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الاستثمار في السكان الريفيين

جمهورية السودان

تقييم الاستراتيجية القطرية والبرنامج القطري

مذكرة إلى السادة ممثلي الدول الأعضاء في المجلس التنفيذي

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المجلس التنفيذي – الدورة الثانية والثلاثون بعد المائة
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للاستعراض

المحتويات

شكر وتقدير

أعد تقييم الاستراتيجية القطرية والبرنامج القطري الحالي بقيادة Fumiko Nakai، كبيرة موظفي التقييم والمقيّمة الرئيسية في مكتب التقييم المستقل في الصندوق، مع مساهمات من: ديان أبي خليل (خبيرة استشارية/محللة أبحاث التقييم - المساواة بين الجنسين وتمكين المرأة، واستعراض المنح، والتنسيق الميداني)؛ وأنور علي أبو بكر عمار (خبير استشاري – التمويل الأصغر)؛ وعادل محمد الخضر (خبير استشاري – البنية الأساسية الريفية)؛ وسعادة نايل أحمد الماحي (خبيرة استشارية – الزراعة، وإدارة البيئة والموارد الطبيعية، والصمود في وجه تغير المناخ)؛ وNigel Nicholson (كبير الخبراء الاستشاريين – تقييم الحافظة، والأمن الغذائي والتغذوي)؛ ومحي الدين طه تهامي (خبير استشاري – حوكمة الأراضي والمياه، والمؤسسات المحلية، وإدارة النزاع).

وقد أجرت Chiara Calvosa Williams (خبيرة استشارية) استعراضا مكتبيا للتحليلات الاقتصادية والمالية كجزء من تقييم كفاءة الحافظة. ودعمت Sanuri Ratnayake (خبيرة استشارية) جمع البيانات الثانوية وإعداد قسم السياق القطري. وقدمت Maria Cristina Spagnolo (مساعدة التقييم في مكتب التقييم المستقل في الصندوق) الدعم الإداري. واستفاد التقييم من استعراض للأقران أجري داخل مكتب التقييم المستقل في الصندوق.

ويود مكتب التقييم المستقل في الصندوق أن يعبر عن امتنانه الخاص لدائرة إدارة البرامج، ولا سيما شعبة الشرق الأدنى، وشمال أفريقيا، وأوروبا، لتعاونها معه في هذا التقييم. كما ينتهز مكتب التقييم المستقل في الصندوق هذه الفرصة للتعبير عن تقديره لحكومة جمهورية السودان لتعاونها طوال عملية التقييم، بما في ذلك الدعم التنظيمي الذي قدمته لبعثات التقييم والزيارات الميدانية. كما يود أن يعبر عن تقديره العميق لوزارة الزراعة والموارد الطبيعية، ولا سيما وحدة التنسيق المركزية للمشروعات الممولة من الصندوق؛ ووزارة المالية والتخطيط الاقتصادي؛ ووزارة الثروة الحيوانية ومصايد الأسماك؛ ووزارة الإنتاج والموارد الاقتصادية. كما يود مكتب التقييم المستقل في الصندوق أن يشكر جميع الشركاء والأشخاص المرجعيين الآخرين الذين تكرموا بتخصيص الوقت للاجتماع بفريق التقييم ومشاطرته آراءهم.

موجز تنفيذي

أولا- الخلفية

1- وفقا لما أقره المجلس التنفيذي للصندوق في دورته الخامسة والعشرين بعد المائة في ديسمبر/كانون الأول 2018، أجرى مكتب التقييم المستقل في الصندوق في عام 2019 تقييما للاستراتيجية القطرية والبرنامج القطري لجمهورية السودان. وتم إيفاد بعثة التقييم الرئيسية في الفترة من سبتمبر/أيلول إلى أكتوبر/تشرين الأول 2019. وكان التقييم القطري السابق في السودان قد أجري في عام 2008.

2- **الأهداف**. تتلخص الأهداف الرئيسية لتقييم الاستراتيجية القطرية والبرنامج القطري في الآتي: (1) تقييم نتائج البرنامج القطري للصندوق وأدائه؛ (2) الخروج بنتائج وتوصيات لتوجيه الشراكة بين الصندوق والحكومة في المستقبل. ومن المتوقع أن تثري النتائج والدروس والتوصيات إعداد استراتيجية قطرية جديدة.

3- **النطاق**. يغطي تقييم الاستراتيجية القطرية والبرنامج القطري الفترة 2009-2018. وشملت الأبعاد الرئيسية التي تناولها التقييم ما يلي: (1) أداء حافظة المشروعات؛ (2) الأنشطة غير الإقراضية (إدارة المعرفة، وبناء الشراكات، والانخراط في السياسات على المستوى القطري)؛ (3) أداء الصندوق والحكومة؛ (4) ملاءمة الاستراتيجية القطرية والبرنامج القطري وفعاليتهما.

4- **الصندوق في السودان**. انضم السودان إلى عضوية الصندوق في عام 1977 وتم اعتماد أول قرض له من الصندوق في عام 1979. وفي ظل الدعم المتواصل الذي قدمه الصندوق إلى السودان طوال فترة العقوبات الاقتصادية المفروضة عليه، وفي الوقت الذي كانت توجه فيه معظم المعونة إلى المساعدات الإنسانية، يُنظر إلى الصندوق على نطاق واسع باعتباره أحد المؤسسات المالية القليلة وواحدا من الشركاء الإنمائيين البارزين في مجال دعم الزراعة والتنمية الريفية في البلد. وخلال الفترة من 1979 إلى 2018، بلغ مجموع التمويل المعتمد من الصندوق للسودان 335 مليون دولار أمريكي من أجل 21 مشروعا استثماريا بتكلفة بلغت 815 مليون دولار أمريكي. وبلغ مجموع تكلفة المشروعات الاستثمارية التسعة المشمولة بالتقييم 375 مليون دولار أمريكي، موّل منها الصندوق 198 مليون دولار أمريكي. وخلال الفترة المشمولة بالتقييم، أعد الصندوق برنامجين من برامج الفرص الاستراتيجية القطرية الأول في عام 2009 والثاني في عام 2013. وشملت أهم مجالات تدخلات المشروعات الإنتاج المحصولي والحيواني، والوصول إلى التمويل، والتنمية المجتمعية، وإدارة الموارد الطبيعية وحوكمتها، والبنية التحتية الريفية، ووضع السياسات.

