, but it has been facing different challenges. The BDF mandated to supervise and lead the implementation of the natural resource governance framework, institutional and legislative arrangements in collaboration with and any existing and or potential partners. Moreover, and outside the grazing areas under communities control, access and use of natural resources in the "open access" common areas including part of livestock corridors, rangeland and forest areas outside traditional village managed land (Hema) lack regulations. As these areas are by definition not be captured by the community-based natural resources management plans, and are highly complex because of the many different users and may require conflict resolution centers. Moreover, Under SDP, the plant variety protection law and the seeds law that were prepared by the National Seed Committee were not processed and approved in the Government by the time of project completion There need to engage in policy dialogue with decision makers at the federal and regional level to establish and support conflict resolution centers aimed at institutionalising NRM governance systems.

- (c) While there is considerable economic potential in Sudan, necessary *investments in hard and soft infrastructure have long been insufficient* or neglected to a point when it now constrains the business environment and restricts opportunities for sustainable growth in agriculture. IFAD would build on its cumulative achievement and join efforts with other donors to intensify dialogue with GOS on the utmost necessity to channel more resources to the agricultural sector, particularly the vulnerable yet promising rainfed sector, mainly through scaling up of successful initiatives. In this regard, some IFAD-introduced innovative initiatives are worth scaling up by government or other partners. These following WSRMP include the model of co-management of natural resource introduced by WSRMP has been adopted by many other projects including the Khor Abu Habil Project, the Wadi El Milk project and the

¹⁹World Bank 2015

Gum Arabic project in North Kordofan state. Also the UNEP-DFID ADAPT, the Sudan Social Safety Net project and the World Bank-funded Sudan Peace-building for Development project.²⁰ ADAPT, for example, provided scope for documenting and sharing relevant experiences in NRM and climate change under the WSRMP. Furthermore, VDCs have been scaled up by the World Bank's SSNRMP in Kordofan.²¹ Another interesting initiative is Sinnar State Ministry of Agriculture decision to scale up SUSTAIN model for NRM. The Ministry of Agriculture has initiated the Integrated Agricultural Solutions Programme which is modelled on the SUSTAIN project and includes the same technical packages supported by SUSTAIN (machinery for land preparation, cultivation and harvesting; improved seeds, extension services, training activities and promotion of community extension agents). This programme is headed by the Integrated Agricultural Solutions department within the federal Ministry of Agriculture and implemented through the state ministries of production.

V. Knowledge Management

35. The IFAD portfolio has generated a significant amount of information, knowledge, analysis, and in some cases informed approaches and policies to improve projects implementation and maximize outreach and impact on the target group. **Knowledge management is rated satisfactory (5).**
36. A strategy for knowledge management, developed during the COSOP period and led by the Knowledge Management Core Group (KM Core Group) established at the Central Coordination Unit for IFAD-funded projects (CCU) at federal level. Membership in the KM Core Group includes: designated ICO staff, CCU KM Coordinator, project KM focal points, KM focal points from key line Ministries and NEN Knowledge Management Officer. The KM Core Group is supported by all relevant IFAD country programme management as well as implementing project staff. The strategy is quite comprehensive and ambitious, but without sufficient resources, technical support and leadership it was not fully realized. It is important that IFAD, the Government of Sudan and other development partners benefit from the rich experience of the IFAD portfolio in country of both good practice and negative lessons learned. Strengthen the knowledge management platform for IFAD-financed projects for the purpose of information sharing across the projects and partnership as well as managing effective monitoring of the IFAD portfolio.
37. The KM strategy was an important step towards building a stronger alliance with relevant partners (e.g. development agencies, NGOs, academics) but could not achieve its intended objective of using the KM platform to identify drivers and spaces of the scaling up during and implementation and after completion while considering systems at country and corporate levels. There is need to go beyond project design and implementation which managed to build a credible knowledge base of practical and actionable know-how. A very interesting KM product²² related to microfinance for rural women was produced and widely circulated at corporate level. Moreover, the following four studies have been finalized and validated under BIRDP with effective participation and representation of communities and authorities: (i) Study on land tenure, Ownership and access rights; (ii) Study of Mapping on NRs including water land use mapping; (iii) Study on impact of gold mining; and (iv) Updating of the Ecological Zone study. The key results of the Four studies have been have informed the finalization of the Natural Resources Governance Framework at the state level,

²⁰ WSRMP PCR/V

²¹ Discussion with the project team by CSPE mission

²² IFAD in Sudan: Linking rural women with finance, technology and markets (2017)

which is a major project outcome given its crucial importance in helping communities sustainably manage natural resources and reduce conflicts among end users (settled farmers and transhumant pastoralists).

38. There is need to scale up successful initiatives through making better use of the KM products produced (and to be produced) by projects (SUSTAIN, SDP, BIRDP, WARSM, IAMDP, LMRP and SLRMP) such as NRM, Microfinance, Gender development, participatory pro-poor research, etc. With regards to microfinance, although the COSOP included an outcome indicator to assess their sustainability, no attempt for its assessment was conducted. Future COSOP could rigorously assess the sustainability of the microfinance institutions involved in IFAD-supported projects for a better scaling up Pathway.

VI. Strategic partnerships

39. At design the COSOP presented a long list of institutions with potential for partnerships, complementarities and synergies. These included: Government partners; civil society, farmers/pastoralists/women's unions and community-based organizations; Central Bank of Sudan; Agricultural Bank of Sudan, donors partners. Within the Sudan context the various partnership have to a large extent contributed to meeting COSOP objectives through its funded projects. **Partnership is rated satisfactory (5)**
40. The relationships with the key federal-level counterpart agencies have been strong. The key government agencies have been the Ministry of Finance and National Economy and the Ministry of Agriculture at the federal and state levels. Partnership with CBOs is already covered under previous sections on the strong involvement of the CBOs (SCGs, NRM groups, etc.) in projects implementation and sustainability.
41. Partnership with other major donors has been great achievement of IFAD in the country, largely through UNDAF. The UN agencies, especially UN Environment, UNDP, WFP, UN-Habitat, WFP, FAO and UNICEF, as well as WB, AFDB, DEFID²³, GIZ, IGAD, etc. are engaged, through their different mandates, in a wide range of activities that support poverty reduction, sustainable natural resource management and resilience to climate change. However more efforts would be needed at the level of policy engagement coordination between donors. This is important not only in terms of thematic focus but also in harmonizing development approaches to avoid duplication, overlapping and conflicting messages at the community level. IFAD could build on the recent initiative of last year where FAO, IFAD and UNEP have initiated a forum/platform to discuss issues and share good practices around natural resource management, which is an encouraging sign. Moreover, enhanced synergies among the RBAs are paramount to achieving SDGs (particularly SDG2). The three agencies share a common vision of ending hunger and malnutrition, and promoting sustainable agriculture and rural transformation, with a particular focus on smallholder farmers. This vision is a critical global imperative and a pivotal element of the entire 2030 Agenda. RBAs collaboration is particularly relevant when adapted to country context to maximize each agency's complementary capacities and strengths. Overall, IFAD should take advantage to influence and pursue further partnerships within the context of current Government proposal to establish an agricultural sector working group, which is being discussed.