5- **السياق القطري**. ابتُلي البلد بالنزاع طوال معظم تاريخه. وتكبد اقتصاد السودان معاناة شديدة جراء خسائر عائدات النفط عقب انفصال جنوب السودان في عام 2011، وعبء الديون، والعقوبات الاقتصادية، وعدم استقرار البيئة السياسية، والنزاعات. وشهد عام 2019 تحولا جوهريا في السياق السياسي بعد الإطاحة بالرئيس الذي طالت مدة حكمه وما أعقب ذلك من إنشاء حكومة انتقالية تمهد الطريق إلى الديمقراطية.

6- وصُنِّف السودان في المرتبة السابعة والستين بعد المائة بين 189 بلدا وإقليما في مؤشر التنمية البشرية لعام 2017. وكشفت بيانات الفترة 2014-2015 عن سقوط ما نسبته 36 في المائة من السكان إلى ما دون خط الفقر العالمي. ولا يزال انعدام الأمن الغذائي والتغذوي متفشيا حيث بلغت في عام 2014 معدلات سوء التغذية المزمن 38.2 في المائة وسوء التغذية الحاد 16.3 في المائة، وهو ما يثبت استمرار ارتفاع مستوياتها على ما كانت عليه خلال السنوات العشر السابقة.

7- قطاع الزراعة بالغ الأهمية في الاقتصاد الوطني وكذلك بالنسبة لسُبل العيش الريفية، والأمن الغذائي، والحد من الفقر. ويؤدي عدم انتظام هطول الأمطار وتركزها في فترة قصيرة خلال السنة إلى ازدياد هشاشة الزراعة البعلية ويُفسر ترحال الماشية الذي يمارس على نطاق واسع. ولطالما كانت المنافسة على الأراضي والموارد الطبيعية مصدر نزاع بين الرعاة، والمزارعين الرعويين، والمزارعين المستقرين، مما أدى في كثير من

الأحيان إلى اندلاع العنف بسبب ضعف المؤسسات والحوكمة. ولا يزال التنافس على الموارد الطبيعية آخذا في الازدياد في ظل التوسع في استخدام الميكنة في زراعة المحاصيل، والاستثمارات الرأسمالية الكبيرة، والتنقيب عن الذهب، والتدهور البيئي.

ثانيا- أداء حافظة المشروعات

8- **الملاءمة**. صُمِّمت عموما المشروعات بطريقة جيدة من أجل معالجة بعض تحديات التنمية الريفية الرئيسية في السودان. وكان التركيز على تنمية القدرات على مستوى المجتمع المحلي، وتمكين المرأة، وكذلك إدارة الموارد الطبيعية وحوكمتها ملائما بدرجة كبيرة. واستجابت الاستثمارات في البنية التحتية الأساسية (مثل الطرق الفرعية الريفية، وإمدادات المياه) ودعم الخدمات الاجتماعية في المجتمع المحلي (التدريب على القبالة) لاحتياجات السكان الريفيين. وخلال فترة الحافظة، تكيَّفت المشروعات بصورة جيدة مع القضايا الناشئة - مثل العمل مع القطاع الخاص والشباب الريفيين.

9- واعتمدت المشروعات الممولة من الصندوق إدارة الموارد الطبيعية كمنطلق للتغيير. وكان ربط التدخلات في مجال الزراعة والثروة الحيوانية بإدارة الموارد الطبيعية وتمكين المجتمعات المحلية من أجل الدعوة إلى الأخذ بممارسات مستدامة أمرا بالغ الأهمية في مناطق الزراعة البعلية. وكان الاستهداف مناسبا بصورة عامة وإن لم يعتمد دوما بالقدر الكافي على تحليلات النزاعات والسياقات الاجتماعية - السياسية التي تتناول مختلف فئات مستخدمي الموارد الطبيعية. وفي برنامج إدارة الموارد في غرب السودان الذي نُفذ في منطقة كردفان، تم تعديل نهج المشروع بنجاح أثناء التنفيذ كي يصبح أكثر شمولا للمجتمعات الرعوية المتنقلة، ولكن هذه الخبرة والدروس لم تتجسَّد بالقدر الكافي في مشروع نفذ مؤخرا في مجال الإنتاج الحيواني.

10- **الفعالية**. من حيث نطاق الوصول إلى المستفيدين، أشارت التقارير إلى أن المشروعات الخمسة المنجزة حققت فوائد مباشرة لما يقرب من 000 200 أسرة في حوالي 900 منطقة في شمال كردفان وغربها وجنوبها، وسنار، والبطانة، والقاش. ودعم مشروع الصمغ العربي، وهو المشروع الوحيد الذي شارك فيه الصندوق بدور ثانوي في التمويل، 236 رابطة من رابطات منتجي الصمغ العربي استفاد فيها أكثر من 000 23 عضو استفادة مباشرة من التمويل الأصغر والمِنح النظيرة وبناء القدرات. وبالإضافة إلى ذلك، حققت المشروعات فوائد لعموم السكان من تحسينات الطرق والمعابر والبنية التحتية للأسواق.

11- وتحققت إنجازات كبيرة في مجال التعبئة المجتمعية وتنمية القدرات من خلال الدعم المتسق على الأجل الطويل. وتعاملت معظم المشروعات مع التنمية المجتمعية باعتبارها ركيزة أساسية، مع الاعتراف بأهمية الاستثمار في رأس المال الاجتماعي والبشري لتوجيه إمكانات السكان نحو الانخراط في سُبل العيش المستدامة. وساهمت المؤسسات المجتمعية، مثل لجان التنمية المجتمعية والقروية (التي تم دعم 900 منها) أو مجموعات المصالح الخاصة (في مجالات مثل المياه، والرعي، والادخار والائتمان، وإنتاج الحبوب) في مجموعة من مبادرات التنمية. وساعد التدريب في مختلف المجالات أفراد المجتمع المحلي على تحسين مهاراتهم وفرص كسب عيشهم. وتنظر المجتمعات المحلية إلى تدخلات البنية التحتية منخفضة التكلفة (مثل إمدادات المياه للبشر والحيوانات، والحدائق المنزلية، والمراكز المجتمعية) بالاقتران مع تنمية القدرات، باعتبارها تدخلات فعالة إلى حد كبير.