VII. SSTC (where relevant)

42. SSTC was not foreseen under the COSOP.

²³ Current UNEP project ADAPT (DFID), which is primary about influencing NR related policies and the related Natural Resource Network has many members including IFAD project staff.

VIII. Lessons learned and recommendations

43. **Lessons Learned:** Several lessons learned from implementation of the COSOP programme, of which participatory inclusive NRM and access to finance (microfinance and seed capital) , are the most important lessons;
44. The portfolio experience within the COSOP framework demonstrated the importance of **inclusive approach to improving natural resource governance**. Given the interdependence between natural resources, crop and animal production and users, it is critical that different interest groups are involved in processes of developing NRM related rules and regulations, as demonstrated by WSRMP and BIRDPA. Strict targeting of the poor only might end up excluding them from resources usage because the elite influence of the less poor users of the natural resources at the community level. The Butana BIRDPA experience shows that the establishment and formalization of community-based networks for NRM is a Good Practice (GP) for fostering community dialogue around sensitive topics like NRM; improving land use planning, management and governance of access to resources for all users; equitable distribution of resources through communities participation in decision-making and empowerment of women and youth groups. The networks has shown ability to grow also after project support ended. The conflict resolution centres established with WSRMP support have proven to be effective. Most of these conflicts were related to land issues and crop damage. These centres have gained wide recognition from authorities and communities and some of them managed to forge partnerships with national and international actors. Furthermore, their links with the native administration are very important to ensure that they take account of the interests of all parties.
45. **Access to microfinance through SCGs, ABSUMI and Bara'ah schemes was successful in reaching out to the risky poor producers, particularly women.** Women's groups can generate significant internal capital through disciplined savings and profits earned on investments and are willing to invest their funds in collective NR improvement activities and IGAs (Jubraka women groups). In WSRMP and LMRP some of these groups in partnership with the CDCs, pooled their surplus funds to invest in the improvement of water resources and water supply initiatives. The economic success of the women's groups has stimulated the development of men's groups with active savings behaviour. However, the achievement in the country programme beyond these initiatives and women's groups, although there were opportunities and needs (e.g. crop finance, insurance), is still limited. None of the targeted insurance companies showed interest in such coverage within highly risky rainfed farming systems of the smallholder producers. Similarly, in the absence of seed capital support, the adoption of innovative technologies and starting up microenterprises to diversify smallholders' livelihoods is very challenging in the highly risky rainfed production systems. Such risk could be mitigated through offering matching grants for seed capital support for start-up micro enterprises in collaboration with partnering financial institutions (PFIs). The share of the PFIs will be very limited at the beginning and increase gradually to support the growth and scaling up of the enterprises.
46. Finally, strongly promoting sustainability is a pre-requisite for long term success of investments. In many projects, a key indicator is the number of groups created (e.g. groups for saving, water management, community, farming, and marketing). This clearly creates incentives for project managers to create as many groups as possible, often offering tangible incentives to join such groups. However, groups formed around accessing project benefits can struggle to stay tighter once such benefits are withdrawn (e.g. at project closure). The tangible progress made by SDP and SUSTAIN in facilitating linkage between producer groups and private sector actors is a clear indication that sustainability is achievable. Private sector actors ranged from well-established companies (e.g. seed companies) to smaller-scale service providers and input suppliers in/around villages (e.g. spraying services, mechanized services,

agro-dealers). The projects facilitated linkages between the private sector and crop producers to improve the accessibility of the latter to inputs and services needed for production, complemented by microfinance support and technical and business training. This model has motivated seed growers (though a small minority among the SDP beneficiaries) to expand the business on a commercial basis beyond the project area (West Kordofan and Darfur States). Some seed growers groups have win-win ongoing contract farming arrangements. Consequently, it is necessary to analyze the incentives for groups to become sustainable in terms of profitability, cohesiveness, and particularly partnership with the private sector players beyond projects within win-win business contractual arrangements.

47. **Recommendations:** The following two main recommendations are proposed:

- a) There is a legitimate argument that a **new COSOP is needed** given the considerable time since it was drafted (8 years ago) and the rapid and substantial political and economic changes and reforms taking place in Sudan. It is consequently the CRR's view to develop a new COSOP in order to make it more relevant to the emerging development challenges of Sudan. The new COSOP and its results management framework will be based on the CRR and CSPE (2019) recommendations. It would cover two PBAS cycles: 2021-2024 and 2025-2027.
- b) Despite the relevance of the two COSOP SOs, there is need to **add another dimension to SO2 through stronger support to the recent emphasis on promoting agricultural exports through value addition and partnership with the private sector for agricultural and livestock products and selected HMAPs carrying high comparative advantage to Sudan**. Within the rainfed sub-sector eco-system, there are at least three high-potential agricultural value chains: gum Arabic, sesame seeds, and livestock (meat), in addition to organic HMAP, such as Hibiscus and Baobab. These value chain provide an excellent opportunity to empower poor smallholder farmers and labor in peripheral areas of Sudan by engaging in a Public-Private Partnership with the local actors and international importers to increase the value added to poor producers, including women and youth.

Annexes:

Annex 1: Results framework (at the time of design)

Annex 2: Results framework (from the last CRR) with progress

Annex 3: Ratings matrix (in line with IOE evaluation methodology)

Annex 4: Comments from government

COSOP results management framework (at design)

Country Strategy Alignment	Key Results for RB-COSOP			Institutional and Policy Objectives
	Strategic Objective	Outcome Indicators	Milestone Indicators	
ARP objectives 2, 3, 4 and 6: increasing productivity and efficiency of the production and processing stages; achieving food security; reducing poverty and generating job opportunities and increasing per capita income; and protection of natural resources to ensure renewal and sustainability I-PRSP fourth pillar: Promoting economic growth and employment creation	SO-1: The productivity of crop, livestock and forestry in rain-fed farming systems is enhanced and made more resilient	<ul style="list-style-type: none"> • % of farmers reporting increase in production / yields increased by 400% • % of pastoralists reporting increase in livestock increased by 200% • Average carcass weights for cattle, sheep and goats in target areas are increased by 10% • No. of households that are climate resilient increased by 50,000 households. • The area of land improved through soil and water conservation methods / plans managed by CBOs increased by 60% • Community Capability Index increased by 25% 	<ul style="list-style-type: none"> • Number of trained extension agents in crops and livestock production increased from 1245 to 3470. • No. of people accessing advisory services facilitated by the project increased from 53,000 to 320,000 • No. of people trained in livestock production increased from 4,500 to 111,000 • People trained in crop production technologies increased from 21,500 to 49,100 • Smallholder and agro-pastoralist producers using improved seeds increased from 33,700 to 140,250 • Land under improved agricultural practices increased from 50,000 feddans to 1,300,000 feddans • Area of land managed under climate resilient practices increased from 315,000 feddans to 1,478,000 feddan (rangelands, forest, cropped areas) • No. Water user associations or committees established increased from 42 to 672. • Water management points established and managed increased from 42 to 447. • Number of communities that adopt local climate change resilience plans increased from 289 to 1055 • Lengths of livestock transit routes mapped increased from 4320 km to 5150 km • Number of community agreements on the boundaries of livestock transit routes increased from 268 to 430. 	<ul style="list-style-type: none"> • Government and producer organization allocate sufficient resources and staff to extension services • Affirmative action in place to recruit women extension agents
ARP objectives 3 and 4: achieving food security; reducing poverty and generating job opportunities and increasing per capita income; and protection of natural resources to ensure renewal and sustainability I-PRSP fourth pillar: Promoting economic	SO-2: The access of the poor rural households to sustainable rural finance services, markets and profitable value chains is increased	<ul style="list-style-type: none"> • Share of household incomes from off-farm activities increased by 20% • Financial institutions involved in delivering rural financial services are sustainable • Number of marketing groups that are operational has increased by 300% • number of households in which at least one member has regular employment is increased 	<ul style="list-style-type: none"> • Number of Marketing groups formed / strengthened increased from 201 to 1414 • Number of people trained in post-production, processing and technologies increased from 4500 to 69350 • No. of people with access to microfinance increased from 24, 250 to 151,500 • No. of people trained on income generating activities increased from 4,600 to 68,000 • Length of new roads constructed/rehabilitated increased by 352 km. • No. of processing, marketing or storage facilities constructed / rehabilitated increased from 18 to 435 	<ul style="list-style-type: none"> - Government provides incentives and an improved regulatory environment to promote increase in the number of formal and informal rural credit institutions and their use by communities and poor rural people - Liberalize MFI policy to enable use of alternative collateral, remove cap on interest rates and improve

<p>growth and employment creation</p>		<p>from 12,000 to 52,000 through self-employment and enterprising</p> <ul style="list-style-type: none"> • Women's employment increased by 50% and youth employment increased by 20% • The average value of marketed produce has increased by 20%. 	<ul style="list-style-type: none"> • 90% rural finance service providers with strong credit performance achieved (with overall repayment rate and PAR > 60 days aligned with MIX market benchmarks for these indicators for the MENA region) 	<p>clarification on regulations for MFIs</p> <ul style="list-style-type: none"> - Reforms to Gum Arabic marketing are sustained. <p>Increased Govt's awareness on the importance of agriculture including land policy and leasing, product and transit taxation, improved communications and provision of rural infrastructure</p>
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COSOP results management framework: progress since COSOP results review

Table 5: Progress to outcome indicators for SO1: Productivity of crops, livestock and forestry in rainfed farming systems is enhanced and made more resilient

Outcome Indicator	Results	Likelihood of Achievement
% of farmers reporting increase in production / yields increased by 400%	<p>BIRD: 98% increase in productivity of sorghum. Respective increases in vegetables productivity were 94% and 93%, while those of fodder 97% and 58%.</p> <p>SUSTAIN: 83% increase in production. Project reports showed that on average 525 kg/fed for sorghum were obtained under the CA compared to 230 kg/fed, 160 kg/fed and 162 kg/fed for the conventional practice, for Sudan in general and baseline, respectively. This translates to 128%, 228% & 224% increment compared to the project's appraisal target of 20% productivity increase. Similarly, sesame production with under CA out-yielded traditional cultivation by 115%.</p> <p>WSRMP: 77% of farmers achieved increase in sorghum production. Sorghum productivity increased by 35%, while sorghum yield with improved varieties exceeded that of local varieties by 90%.</p> <p>SDP: Increased crop productivity for 69,000 smallholders using certified and improved seeds in North (NK) and South (SK) Kordofan was as follows: 100% increase for 75% of Grain Producer Groups (GPG) members applying the full package of project's recommended agricultural practices, as compared to the baseline. Attained yields in kg/fed in North Kordofan were 155 for sorghum; 125 for millet; 204 for sesame and 171 for groundnuts. Those in South Kordofan were 313 for sorghum; 147 for millet; 349 for sesame and 188 for groundnut.</p>	Partially achieved because target was too ambitious. Projects achievements are more realistic given the risky and fragile rain fed farming systems.
% of pastoralists reporting increase in livestock increased by 200%	<p>BIRD: 68% of male and 104% of female targeted farmers reported increase in their herd size with an overall average of 81%. Further, proxy indicators for herd growth included 54% increase in calving, lambing or kidding rates and 168% decrease in young and adult stocks mortality rates of cattle and goats.</p> <p>SUSTAIN: proxy indicators comprise increase in twinning percentages to 48% compared to 12% without the intervention (a four-fold improvement). Also the lambing rate increased in addition to reduced mortality.</p>	Indicator ill defined and ambitious. However, achieved.
Average carcass weights for cattle, sheep and goats in	WSRMP : A proxy indicator recorded is body weight at birth of improved goats exceeding that of local breed by 36% in 2014 and by 136%	Achieved

Outcome Indicator	Results	Likelihood of Achievement
target areas are increased by 10%	SUSTAIN: significant weight gain for lambs, netting on average a 26% profit.	
No. of households that are climate resilient increased by 50,000 households	WSRMP: water harvesting benefitted over 36 000 HHs, plus 6800 households achieved secured access to water resources for themselves and their livestock. BIRDIP: Community Initiative Fund (CIF) benefiting 11 000 households for climate resilient practices (animal restocking; gas units; irrigation units; grain storage; fodder storage; poultry. Land under improved management and climate-resilient practices, reached throughout the programme implementation period 524 000 Ha. SUSTAIN: soil tillage and water conservation techniques were demonstrated to 10300 households.	Achieved
The area of land improved through soil and water conservation methods /plans managed by CBOs increased by 60%	WSRMP: 3360 ha of land under irrigation scheme were constructed or rehabilitated and 34,500 fed in rain-fed area have been under water harvesting. BIRDIP: Common property resources of rangeland under improved management practice reached 45,500 fed. 52 rainwater harvesting system have been constructed or rehabilitated) SUSTAIN: an area of 27000 fed under conservation.	Achieved
Community Capability Index (CCI) increased by 25%	SUSTAIN: CCI 49% WSRMP: CCI 35% BIRDIP: Increase in CCI: 78%	Achieved