12- وأسهمت مجموعة من الأنشطة والنواتج التي تدعمها المشروعات، مثل الخدمات الإرشادية متعددة التخصصات، وتوفير المدخلات الزراعية محسَّنة الجودة (مثل البذور) والخدمات (مثل خدمات الرش الآلي) والخدمات المالية، بدور فعال في إدخال التكنولوجيات الزراعية المحسَّنة، وتنويع سُبل كسب العيش. وفي ظل المشروعات الخمسة المنجزة، تم دعم حوالي 000 3 من مجموعات الادخار والائتمان التي يُقدَّر عدد أعضائها بحوالي 000 48، تمثِّل النساء منهم ما يقرب من 95 في المائة. وتشمل الإنجازات البارزة التي تحققت في مجال حوكمة الموارد الطبيعية الإدارة المشتركة لطرق الماشية في إطار برنامج إدارة الموارد في غرب

السودان، وإعداد إطار لحوكمة الموارد الطبيعية من خلال عملية متجهة من القاعدة إلى القمة في مشروع التنمية الريفية المتكاملة في البطانة. وأثبت هذان المشروعان إمكانية تخفيف التوترات بين المجتمعات الزراعية المستقرة والرعاة من خلال آليات فعالة لتسوية النزاعات، وتمكين المجتمع المحلي، والأخذ بإطار سياساتي ومؤسسي أكثر تماسكا.

13- **الكفاءة**. تعتبر مؤشرات الكفاءة الرئيسية (الإطار الزمني، وصرف الأموال، ونسبة تكاليف إدارة المشروعات، والفوائد الاقتصادية) في المتوسط إيجابية إلى حد كبير، مع وجود بعض الاختلافات والاستثناءات. ومع ذلك، واجه ما يقرب من نصف المشروعات حالات تأخير في صرف الأموال والتنفيذ، بما فيها المشروعات الجارية. ومن الناحية الإيجابية، من المهم الاعتراف بالفوائد الكبيرة التي لا يمكن قياسها كميا، مثل التمكين والمكاسب الاجتماعية والبيئية الإضافية.

14- **الأثر على الفقر الريفي**. من الأرجح للغاية أن المشروعات أسهمت في زيادة الدخل الأسري والحد من الفقر. وبينما أثيرت شكوك حول دقة ما تم الإبلاغ عنه من بيانات عن المؤشرات، مثل الدخل، والأصول، والأمن الغذائي، يتفق الاتجاه العام مع المعلومات التي جمعتها بعثة التقييم في الميدان: في جميع القرى التي تمت زيارتها، أبلغ أفراد المجتمع المحلي عن زيادات في دخلهم الأسري، واستطاعوا تفسير السبب وراء تلك الزيادات. ومن المهم أيضا الإشارة إلى أن المشروعات التي يدعمها الصندوق كانت في كثير من الأحيان التدخلات الرئيسية الوحيدة في مجال التنمية الريفية والزراعية في معظم مناطق المشروعات.

15- وتحققت عموما زيادات في الإنتاج والإنتاجية الزراعيين من خلال الجمع كليا أو جزئيا بين زيادة توافر المدخلات عالية الجودة؛ والتكنولوجيات/التقنيات المحسَّنة، وتنمية المهارات ذات الصلة، والخدمات الاستشارية وغيرها؛ وتحسين سُبل الوصول إلى التمويل؛ وتجديد الموارد الطبيعية والوصول إليها وإدارتها بمزيد من الفعالية. ويعتقد أن *الجُبراكات* (أي الحدائق المنزلية الصغيرة) التي تديرها النساء في كثير من الأحيان، بالاقتران مع التثقيف التغذوي، كان لها دور في الحد من انعدام الأمن الغذائي وسوء التغذية.

16- وتحققت هذه النتائج بفضل الأثر الكبير على رأس المال البشري والاجتماعي، والتمكين، والحد من النزاعات. وركز برنامج إدارة الموارد في غرب السودان ومشروع التنمية الريفية المتكاملة في البطانة بصفة خاصة على تعزيز المؤسسات والقدرات المحلية للتخفيف من النزاعات وإدارتها بصورة أفضل. وأسهمت المشروعات في المؤسسات والسياسات، لا سيما ما يرتبط منها بالموارد الطبيعية. ومع ذلك، لا يزال هناك المزيد مما ينبغي القيام به لتنمية القدرة المؤسسية للحكومة من أجل الاستفادة بفعالية من التحليلات والدراسات ليس فقط من أجل إثراء السياسات الجديدة والأخذ بها، بل وكذلك لتنفيذها.

17- **استدامة الفوائد.** تبدو استدامة مكاسب الإنتاجية الزراعية إيجابية بصورة عامة. وأسهمت المشروعات في بناء القدرات والمهارات في المجتمعات المحلية المستهدفة، وأنشأت صلات مع خدمات الإرشاد والجهات الفاعلة في القطاع الخاص. ومع ذلك، يمكن لملاءمة هذه الخدمات وجودتها واستدامتها أن تُشكل عامل خطر.

18- وولدت التدخلات المتجذرة في الهياكل والآليات المجتمعية - وهو ما يمثل نهجا أساسيا في معظم المشروعات - شعورا قويا بالملكية لدى المجتمعات المحلية، ومن المرجح استمرار ما يقابل ذلك من نتائج وفوائد (على سبيل المثال استثمارات البنية التحتية صغيرة النطاق، مثل المياه والمرافق المجتمعية). ومن الناحية الأخرى، تبدو استدامة البنية التحتية الأوسع نطاقا أقل وضوحا. وتتمثل القضايا الرئيسية في القدرة المالية والتقنية للحكومة على إجراء الصيانة وكذلك جودة الأشغال ومتانة الهياكل في بعض الحالات (مثل معابر الوديان في مشروع دعم صغار المنتجين في قطاع الزراعة البعلية التقليدية في ولاية سنار).

19- وتستند المؤسسات المجتمعية (مثل لجان التنمية المجتمعية) إلى أُسس راسخة. وباتت بعض المجتمعات المحلية قادرة على الدفع قدما بجدول أعمال إدارة الموارد الطبيعية والدفاع عن حقوق الأفراد والجماعات.

20- وكانت آليات إدارة المشروعات فعالة إلى حد كبير في تقديم خدمات المشروعات ولكنها كانت تميل إلى الحد من تولي وزارات (الولايات) تدريجيا دورا في التدخلات والمسؤولية عنها.

21- **الابتكار**. لقد كان هناك عدد من الأمثلة الجيدة على الابتكار في حافظة الصندوق، وتركزت بصفة خاصة حول إدارة الموارد الطبيعية وحوكمتها. ويسَّر مشروع التنمية الريفية المتكاملة في البطانة إجراء عملية تشاورية شمولية ومنظمة تمحورت حول إدارة الموارد الطبيعية وتوِّجت بإعداد إطار حوكمة للموارد الطبيعية. وعزز المشروع تنمية الشبكات المجتمعية التي توفر الآن منصة فعالة تتيح للمجتمعات المحلية التعبير عن الشواغل ومناقشة القضايا. وتبيَّن أن إطلاق برنامج المهنيين الشباب في مشروع التنمية الريفية المتكاملة في البطانة، والذي كان له دور محوري في التعبئة المجتمعية وتنمية المهارات، كان ابتكاريا وملائما للسياق المتطور في السودان من خلال نشر الشباب الذين يتمتعون بالمؤهلات التعليمية والمهارات للمشاركة على المستوى الميداني.