Table 6: SO1: Progress to Milestone indicators

Milestone Indicator	Results	Likelihood of Achievement
Number of trained extension agents in crops and livestock production increased from 1245 to 3470	WSRMP: 1739 Local Extension Networks (LENS) members were selected and trained, of whom 181 as para-vets, 140 as crop protection agents, 834 as contact farmers and contact pastoralists. At least 30% women participated in multidisciplinary extension teams. SUSTAIN: 181 paravets trained, out of which 89 trainees received further advanced training. Besides, 20 extension agents were trained as	Good progress

Milestone Indicator	Results	Likelihood of Achievement
	<p>trainers; 38 extension agents trained on crop and livestock packages and 5 extension units rehabilitated/constructed.</p> <p>BIRDIP: The number of locality staff and private operators trained reached 185. Trained Integrated Pest Management Agents 225</p> <p>SDP: training of 33 ToT in the LET.</p>	
No. of people accessing advisory services facilitated by the project increased from 53,000 to 320,000	A total of 520000 people in BIRDIP, WSRMP and SDP accessed advisory services. Services areas covered technology transfer, marketing & processing.	Achieved
No. of people trained in livestock production increased from 4,500 to 111,000	A total of 140 000 people in BIRDIP, SUSTAIN, WSRMP trained services.	Achieved
People trained in crop production technologies increased from 21,500 to 49,100	A total of 52 000 people in SUSTAIN, WSRMP, RAP	Achieved
Smallholder and agro-pastoralist producers using improved seeds increased from 33,700 to 140,250	SDP: 86 000 farmers using improved seeds. Besides, farmers producing certified seed as a business increased 14%, and the area planted overall increased 73%.	Slow progress
Land under improved agricultural practices increased from 50,000 feddans to 1,300,000 feddans	Over 1400 000 feddans improved in BIRDIP, RAP, SUSTAIN and WSRMP (119 % achievement).	Achieved
Area of land managed under climate resilient practices increased from 315,000 fed to 1,478,000 fed (rangelands, forest, cropped areas)	<p>A total of 1300 000 fed under management in BIRDIP, WSRMP, SUSTAIN.</p> <p>BIRDIP/ICSP: Area in feddan under Community Forest Reserves is 86,312 in 78 forest reserves and 19 of them under registration process. Area of Terraces Improved in Feddan is 96,665. Area in feddan under Community Range Reserves is 154,639 with 96 Communities. Area in feddan under Individual Range Reserves is 29,247 with involvement of 1 704 farmers.</p>	Good progress

Milestone Indicator	Results	Likelihood of Achievement
No. Water user associations or committees established increased from 42 to 672	<p>BIRDP: Overall cumulative interest groups formed over the period reached 1320 undertaking various activities including water management.</p> <p>WSRMP: 70 water user groups (trained water user associations) have been formed</p>	Achieved
Water management points established and managed increased from 42 to 447	<p>BIRDP: establishment of 107 water infrastructure facilities (drinking water for people, animals) against a 102 target (105%). Of these facilities 57% have been fully effective & managed by water committees.</p> <p>WSRMP: Water containment and spreading structures reached 22). The number of functional water points (hafirs) recorded 42</p>	Limited achievement
Number of communities that adopt local climate change resilience plans increased from 289 to 1055	<p>BIRDP: The number of rangelands groups operational/functional reached 1,108.</p> <p>WSRMP: Natural resources management groups formed or strengthened reached 288 , plus 32 community forests have been established</p>	Achieved
Lengths of livestock transit routes mapped increased from 4320 km to 5150 km	<p>WSRMP: Stock route demarcation reached 4897 km achieved</p>	Achieved
Number of community agreements on the boundaries of livestock transit routes increased from 268 to 430	<p>WSRMP: six conflict resolution centers have been established along stock routes in North, South and West Kordofan States. A total of 79 disputes were resolved in the three states</p> <p>BIRDP: a total of 12 local NRM regulations and by-laws established at community level.</p>	On track

Table 7: Progress to outcome indicators for SO2: Access of poor rural households to sustainable rural finance services, markets and profitable value chains is increased

Outcome Indicator	Results	Likelihood of Achievement
Share of household incomes from off-farm activities increased by 20%	<p>BIRDP: People trained in income generating activities reached 3476 out of a 2340 target (149% achievement). Training topics include nutrition and food processing for storage and marketing & other income-generating activities. Training of 12 midwives would have been expected to generate additional household income.</p> <p>WSRMP: Total jobs generated by SME (50% women) reached 712 out of a 600 target (119% achievement). A total of 9736 people were trained in income generating activities out of a 4200 target (232% achievement).</p>	On track
Financial institutions involved in delivering rural financial services are sustainable	<p>Rural finance is developing very satisfactory in IFAD's projects. Starting at WSRMP in 2011, it has recently been well established in BIRDP and to some extent in SDP. Currently 10 units are fully functional in six states and another 3 are upcoming. As at 30 June 2015 ABSUMI served 28,453 households across 285 villages; disbursing almost 70,000 loans valued at SDG 82 million and mobilizing SDG 4.3 million as savings. Beside ABSUMI 1,258 VSCGs have developed in WSRMP and 32 in BIRDP with a total of 19,344 and 525 members, respectively and with high savings and wide outreach. VSCGs success induced establishment of SMFUs, formation of VSLAs and strengthening community training to support VSCGs' sustainability.</p> <p>Sustainability of rural finance is substantial as indicated by a repayment rate of 99.4% and a zero portfolio at risk (> 60 days). Threats to sustainability include erratic support from outside MFIs. Yet, both SDP and WSRP projects enjoy the participation of 3 out of a number of 4 targeted institutions, with 75% achievement. On the other hand, based on robust performance, internal savings and credit could continue irrespective of external linkages. Another looming threat could be the high cost of ABSUMI management that needs to be addressed.</p>	Good progress
Number of marketing groups that are operational has increased by 300%	A total of 181 marketing groups have been formed or strengthened in BIRDP, SDP, and WSRMP against a 500 target. Individual project achievements were 8% for BIRDP, 53% for SDP, and 33% for WSRMP.	Poor progress/problematic
Number of households in which at least one member has regular	BIRD P: Based on BIRDP's Young Professionals Programme, a total of 474 Young Professionals have been contracted with BIRDP in the five states sharing Butana, with prospects for being hired by ABSUMI.	Good progress

Outcome Indicator	Results	Likelihood of Achievement
employment is increased from 12,000 to 52,000 through self-employment and enterprising	<p>Business proxy indicator: no of HHs benefitting from the CIF and ability to manage the revolving funds and business options reached 4387(all of them women) against a 5000 target (88% achievement). Activities comprised animal restocking (1853); gas units (1588); irrigation units (681); grain storage (188); fodder storage (41); poultry (17); donkey driven carts (19).</p> <p>WSRMP: Total jobs generated by small and medium enterprises reached 935 of which 50% are women businesses against a 600 target (156% achievement). Jobs comprise paravets, crop protection agents, midwives, literacy teachers, water yards operators.</p>	
Women's employment increased by 50% and youth employment increased by 20%	<p>WSRMP: Total jobs generated by small and medium enterprises (of which 50% of them are women) reached 718 against a 600 target (120% achievement). There has been appreciated (un-quantified) engagement and presence of the youth; both females and males.</p> <p>BIRDIP: Young Professional Program (YPP) allowed 19 participants to find employment after the completion of the structured traineeship; providing tangible support to SCUs in expanding outreach. More than 150 Young Professionals have been contracted with BIRDIP</p>	Achieved
The average value of marketed produce has increased by 20%.	<p>BIRDIP: proxy indicators comprise increase in animal off-take reaching 8909 heads per season. All 5 targeted market services have been established. Ten business & livestock market information entities have been established and are operational & financially sustainable. There has been 65% decrease in market transportation costs during the rainy season due to project interventions.</p> <p>WSRMP: Proxy indicators: four local markets have been constructed. Yet, out of the 4 markets, only one has been operational and functioning.</p> <p>SUSTAIN: Proxy indicators: average <i>Jubraka</i> women farmers received net return amounting to SDG 833 per garden of 0.5 fed per year. People trained in post-production, processing and marketing reached 3314.</p> <p>RAP: Proxy indicators: about 6,700 producers reported access to markets. Besides, about 350 women were reported trading for first time in markets served by rural feeder roads.</p>	Achieved

Table 8: SO2: Progress to Milestone indicators

Outcome Indicator	Results	Likelihood of Achievement
Number of Marketing groups formed / strengthened increased from 201 to 1414	A total of 382 groups by BIRDP, SDP and WSRMP	Slow progress
Number of people trained in post-production, processing and technologies increased from 4500 to 69350	A total of 32632 people trained under BIRDP, SDP and SUSTAIN.	Limited progress
No. of people with access to microfinance increased from 24, 250 to 151,500	WSRMP: A total of 19,344 people are members of VSCGs of whom the predominant majority are women. About 60% of the groups are outside WSRMP villages indicating high diffusion. The total number of active borrowers (proxy to microfinance access) was 5,525. BIRDP: A total of 11400 individual beneficiaries in 84 communities through 547 groups. SDP: People in savings and credit groups formed/strengthened were 954. LMRP: 6800 people reached through 547 groups.	Achieved
No. of people trained on income generating activities increased from 4,600 to 68,000	BIRDP and WSRMP reached 202% achievement).	Very high progress
Length of new roads constructed/rehabilitated increased by 352 km	Road lengths of 220 km achieved in RAP , 47 km in WSRMP and 77 km in BIRDP .	Achieved
No. of processing, marketing or storage facilities constructed /rehabilitated increased from 18 to 435	A total of 1262 processing facilities constructed or rehabilitated in BIRDP, SUSTAIN and WSRMP	Achieved

Ratings matrix (in line with IOE evaluation methodology)

<i>Evaluation of country programme</i>	<i>Rating (1-6 scale)</i>
– Relevance	5
– Effectiveness	5
– Policy engagement	4
– Knowledge management	5
– Strategic partnerships	5
Overall country programme achievements	Rating (1-6 scale) 5

Comments from government



Sudan's Country Strategic Opportunities Programme COSOP Consultative Workshop for COSOP Design (2021-2027) Consultative Workshop Report



**8th December 2020
Khartoum**

1. Introduction

A COSOP (Country Strategic Opportunities Programmes) is a framework for making strategic choices about IFAD operations in a country, identifying opportunities for IFAD financing, and for facilitating management for results. The central objective of a COSOP is to ensure that IFAD country operations produce a positive impact on poverty. The document reviews the specific rural poverty situation as the basis for determining geographic sites and related thematic areas where IFAD would operate and highlights the innovation it intends to promote in the country programme. In 2016 a review of the COSOP

2013-2018 was conducted. One important recommendation from that review is the extension of the COSOP over **2013-2020** and which turned to be realized. The 2016 review was followed by subsequent annual reviews in 2017, 2018 and 2019.

A COSOP **2013-2020** completion review was conducted, remotely, in September 2020. The Review concluded that: (i) a new COSOP is needed given the considerable time since the current one was drafted (8 years ago) and the rapid and substantial political and economic changes and reforms taking place in Sudan; and (ii) Despite the relevance of the two COSOP SOs, there is need to add another dimension to the strategic objectives through stronger support to the recent emphasis on promoting agricultural exports through value addition and partnership with the private sector for agricultural and livestock products and selected HMAPs carrying high comparative advantage to Sudan.

2. The Workshop

2.1 Workshop Objectives

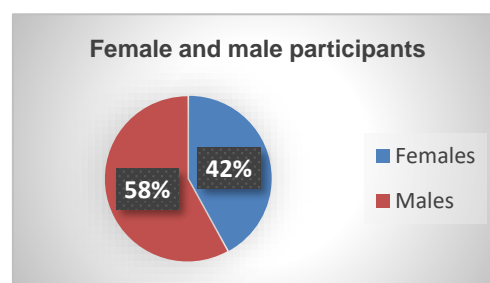
2.2 Workshop Process

Based on strong external facilitation input, the Workshop process involved:

- a. Opening remarks
- b. Presentation (one presentation consisting of 2 parts)
- c. Plenary discussion
- d. Group work. In this respect, three Groups were formed, each of which to address an already prepared one specific question. That was as follows: (i) **Group one:** The relevance of the COSOP 2021-2027 to the national context and the priorities of the Government of Sudan, as declared in the existing frameworks; (ii) **Group 2:** the perceived potential risks/challenges to the COSOP 2021-2020 and the possible mitigation measures; and (iii) **Group 3:** the perceived potential opportunities and how to be realized.
- e. Recap and closing remarks

2.3 Participants

A wide spectrum of stakeholders and IFAD partners in Sudan were invited (68 individuals) representing the UN agencies including IFAD Rome-based UN sister organizations, relevant CSOs, private sector, research institutions, Central Bank of Sudan, MFIs operating in IFAD's operation States, consultants with long engagement with IFAD, service providers, NNGOs and representatives of women and youth organizations. However, considering the fact that the Workshop was organized under a situation of an expanding second wave of Covid-19 around 40% of the invitees were not able to attend. In this respect, it should be stressed that the Workshop organizers have put in place the strictest measures to deal with the potential of safety against Covid-19 including availability of masks and disinfectors and strict adherence to the measures of social distancing.