22- وتكونت في إطار برنامج إدارة الموارد في غرب السودان فرق الإرشاد المتنقلة التي رافقت جماعات الرُحل على طول طرق الهجرة، كما أدخل البرنامج مجلس الشركاء المنفذين، بما في ذلك القيادات التقليدية (الإدارة المحلية)، ومراكز التنمية المجتمعية المتكاملة، ومراكز تسوية النزاع التي تؤدي دورا رئيسيا في تسوية المنازعات والتخفيف من التوترات بين مختلف المجتمعات المحلية.

23- ومن خلال مشروع تنمية البذور ومشروع دعم صغار المنتجين في قطاع الزراعة البعلية التقليدية في ولاية سنار، تم إدخال نموذج عمل جديد مستند إلى الشراكات بين المزارعين والقطاع الخاص (مثل مقدمي خدمات الميكنة، والتجار الزراعيين) لتعزيز الأخذ بالتكنولوجيات الجديدة. وتحققت أيضا ابتكارات تقنية أسهمت في زيادة الإنتاج والإنتاجية الزراعيَين (مثل استخدام المحاريث الإزميلية).

24- **توسيع النطاق**. هناك بعض الأمثلة للممارسات التي بدأ تطبيقها من خلال المشروعات الممولة من الصندوق ويجري توسيعها من جانب الشركاء الإنمائيين الآخرين والحكومة. وبادرت الحكومة ببرنامج الحلول الزراعية المتكاملة الذي يقوم على أساس مشروع دعم صغار المنتجين في قطاع الزراعة البعلية التقليدية في ولاية سنار، ويشمل نفس مجموعات الأدوات التقنية. وانطلاقا من الخبرة المكتسبة من مشروع الصمغ العربي، واصلت الحكومة جهودها واستثماراتها في قطاع الصمغ العربي، بما في ذلك إعداد استراتيجية الصمغ العربي وتعبئة دعم الشركاء الإنمائيين الآخرين من أجل متابعة المشروعات. وهناك أمثلة أخرى على توسيع نطاق تدخلات محددة، مثل نموذج المشاركة في إدارة الموارد الطبيعية أو استخدام لجان التنمية القروية. ومن المشجِّع أيضا أن فرع البنك الزراعي السوداني في أروما بولاية كسلا استمر في تقديم خدمات التمويل الأصغر بعد مشروع القاش.

25- **المساواة بين الجنسين وتمكين المرأة**. شكل الاهتمام بالمساواة بين الجنسين وتمكين المرأة دوما جزءا من تصاميم المشروعات وتنفيذها. وحققت الحافظة إنجازات مهمة في هذا المجال من خلال بناء القدرات، والتنمية المجتمعية، والوصول إلى الأنشطة الإنتاجية التي تناسب احتياجات المرأة (مثل *الجبراكات*، وإدخال المواقد التي تعمل بالغاز، وتجهيز الأغذية). وباتت المرأة تشارك بدور أكبر في الحياة العامة وفي اتخاذ القرارات داخل المجتمع. وطرأ تحول ملحوظ على أدوار الجنسين، ويُشكل ذلك تحديا للأعراف التقليدية، ويغيِّر صورة المرأة ومكانتها في المجتمعات الريفية. ويمكن أن يكون التغيير السلوكي راجعا بصورة معقولة إلى مختلف الممارسات والنُهج التي تنتهجها المشروعات، مثل توعية القيادات التقليدية؛ ومشاركة الرجال والنساء من نفس الأسرة في التدريب على الوعي بالتمايز بين الجنسين؛ والمتابعة المستمرة والالتزام من جانب موظفي المشروعات على مستوى الولايات والمحليات.

26- **إدارة البيئة والموارد الطبيعية**. تضافرت الجهود ليس فقط من أجل تعميق الوعي بالقضايا البيئية، بل وكذلك لبناء القدرات من أجل زيادة الفعالية في إدارة الموارد الطبيعية على المستويين اللامركزي والمجتمعي. ومن

الأمثلة البارزة إدخال الإدارة المشتركة للموارد الطبيعية (التي تركز على طرق الماشية). ومن الجدير بالإشارة كذلك تنظيم عملية تشاورية بدعم من مشروع التنمية الريفية المتكاملة في البطانة أفضت إلى إعداد إطار لحوكمة الموارد الطبيعية. وأسهمت عدة مشروعات في تحسين حالة المراعي والموارد الحرجية وإدارتها بمشاركة نشطة من المجتمع المحلي، بما في ذلك 77 من محميات المراعي المجتمعية (حوالي 000 65 هكتار) و85 غابة مجتمعية (750 41 هكتارا) في مشروع التنمية الريفية المتكاملة في البطانة، وما أشارت إليه التقارير من زيادة في الغطاء الشجري بنسبة 30 في المائة في برنامج إدارة الموارد في غرب السودان، وتشجير/إعادة تشجير 000 14 هكتار من الأراضي في المشروع المتكامل لاحتجاز الكربون الممول من مرفق البيئة العالمية. وقد ساعدت عمليات الترسيم والتسجيل التي دعمتها المشروعات على تعزيز الإحساس القوي للمجتمعات المحلية بملكية هذه الممتلكات المشاع. وساهمت ممارسات صون التربة والمياه في تعزيز القدرة على الصمود في مواجهة الجفاف. وفي مشروع التنمية الريفية المتكاملة في البطانة، غطت جهود تحسينات المدرجات المستندة إلى ممارسات جمع المياه 620 42 هكتارا.

27- وحققت عدة تكنولوجيات وتقنيات آثارا إيجابية على البيئة وسُبل كسب العيش، مثل استخدام الطوب الرملي بدلا من تقنيات البناء التقليدية والحد من قطع الأشجار (برنامج إدارة الموارد في غرب السودان)، ووحدات غاز البترول السائل للطهي لتحل محل الفحم/حطب الوقود (مشروع التنمية الريفية المتكاملة في البطانة، وبرنامج إدارة الموارد في غرب السودان، ومشروع دعم صغار المنتجين في قطاع الزراعة البعلية التقليدية في ولاية سنار) ووحدات توليد الطاقة الشمسية، من بين أمور أخرى.