The Workshop was attended by 37 persons representing 53% of the invitees. Out of the total participants 42% were females and 58% were males. The participants (Annex) represented high quality participants representing senior officials from relevant Government institutions, including Acting Minister of Agriculture and Natural Resources, Acting Ministers of Production and Economic Resources of Sennar and West Kordofan State; Ministry of Finance and Economic Planning, Ministry of Agriculture and Forests, Ministry of Animal Resources and Fisheries, HCENR, Range and Pastures Department; FNC, MFIs and Banks namely Microfinance Unit of the CBS; ABSUMI, Savings and Social Development Bank, Ebdaa Bank, and Agricultural Bank of Sudan. This is in addition to Dean of the Faculty of Agriculture of the U. of K, and participants from CCU and IFAD ongoing projects (LMRP and IAMDP).

3. Opening Session

The Opening Session was addressed by IFAD's Country Director in Sudan, representative of the Undersecretary of the Ministry of Finance and Economic Planning, Director General of the General Directorate for Planning of the Ministry of Animal Resources and Fisheries and the Director General of the International Relations Department of the Ministry of Agriculture and Natural Resources.

In his remarks, Dr. Tarig Ahmed reflected on IFAD's long-time and uninterrupted presence in Sudan, since 1978, in the strong partnership and mutual trust forged between IFAD and the Government of Sudan. He also reflected on how IFAD, in spite of the overwhelming odds, managed to navigate and to support and empower the people of Sudan. Particularly the poor women, youth and men in the rural areas. He also reflected on the COSOP, in terms of rational, objectives and the need to capitalize on the potential opportunities availed by the evolving political context and its transition to peace and development. The objectives of the workshop and its methodology as a participatory, inclusive and consultative process was also highlighted and so was IFAD commitment for fostering strong partnership with the Government of Sudan building on the accumulated experience generated over decades of fruitful engagement.

In her remarks Miss Fatima Osman, representative of the Undersecretary of the Ministry of Finance and Economic Planning, apologized on behalf of the Minister and the Undersecretary for being unable to attend the workshop as they are occupied by the budget for the fiscal year 2021. She also appreciated the kind invitation extended by IFAD Country Office to the Ministry. She extended the appreciation of the Government of Sudan to the continued and uninterrupted support of IFAD to the people of Sudan, creating IFAD as the main development partner to the Government and people of Sudan. The unflinching consultation and coordination with the Government was also commended. She stressed the active participation and engagement of the Government in the formulation of the COSOP 2013-2020 and the new one 2021-2027. In addition, the Government requested IFAD to give particular attention to the economic challenges facing Sudan and exacerbated by Covid-19 impacts and the instability in the neighbouring countries as provided by the influx of refugees from the Republic of South Sudan since early 2014 and from Ethiopia since the last month. The continued focus of IFAD on supporting the rural poor, promoting sustainable natural resource management and investing in priority agricultural value chains was described as being significantly aligned with the Transitional Government frameworks and its top developmental priorities.



In his remarks Dr Isam Hashim, DG, Planning Directorate of MoARs and representative of the MoARs appreciated the kind invitation extended by the Country Office and applauded the continued and significant support of IFAD to the people of Sudan over the past five decades. Major positive impacts of IFAD interventions have been realized, important among which are: (i) Improved productivity in the crop, livestock and forests agricultural systems; (ii) Enhanced resilience of smallholder producers (farmers and pastoralists) in the rain-fed sector the adverse impacts of climate change; (iii) improved access of smallholder producers to formal microfinance institutions; and (iv) improved food security and incomes at the household level among the targeted communities. Dr Isam stressed that the role of IFAD in supporting the rural poor remains relevant and is highly prioritized by the Government of Sudan. However, according to him, more orchestrated and rigorous attention needs to be given to the pastoral mobile sector

and the pastoralists who in spite of their important role in the national economy and national food security remain among the most disadvantaged social groups in the country. He continued, the current transition to peace and stability together with the signing of Juba Peace Agreement provide an enormous opportunity to capitalize on.

Dr Badr Eldin Mustafa, DG of International Relations, MoANR and on behalf of the Minister of Agriculture, thanked IFAD for its long presence in Sudan and for fostering strong partnership with the Government of Sudan while providing an uninterrupted support to the rural poor in more than 10 States in the country. The focus of IFAD in improving and revitalizing the agricultural sector in the country, according to him, deserves compliment taking into account the fact that the sector is the engine of national economy and the main provider of employability in the country, especially in the rural areas. In this respect, IFAD interventions reflect strong alignment with national policy frameworks and development priorities. However, according to him, the huge agricultural potential of the country has not been realized yet. This is an area where the support of IFAD is badly needed. The new focus of IFAD on priority agricultural value chains, as he stressed, remains relevant and in conformity with Government priorities for the sector and which include: (i) Food security and improved nutrition; (ii) reduction of poverty; (iii) revitalization of agricultural exports; and (iv) the institutional reform of the agricultural sector. He stressed the commitment of the Government of Sudan to the beneficially partnership with IFAD and the facilitation of its mission in the country.



4. Presentation

A presentation (Box below) consisting of two parts was presented: Part I: COSOP 2013-2020 Review outlining the main aspects of the programme, **results and lessons to be drawn**. Part II focused on the main elements of new COSOP 2021-2027 in terms of strategic objectives and outcomes, target population, geographical focus and the elements for realizing the Programme

Part I: Country Strategic Opportunities Programme 2013-2020

- The Strategy ran from 2013 to 2020 and in reviewed in 2020 with the aim of assessing the strategy's relevance, results and lessons to be drawn.

Strategic objectives:

- (i) Productivity of crops, livestock and forestry in rain-fed farming systems is enhanced and made more resilient; and
- (ii) Access of poor rural households to sustainable rural finance services, markets and profitable value chains is increased.
- Sustainable NRM, climate change, gender, youth and nutrition were crosscutting issues
- The target groups were: smallholder crop producers, subsistence farmers, pastoralists and small agro-pastoralists, with a focus on women and young people

Results

- In spite of the overwhelming country context odds the Strategy managed to navigate successfully
- Projects reached close to 2.2 million beneficiaries belonging to approximately 200,000 households living in about 900 communities in 9 States

- Impact surveys of the completed projects (SDP, WSRMP, BIRDP and SUSTAIN) indicated apparent improvements in the household asset ownership index; increased access of rural poor, especially women to rural finance; remarkable social and economic empowerment of women and an overall process of positive social change.
- The Country Strategy and Programme Evaluation (CSPE) confirmed the significant quantitative and qualitative results achieved with respect to increasing incomes and food security, especially for women the sustainable increase in agricultural productivity and improved and sustainable natural resource management.

Lessons

- The importance of inclusive approach to improving natural resource governance
- The need for continued promotion of pro-poor microfinance
- Promotion of linkage between smallholder producers private sector actors as essential vehicle for the sustainability rural poverty alleviation investments

Main Recommendation

For future IFAD-Sudan partnership framework the CRR's strongly recommends a new COSOP in order to make it more relevant to the emerging development challenges of Sudan.

Part II: Country Strategic Opportunities Programme

IFAD's Comparative Advantage:

The long history of presence in the country, the expertise and long experience in financing pro-poor agricultural value chains and building resilience and the recognition by Government of Sudan of IFAD as the largest financier of rural and agricultural development and a key player in promoting inclusive and sustainable rural transformation.

Target groups: (i) Poor smallholder farmers, agro-pastoralists and pastoralists and their organizations; (ii) Agro entrepreneurs and their organizations involved in key pro-poor value chains; (iii) Special efforts will be undertaken to reach women (50%) and youth (30%) and to assist persons with disabilities in rural areas, who are often excluded from accessing services and economic opportunities.

Targeting strategy: To boost effectiveness, impact and sustainability of interventions, and at Government's request, the COSOP programme, will be driven by the focus on rain-fed agriculture.

Geographical Focus: River Nile, Khartoum, Gazira, Gedaref, Kassala, Sennar; North, South and West Kordofan States, White Nile and the Blue Nile.

Overall goal: To contribute to the reduction of poverty, food insecurity, and vulnerability and youth unemployment in rural communities.

Strategic objectives: Two strategic objectives (SOs):

SO1: Strengthen the resilience of vulnerable rural populations and their production systems to food and nutrition insecurity and climate change. The expected outcomes of SO1 are:

- (i) Rural households adopt improved and sustainable technologies (including natural resource management) that increase productivity and ensure resilience to climate change; and
- (ii) Rural households have access to nutrients-rich food and adopt good dietary practices

SO2: To improve the performance of key agricultural value chains that create employment and wealth for rural populations and respect the principles of sustainable natural resource management. The expected outcomes of SO2 are:

(i) Improved financial and non-financial services are available for smallholders, specifically women and youth, including disabled persons; (ii) linkages to input and output markets are enhanced in key agricultural value chains; (iii) Organizations of stakeholders in FOs are enhanced; and (iv) viable SMEs and jobs are promoted.

Mainstreaming Themes: (i) Climate change; (ii) Women and youth; (iii) disabled persons to be provided tailored services in programme area; (iv) Nutrition by selecting nutrition-sensitive crops for value chain development and home gardens (Jubraka).

The theory of change of the COSOP: The Theory assumes that a combination of productivity increases in rain-fed farming at community level, combined with backward and forward market linkages and stronger FOs, will ensure that higher surpluses are produced and marketed. Rural enterprise development will ensure that the surplus of young labour in rural areas is occupied more productively and that services are provided to the value chains actors and local population

COSOP Interventions

- i. Programmatic approach to design a new programme: Inclusive Agri-business Value Chain Development Programme (IVCDP). A ten-year period.
- ii. Country-level policy engagement (CLPE)
- iii. Capacity building
- iv. Knowledge management
- v. Communication and visibility
- vi. Innovation
- vii. Scaling up
- viii. Key strategic partnerships and development coordination

5. Plenary Discussion

The discussion revealed the following issues:

- From the review of 2013-2020 programme it appeared that access to markets and rural finance remain a critical gap and therefore should be addressed more genuinely and proactively in the new COSOP.
- Smallholder capacities to cope with the changing world around them, especially the global commitment to market economy, remains a serious challenge. Rigorous investment in the training and capacity building of smallholder producers, especially in adaptive technologies and innovative approaches to agricultural production need to be seriously addressed. In this respect partnership with research institutions such as Faculty of Agriculture of the University of Khartoum which has Two Centres, one for farmers training and the other for organic research targeting the traditional sector, seems vital.
- A major challenge to the COSOP and similar programmes is the lack of clear and up-to-date agricultural policies. The existing policies are fragmented, not harmonized and even sometimes contradictory. Institutional support and capacity building in this area is a prerequisite. This also an area where IFAD could support in close partnership with sister UN agencies and FAO in particular.
- A clear government policy and legal framework to guide and ensure the sustainability of projects and the interventions is highly required. Partners support to the Government to develop and operationalize this policy is necessary. IFAD could play a lead role in that. This is the only way to stop the present practice of distributing projects assets among the different government institutions after the project closure, adding critically to unsustainability of the interventions.
- A critical legislative gap that restricts smallholder producers to formal credit institutions exists at present. Remarkable among these is the confused land law

that denies farmers title to land under the customary system which is prevailing land tenure system in the rain-fed sector. IFAD's support to policy environment should address such critical gaps.

- The Microfinance Unit of the central Bank of Sudan is working in close partnership and collaboration with IFAD projects. It is through IFAD influence that the MFIs relaxed their collateral requirements to accept group collateral for rural communities at present.
- Horticultural agro-industry constitutes an important entry point for agro-business, poverty reduction and empowerment of women in rural areas.
- Partnership between smallholders and the private sector, including big farmers is important for the adoption of adaptive technologies and innovative agro-business interventions.
- There is a wide range of adaptive indigenous knowledge practices in land and natural resource management that deserve to be documented, visualized and up-scaled.
- It is very timely for IFAD to invest in supporting community-based natural resource management and partnership with CSOs that articulate demands for good environmental governance and accountability
- Water harvesting technology has huge potentials for expanding the natural resource base, improve quality of natural resource and environment conservation, provides for food security and income generation, resilience to drought and climate change and the revitalization of market-oriented rural economy. It also remarkable opportunities for investment in fisheries, bee culture, vegetables production and improved nutrition
- To realize the huge potentials of the proposed new programme of Inclusive Agri-business Value Chain, IFAD needs to forge strategic partnership with other actors to fill gaps that are outside the mandate of IFAD projects. This is probably the only possible option to ensure adoption of a comprehensive approach to rural development and the promotion of agri-business value chain.
- The existing limitations of the enabling environment, for example lack of land use maps and law enforcement mechanisms, are major constraints to effective implementation of IFAD projects. IFAD strong and strategic policy engagement with the Government is essential for addressing these constraints.
- The private sector is essentially about business, economies of scale and profit making. Without incentives, for example capacity building and technical support, it would be extremely difficult to attract the private sector to work with the smallholders. To that end, we need to understand and build on the historical experience of the private sector in Sudan. People like Sheikh Mustafa El Amin managed to encourage cultivation and transfer of agro-industries in oil seeds (sesame and ground nuts) to the remote rural areas of Kordofan and Darfur, mainly because of the incentives provided by the Government of Sudan at that time (1960s and 1970s). Even credit was extended by that private sector to the smallholders. This is an experience that deserves to be documented and so are the lessons to be drawn so we can adapt/build on. This, in the final analysis, is about the enabling environment.
- The proposed innovation and investment in solar energy is to be commended and it has demonstrated its enormous value in other IFAD projects.
- Investment in storage facilities is important and relevant.
- The pastoralists remain among the most marginalized groups in the country and, therefore, deserve special attention.