28- **التكيُّف مع تغيُّر المناخ**. أسهمت جميع النتائج والإنجازات البارزة المرتبطة بإدارة البيئة والموارد الطبيعية المذكورة أعلاه في دور مباشر في دعم التكيُّف مع تغيُّر المناخ والصمود في مواجهته في المناطق البعلية من السودان التي نُفذت فيها المشروعات. وعززت بصفة خاصة ممارسات صون التربة والمياه في الزراعة (مثل الزراعة الحافظة للموارد، وزراعة المدرجات) القدرة على الصمود في مواجهة الجفاف والأمطار الغزيرة من خلال تعزيز توافر المياه وزيادة رطوبة التربة وتحسين مكافحة تآكل التربة. وبالإضافة إلى ذلك، أدخلت المشروعات أصنافا مقاومة للجفاف (مثل أصناف الذرة الرفيعة والفول السوداني). وعززت أيضا ممارسات حماية المراعي وإدارتها (مثل مكافحة التعديات، وإدارة الحرائق) التي استُكملت بتحسين إنتاج الأعلاف وإدارتها (مثل كبس حزم القش) القدرة على الصمود في مواجهة تغيُّر المناخ عن طريق حماية وتحسين المراعي وتحسين جودة وتوافر التغذية التكميلية. ولاقى إدخال الغار كنبات علفي مقاوم للجفاف وذلك في البداية في إطار مشروع سابق وممول من الصندوق في كردفان ثم بعد ذلك في مشروع التنمية الريفية المتكاملة في البطانة تقديرا كبيرا من القائمين بتربية الماشية/الرعاة لملاءمته لظروف البيئة المحلية. وتمثل أيضا الحراجة الزراعية التي تدعمها بعض المشروعات إحدى ممارسات التكيُّف؛ ويمكن للأشجار أن تخفف من تآكل تربة الأراضي وتحول دون تكون الكثبان الرملية.

ثالثا- الأنشطة غير الإقراضية

29- **إدارة المعرفة**. قطع البرنامج القطري للسودان، بدعم من الصندوق وبالتعاون مع الحكومة وموظفي المشروعات، أشواطا واسعة في إدارة المعرفة. وهناك أدلة على تنظيم المعرفة منهجيا وتبادل الدروس المستفادة بين المشروعات، لا سيما في مجال إدارة الموارد الطبيعية وحوكمتها، والإنتاجية الزراعية. وبالإضافة إلى ذلك، قام ممثلون من كينيا بزيارة مشروع التنمية الريفية المتكاملة في البطانة في عام 2018 لتعلم الممارسات الجيدة، لا سيما ممارسات إدارة الموارد الطبيعية. ومن ناحية أخرى، كانت الشراكات في مجال إدارة المعرفة مع الشركاء الإنمائيين الآخرين محدودة. وتراجعت إجمالا جهود إدارة المعرفة نوعا ما في عام 2019 بعد مغادرة موظف الصندوق الذي كان مسؤولا عن دعم هذا المجال في المكتب القطري ونتيجة لعدم كفاية قدرات وحدة التنسيق المركزية للمشروعات الممولة من الصندوق داخل وزارة الزراعة.

وأعدت منتجات معرفية عديدة (مثل الكتيبات ودراسات الحالة) ولكن ثمة مجال لتحسين جودتها وفائدتها ومنفعتها، وكذلك إمكانية الوصول إليها. وعلى المستوى الأساسي، لا تزال نُظم الرصد والتقييم والقدرة على التفكير والتحليل النقدي في المشروعات كأساس لإدارة المعرفة غير كافية.

30- **بناء الشراكات.** يلاحظ التقييم وجود شراكة قوية بين الصندوق والحكومة. ويسود داخل الحكومة شعور مستمر بالتقدير للدعم المتواصل من الصندوق. وتُشكل وحدة التنسيق المركزية للمشروعات الممولة من الصندوق والتي أنشئت داخل وزارة الزراعة في أواخر تسعينات القرن الماضي قناة مهمة للتواصل بين الصندوق وكبار المسؤولين في وزارة الزراعة والوزارات المعنية داخل الولايات. ومن الناحية الأخرى، هناك فرص لتكوين المزيد من الشراكات المنظمة والاستراتيجية مع إدارات التخطيط والإدارات التقنية أو الأذرع البحثية في المؤسسات الحكومية. وفيما يتعلق بالقطاع المالي، أقام الصندوق علاقة جيدة مع مبادرة التمويل الأصغر لبنك السودان المركزي والبنك الزراعي السوداني، ولكن أهميتها تضاءلت خلال الجزء الأخير من فترة التقييم.

31- ويتسم الإنجاز الذي تحقق في المشروعات في مجال بناء المؤسسات المجتمعية والمجتمع المدني على المستوى الميداني بالأهمية. ويُسهم العمل مع الإدارة المحلية والمؤسسات المجتمعية وشبكاتها بصفة خاصة في فعالية دعم الصندوق لحوكمة الموارد الطبيعية والتمكين. وكان التعاون مع المنظمات غير الحكومية محدودا بسبب الافتقار إلى البيئة التمكينية. وأقيمت شراكات مع القطاع الخاص وحققت نتائج مشجعة وتنطوي على المزيد من الإمكانات في هذا المجال.

32- ويمكن للتمويل المشترك المحدود في حافظة الصندوق أن يكون انعكاسا للدعم الضئيل من المانحين في القطاع خلال السنوات الأولى، ولكن الحقيقة تبقى أنه لم تتم دائما الاستفادة من فرص العمل مع وكالات أخرى بشأن القضايا السياساتية والاستراتيجية. ويقر التقييم بعلاقات التعاون والجهود الأخيرة من أجل إقامة تفاعل منظم مع الوكالات الأخرى (مثل الاتحاد الأوروبي، ومنظمة الأغذية والزراعة للأمم المتحدة، وبرنامج الأمم المتحدة للبيئة)؛ وتتجه النية نحو إقامة علاقات تعاون مع عدة منظمات في مجال التغذية.

33- **الانخراط في السياسات داخل البلد.** شملت غالبية المشروعات قضايا السياسات وخرجت ببعض النواتج الملموسة (مثل قانون المراعي والموارد العلفية لسنة 2015 في برنامج تنمية الموارد في غرب السودان، وإطار حوكمة الموارد الطبيعية في مشروع التنمية الريفية المتكاملة في البطانة). وشكَّل هذان المشروعان أداة رئيسية لتمويل عمليات صياغة السياسات من ناحية وتوفير الخبرة والدروس التي تصب في هذه العمليات من الناحية الأخرى. وشكَّل النهج "المتجه من القاعدة إلى القمة" في تناول ومعالجة قضايا السياسات سمة مهمة في الحافظة. وفيما يتعلق بالقضايا المتصلة بحوكمة الموارد الطبيعية بصفة خاصة، اتبعت الحافظة نهجا متعدد الجوانب تمثل في تعزيز المنظمات الريفية للدفاع عن حقوقها؛ وتحسين القدرات والفهم لدى فرق الإرشاد المحلية؛ وتعزيز الائتلافات بين أصحاب المصلحة المتعددين؛ وإيجاد مساحة للحوار.

34- ومن الناحية الأخرى، كان يمكن استخدام الدراسات التحليلية والنتائج ذات الصلة بالسياسات في المشروعات الاستثمارية بمزيد من الفعالية للاستفادة منها أكثر في جدول الأعمال الوطني الشامل للسياسات بالتعاون مع الشركاء الإنمائيين الآخرين - على الرغم من صعوبات الانخراط في السياسات، لا سيما في القضايا المتعلقة بالوصول إلى الموارد الطبيعية وحيازة الأراضي.

رابعا- أداء الشركاء

35- **الصندوق.** حافظ الصندوق عموما على علاقة قوية مع الحكومة، ويُنظر إليه كشريك جدير بالثقة. واتسمت الاستراتيجيات والمشروعات القطرية عموما بتماسكها وملاءمتها، على الرغم من الضعف الذي اكتنف تصميم المشروعات في بعض الحالات، وهو ما تم تصحيحه أثناء التنفيذ. وكانت بعثات الصندوق للإشراف ودعم التنفيذ والمتابعة فعالة، وساهمت في تحسين أداء المشروعات وإدارة المعرفة. وقام المكتب القطري الذي

تنوعت قدرات موظفيه على مر السنوات بأداء دور مهم في إدارة البرنامج القطري. وبفضل الحضور القطري (منذ عام 2005) ووحدة التنسيق المركزية للمشروعات الممولة من الصندوق، حافظ الصندوق على علاقة وثيقة وجيدة مع الحكومة على المستوى الاتحادي ومستوى المشروعات. ومن الناحية الأخرى، كان يمكن تكوين شراكات أقوى مع الوكالات الإنمائية والمشاركة في السياسات بما يتجاوز حافظة المشروعات. ومما يبعث على القلق ما حدث مؤخرا من تخفيض في عدد موظفي المكتب القطري وتقليص المُشاركة المباشرة في بعثات الإشراف.

36- **الحكومة**. كانت الحكومة عموما شريكا متعاونا. وكان الالتزام والتحفيز والأداء في وحدات التنسيق وفرق الإرشاد قويا بصفة عامة، وخاصة على مستوى الولايات والمحليات. غير أنه سُجلت بعض جوانب القصور في متابعة الأنشطة والاستثمارات التي تدعمها المشروعات، وتعزيز الاستدامة، والتمويل النظير (لا سيما التوقيت) وسداد الديون - وهي ترتبط جميعا، على الأقل في جانب منها، بالقيود المؤسسية والمالية للحكومة. وكانت نُظم رصد وتقييم الأداء وجودة البيانات على مستوى الأثر تميل إلى الضعف.

خامسا- أداء استراتيجية البرنامج القطري

37- **الملاءمة**. كانت الاستراتيجية القطرية ملائمة لأولويات البلد واحتياجات الفقراء الريفيين، وبخاصة من حيث تركيزها المتسق على قطاع الزراعة البعلية التقليدية، وحوكمة الموارد الطبيعية وإدارتها، وتمكين الفقراء الريفيين (لا سيما النساء). وكانت مختلف عناصر برامج الفرص الاستراتيجية القطرية من حيث المجالات المواضيعية ومجالات التركيز الشاملة متماسكة ومتوازنة.

38- **الفعالية**. حقق البرنامج القطري بصفة عامة تقدما مُرضيا في اثنين من مجالات الأهداف الاستراتيجية لبرنامجي الفرص الاستراتيجية القطرية للسنتين 2009 و2013 فيما يتعلق بالتمكين والإنتاج الزراعي/الإنتاجية الزراعية. كما تحقق تقدم جيد في تحسين إمكانية الوصول إلى التمويل والأسواق، وإن كان أقل مما في المجالين الآخرين.

39- وسجل البرنامج في مجال حوكمة الموارد الطبيعية وإدارتها، على الرغم من عدم الإشارة إلى ذلك صراحة في الأهداف الاستراتيجية لبرنامج الفرص الاستراتيجية القطرية، عددا من الإنجازات وقدرا كبيرا من المعلومات والمعارف. ومع ذلك، لا يزال ينبغي التوسع في الممارسات الجيدة التي تم إدخالها والمعارف المتولدة وترجمتها إلى ممارسات وسياسات مؤسسية أوسع وتنفيذها. وفيما يتعلق ببنود جدول أعمال السياسات الأخرى المقترحة في برامج الفرص الاستراتيجية القطرية، في حين كانت النتائج التشغيلية والميدانية ملحوظة في عدة مجالات (مثل التمويل الريفي وتغيُّر المناخ)، لم يتحقق سوى تقدم ملموس متواضع على مستوى السياسات. وكان يمكن لزيادة الاستثمار في الأنشطة غير الإقراضية وتحسين الأداء أن تزيد من فعالية البرنامج القطري والاستراتيجية القطرية ككل.

سادسا- الاستنتاجات

40- اتبع الصندوق استراتيجية متماسكة إلى حد كبير وملائمة للسياق واحتياجات الفقراء الريفيين. وفي ظل التركيز على الزراعة البعلية التقليدية فإن ربط تدخلات الإنتاج المحصولي والحيواني بإدارة الموارد الطبيعية وكذلك تمكين المجتمعات المحلية للتخفيف من النزاعات وتسويتها والدعوة إلى الأخذ بممارسات مستدامة كان ملائما وحاسما. وحققت حافظة الصندوق نتائج وآثارا مهمة في عدد من المجالات الرئيسية كان من أبرزها تعزيز القدرات وتحقيق التمكين للفقراء الريفيين ومنظماتهم؛ وتحسين الإنتاجية والإنتاج للقطاع الزراعي/الحيواني؛ وتلبية الاحتياجات الأساسية والاجتماعية (مثل المياه والطرق الفرعية). وتحقق مستوى ملموس من الأداء في المساواة بين الجنسين وتمكين المرأة في سياق مجتمع ريفي متحفظ نسبيا.