- The exclusion of Darfur in geographical targeting is probably one of the limitations of the COSOP 2021-2027.
- The approach of revolving funds has proved its viability as important input to sustainability and therefore the new programme should adhere to.
- There may be a need to think more proactively about how to ensure the access of rural poor to microfinance resources e.g. mobile microfinance approach, capital fund to MFIs not as a pool fund but restricted to IFAD projects to avoid the potential financial problems that sometimes face MFIs.

6. Group Work

Results of Group work

Group I: Relevance of the COSOP 2021-2027 goal and strategic objectives to Government priorities and policy frameworks:

The group concluded that the Programme in terms of goal and strategic objectives is highly relevant and clearly aligned with Government declared policies and priorities for the agricultural sector. The Programme also provides for a balanced targeting regionally and sectorally. The conclusion reached by the Group was unanimously endorsed by the participants.

Group II: Potential Risks to 2021-2027 COSOP and Possible mitigation Measures

Macro level risks:

- Continued economic crisis and depreciation of the SDG
- Political instability
- Meeting peace requirements

Project level risks:

- Access of pastoralists to the projects services
- How to attract the private sector to work with smallholder producers
- Drought and climate change impact
- Community organization
- High levels of illiteracy, especially among women
- Access of women to the projects services and their effective representation
- Addressing the priorities of the youth
- Lack of law enforcement, especially in relation to natural resource management

Mitigation measures identified included:

- Flexibility of interventions to respond to the evolving dynamics of the context
- Active engagement in policy facilitation
- Availing attractive incentives to the private sector
- Fostering strong partnerships with relevant actors, including CSOs
- Effective investment in social capital development
- Knowledge and information sharing founded on articulated communication strategy
- Capitalizing on indigenous knowledge and adaptive technologies to climate change



Group III: Potential opportunities and how to be realized

- The COSOP goals and strategic objectives are top government priorities
- Government policies founded on recognition of the role of women and youth
- Commitment of Transitional Government to socioeconomic development
- The opening up of the country to the outside world provides new potential markets and avenues for Sudan agricultural exports
- The overriding global concerns with organic food products and the ease of its registration
- The progress achieved in peace building
- Government commitment to institutional reform in the agricultural sector and the creation of the enabling environment for production and marketing
- Institutionalization of pro-poor policy as provided by the perceived improvements in microfinance policies

Realization of the above opportunities involves:

- Proactive engagement with Government in policy facilitation
- Investment in capacity building at different levels, from communities up to Gov institutions
- Fostering strategic partnership with the various actors
- Visionary design and effective implementation of the Agri-business Value Chain Development Programme (IVCDP)



7. Closing Remarks

Closing remarks were provided by the IFAD Country Director and the acting Minister of Agriculture and Natural Resources. In his remarks the country director, Dr Tariq Ahmed, thanked the participants for their presence and the active role they played in the discussion. He also expressed gratitude to the Government of Sudan for the continuous support to IFAD and the facilitation of its role in Sudan. He also responded to the concerns raised about the exclusion of Darfur in the new COSOP. He stressed inclusivity as one of the main principles and governing pillars of IFAD work and interventions throughout the world. He explained not including Darfur in the new COSOP by the fact that Darfur is still dominated by humanitarian operations a situation that renders IFAD developmental approach and its focus on agriculture as a business irrelevant for Darfur at this stage hoping that Darfur will be fully stabilized soon to join IFAD programmes in the future.

The Acting Minister of Agriculture and Natural Resources, Mr Abdelgadir Tirkawi, appreciated the invitation for the consultative workshop stressing its importance for identifying elements of Government-IFAD partnership for the coming years 2021-2027. He also expressed the gratitude of the Government of Sudan to IFAD for being the key partner and the largest



financier of rural and agricultural development and investor in the capacities of rural poor in the country over the past decades. The long-time uninterrupted and continued presence of IFAD in Sudan even during the difficult time of Covid-19 pandemic, was applauded.

The Minister outlined the Government's focus on agriculture as the driving force for the revitalization of the national economy, poverty reduction, improved food security and nutrition, youth employability, and strengthening of smallholder producers to the negative impacts of climate change. This will be achieved, according to him, through institutional reform in the sector, pro-poor agricultural policies, improved productivity and production, market-oriented businesses, value change investment, support to smallholder organizations and investment in capacities at different level. In this respect, he added, the COSOP 2021-2027 reflects strong relevance and coherence with government development priorities. The current transition to peace and development together with the breaking down of Sudan long decades of isolation from the international arena provide an important opportunity for Sudan and its partners, including IFAD, to join efforts for the welfare of the people of Sudan and humanity at large. The huge and unfortunately untapped, agricultural potentialities of Sudan provides a remarkable and enabling platform to work on. In this regards, he concluded, the review results and lessons from 2013-2020 programme deserve due attention for effective implementation and realization of the new COSOP.

Annex:
List of Participants in the Consultative Workshop

#	Name	Institution
1	Abdel Gadir Turkawi	MoANR
2	Asma Osman Ali	Acting Minister of Production and Economic Resources, Sinnar State
3	Awadalla M. Karshoum	Acting Minister of Production and Economic Resources, West Kordofan State
4	Ahmed Subahi	IFAD
5	Awadalla Abdalla A Mula	Faculty of Agriculture, U. of K.
6	Wisam Mohamed	IFAD
7	Omer Egemi	Faculty of Geography & Env Sciences, U. of K.
8	Ismat Hassan	FNC
9	Badr Eldin Mustafa	DG, Dep of International Relations, MoANR
10	Khalid	Savings and Social Development Bank
11	Abdel Moneim Osman	Range and Pastures Dep, MoARs
12	Alessia Marazzi	IFAD
13	Mamoun Suliman	ABS
14	Fatima Osman	MoFEP
15	Adil Osman Idris	CCU, IFAD
16	Randa Sharawi	RD
17	Isam El Din Hashim	DG, Planning Directorate, MoARs
18	Karar Isaa Ali	Savings and Social Development Bank
19	Mahasin E. Giha	Agricultural Bank of Sudan
20	Tarek Ahmed	IFAD
21	Zainab Al Nour	MoFEP
22	Ashwag Osman	Plaaing Dep, MoANR
23	Abulgasim Abdalla	CCU, IFAD
24	Nuha Mohamed	Ebdaa Bank
25	Amina Khalil	
26	Adil Sharif M.	MoANR
27	Awatif Mohamed	MoANR
28	Nagat Y.	MoANR
29	Mohamed Yousif Al Nour	IAMDP
30	Ahmed Adil Osman	CCU, IFAD
31	Mona A. H. Dawalbeit	HCENR
32	Suad El tayeb	MoA, Khartoum State
33	Ahmed Al Nayer	Farmers and Merchants Bank
34	El Tahir Mohamed	Central Bank of Sudan
35	Sumaya Ismail	MoANR
36	Ibrahim Rahamtalla	LMRP
37	Omer El Hag Haggam	Resource person