41- وأثبتت تجربة الحافظة أهمية الأخذ بنهج متكامل، وأن تلبية الاحتياجات الأساسية (مثل الوصول إلى المياه والتنقل) شرط مسبق لمشاركة السكان المستهدفين في الأنشطة الإنتاجية والإدارة المستدامة للموارد الطبيعية. وأكدت تجربة الحافظة في البلد أيضا أهمية الأخذ بنهج شامل في حوكمة الموارد الطبيعية. غير أن الدروس القيّمة المستفادة من برنامج إدارة الموارد في غرب السودان فيما يتصل بتشجيع جماعات الرعاة على المشاركة لم تُطبَّق على الوجه الكافي في المشروع الجاري للإنتاج الحيواني.

42- يمكن القول بشكل معقول أن الحافظة ساهمت بدور معقول في الحد من مستويات انعدام الأمن الغذائي وسوء التغذية. غير أن التحليلات والمعرفة بشأن أثر التدخلات والنُهج وحجم ذلك الأثر محدودة بسبب افتقار تصاميم المشروعات وأعمال الرصد إلى الاهتمام بتحديد المسارات والمؤشرات ذات الصلة، لا سيما على طول المسار الغذائي.

43- وفي حين أن محاولة التأثير على إطار السياسات لم تكن ناجحة في كل الحالات، حققت بعض المشروعات إنجازات مهمة، لا سيما في مجال حوكمة الموارد الطبيعية. وباتت تحديات التأثير على السياسات معترفا بها تماما، ولكن مع ذلك، ومن أجل الانخراط بمزيد من الفعالية في السياسات، كان يمكن للبرنامج القطري أن ينشئ تحالفا أقوى مع الشركاء المعنيين وأن يبذل جهودا أكبر في الرصد والتقييم، وإدارة المعرفة، والعمل التحليلي، مع الاستفادة من نتائج المشروعات.

44- وتباينت استدامة الفوائد. ففي بعض الجوانب (مثل البنية التحتية صغيرة النطاق على المستوى المجتمعي) تبدو آفاق الاستدامة إيجابية بصفة عامة. ومع ذلك، هناك جوانب أخرى تحتاج فيها الحكومة إلى أداء دور أكثر فعالية - مثل صيانة البنية التحتية صغيرة النطاق. وتتعلق التحديات الرئيسية في هذا الاتجاه بالاستدامة المالية للحكومة والحالة الاقتصادية الصعبة وكذلك القدرات والالتزامات المؤسسية.

45- وكانت طريقة العمل المتبعة في تنفيذ المشروعات وإدارتها فعالة إلى حد كبير في تقديم خدمات المشروعات، مما أدى إلى تحقيق مستويات مرضية عموما من حيث الأداء والأثر. ويمثل ذلك نهجا عمليا في بيئة تفتقر فيها الحكومة إلى الموارد والقدرات. ومن الناحية الأخرى، يرجح أن هذا النهج قلص نطاق تنمية القدرات المؤسسية في الوكالات الحكومية النظيرة بما يتجاوز فرق المشروعات، وأثر بالتالي أيضا على احتمالات توسيع النطاق، وأثر السياسات، واستدامة الفوائد.

46- ويمثل انخفاض قدرة الصندوق (بما في ذلك عدد الموظفين في المكتب القطري) على دعم البرنامج القطري مصدر قلق، لا سيما أن ذلك يمثل في السياق القطري الجديد في السودان فرصة هائلة لتقاسم وتوسيع نطاق النتائج الإيجابية التي تحققت في بيئة أقل تمكينا.

سابعا- التوصيات

47- **التوصية 1: تحديد فرص الشراكات والتمويل المشترك لتوسيع نطاق الإنجازات في المجالات الرئيسية وتوليد أثر أكبر، بما في ذلك ما يلي:**

(1) استكشاف خيارات تعبئة الموارد من أجل برامج متكاملة، بما يشمل التدخلات في مجال البنية التحتية الأساسية. ينبغي للصندوق أن يستكشف خيارات تعبئة موارد التمويل المشترك للبنية التحتية الريفية (مثل الطرق والمياه) من أجل تيسير تهيئة ظروف تجعل المجتمعات المحلية الريفية قادرة على المشاركة في الأنشطة الإنتاجية، والحد من مخاطر الأخذ بنهج تجاري لصالح المجتمعات التي تمتلك موارد أفضل ويمكن الوصول إليها بسهولة أكبر. وينبغي في الوقت نفسه العمل مع الحكومة على صعيد السياسات لوضع وتنفيذ استراتيجية وتعبئة موارد من أجل تحقيق المستوى الكافي من التشغيل والصيانة. ومن المهم في المناطق البعلية دعم توفير المياه، وينبغي أن يُشكل ذلك جزءا من استثمارات الصندوق وتدخلاته التكميلية.

(2) تحديد الشراكات وتعزيزها مع الجهات الفاعلة غير الحكومية والوكالات الإنمائية الأساسية لإنجازات المشروعات وبرنامج الفرص الاستراتيجية القطرية. يحتاج الصندوق إلى تحقيق مزيد من الشمول والمكاسب من الميزة النسبية للمنظمات والمؤسسات الأخرى التي لديها خبرة تقنية تكميلية.

(3) إعادة تركيز الانتباه على التأثير المؤسسي والسياساتي لتعزيز التمويل الشامل. ينبغي للصندوق أن يحدِّد الفرص لمعالجة قضايا السياسات والقضايا البنيوية من أجل تهيئة بيئة تمكينية للتمويل الشامل. وعلاوة على ذلك، ينبغي إعادة النظر في العلاقة مع البنك الزراعي السوداني ومبادرته بشأن التمويل الأصغر من أجل توضيح الرؤية طويلة الأجل والنطاق المطلوب لتعزيز الشراكة الاستراتيجية.

48- **التوصية 2: ضمان الأخذ باستراتيجية استهداف شاملة ومتمايزة.** يلزم بصفة خاصة إيلاء مزيد من الاهتمام لتشجيع المجتمعات الرعوية المتنقلة والأسر الضعيفة على المشاركة بدور أكثر فعالية استنادا إلى نتائج التحليلات التشخيصية السليمة، ورصد مشاركتها وما تحققه من نتائج، والاستفادة في الوقت نفسه من الإنجازات القوية التي تحققت في تعزيز المساواة بين الجنسين وتمكين المرأة، وزيادة دعم الشباب الريفيين.

49- **التوصية 3: دعم تنمية القدرات المؤسسية للوكالات الحكومية النظيرة الرئيسية على المستوى المحلي وعلى مستوى الولايات والعمل في الوقت نفسه على بناء صلات أقوى مع المشروعات الممولة من الصندوق من أجل تعزيز الاستدامة.** يحتاج الصندوق إلى تبني استراتيجية تقوم على أساس التكامل الوثيق مع الوزارات التنفيذية ذات الصلة والوكالات على المستوى اللامركزي. ويمكن أن تبدأ مداخل هذا الدعم في مجالات الوظائف الأساسية لهذه المؤسسات - مثل جمع البيانات وترتيبها (الإحصاءات الزراعية على سبيل المثال)، وتطوير نُظم الرصد والتقييم، وخدمات الإرشاد المشتركة، وصياغة الاستراتيجيات والسياسات.

50- **التوصية 4: تحسين بلورة نظرية التغيير في البلد واستراتيجيات المشروعات التي تؤكد الأثر المتوقع على الفقر.** يلزم إيلاء مزيد من الاهتمام لصياغة مفاهيم المشروعات من أجل تحديد المسارات التي يمكن الوصول من خلالها إلى أهداف المشروعات (مثل الحد من الفقر، وانعدام الأمن الغذائي، وسوء التغذية) عبر مؤشرات ذات صلة ومتسقة لقياس فعالية تدخلات المشروعات وأثرها على طول نفس تلك المسارات.

51- **التوصية 5: تعزيز منصة إدارة المعرفة لتمكين المشروعات التي يمولها الصندوق من تشجيع تبادل المعلومات بين المشروعات والشراكات ودعم الرصد الفعال لحافظة الصندوق.** تتميَّز استراتيجية إدارة المعرفة بطموحها وحسن نواياها، ولكن لا سبيل إلى تحقيقها بدون موارد كافية ودعم تقني وقيادة. ومن المهم أن يستفيد الصندوق وحكومة السودان والشركاء الإنمائيون الآخرون من الخبرة الثرية لحافظة الصندوق في البلد، بما في ذلك الممارسات الجيدة والدروس المستفادة.

52- **التوصية 6: تعزيز قدرة الصندوق على المشاركة بدور أفضل في الإشراف على المشروعات وإجراء الاستعراضات، وإدارة المعرفة، والتنسيق بين الشراكات الاستراتيجية (لا سيما إدارة الموارد الطبيعية) وحوار السياسات.** يمكن أن ينطوي ذلك على موارد بشرية وقدرات تقنية (مثل التوظيف في المكاتب القطرية، أو الدعم التقني من المقر أو المركز دون الإقليمي) وكذلك تخصيص الموارد للارتقاء بالأنشطة غير الإقراضية (مثل تمويل النُهج الابتكارية التجريبية بالمِنح و/أو إشراك الشركاء الاستراتيجيين؛ والدراسات التحليلية). ومن المهم أن يشارك المكتب القطري بدور نشط في مراقبة المشروعات والإشراف عليها ووضع التصورات المفاهيمية لضمان الاتساق في النهج. ويتطلب ذلك بدوره الاستفادة من منصة معرفية فعالة وغنية بالمعلومات. وعلاوة على ذلك، ينبغي للمكتب القطري، بالتعاون مع الشركاء المعنيين، المشاركة بدور أكثر نشاطا في السياسات.

Agreement at Completion Point

A. Introduction

1. The Independent Office of Evaluation of IFAD (IOE) undertook a country strategy and programme evaluation (CSPE) in Sudan in 2019. This CSPE followed the country programme evaluation in 2008 by IOE and was the third country-level evaluation for Sudan. The main objectives of the CSPE were to: (i) assess the results and performance of the IFAD country programme; and (ii) generate findings and recommendations to steer the future partnership between IFAD and the Government for enhanced development effectiveness and rural poverty eradication.

2. The CSPE covers the period 2009-2018. Three key dimensions of the country strategy and programme were assessed in the CSPE: (i) project portfolio performance; (ii) non-lending activities, namely, knowledge management, partnership building and country-level policy engagement; and (iii) performance of IFAD and the Government. Building on the analysis on these three dimensions, the CSPE assesses the relevance and effectiveness at the country strategy and programme level.

3. This agreement at completion point (ACP) contains recommendations based on the evaluation findings and conclusions presented in the CSPE report, as well as proposed follow-up actions as agreed by IFAD and the Government. The signed ACP is an integral part of the CSPE report in which the evaluation findings are presented in detail, and will be submitted to the IFAD Executive Board as an annex to the new country strategic opportunities programme for Sudan. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by the Fund's Management.

B. Recommendations and proposed follow-up actions

4. **Recommendation 1: Identify opportunities for partnerships and cofinancing to scale up achievements in key areas and generate greater impact**, including the following:

   i. Explore options to mobilize resources for integrated programmes, including basic infrastructure interventions. The rural infrastructures funded by IFAD's portfolio, such as rural roads and water provision (for humans and animals), have proven effective and often necessary interventions to address rural poverty, complementing productive activities (crop and livestock production, forestry) and natural resource management. IFAD should explore options for mobilizing cofinancing resources for this purpose so as to facilitate enabling conditions for rural communities to be engaged in productive activities and to reduce the risk of a more commercialized approach favouring the better- resourced and more accessible communities. At the same time, there should also be policy engagement with the Government to develop and operationalize a strategy and mobilize resources for adequate operation and maintenance. Support for water provision (for humans and animals) is key in rainfed areas and needs to be integrated into IFAD investment or complementary interventions.

   ii. Identify and strengthen partnerships with non-state actors and development agencies fundamental to the achievements of the projects and the COSOP. IFAD needs to be more inclusive and gain from the comparative advantage of other organizations and institutions with complementary expertise (e.g. academic and research institutions, civil society organizations, NGOs, bilateral and multilateral development agencies and international agricultural research centres). This is important to strengthen: poverty, food and nutrition analysis and assessments;

conflict analysis; agricultural research; community development; natural resource governance; agriculture policy dialogue; technology transfer; and innovation.

iii. Refocus attention on institutional and policy influence to promote inclusive finance. IFAD should, in collaboration with CBOS and other partners, identify opportunities to address policy-level and systemic issues to develop an enabling environment for inclusive finance. This should build on the experience on the ground in Sudan, as well as IFAD corporate experience and knowledge elsewhere. Support may be within the project framework as well as by mobilizing technical assistance or a grant. Furthermore, the relationship with ABSUMI and ABS should be revisited to clarify a long-term vision and the scope for reinforcing the strategic partnership.

Proposed follow-up: Agreed. IFAD and the Government of Sudan to take the full advantage of the new opportunities and synergies to collaborate with a range of local and international development partners to strengthening Sudan's investment in key sectors such as basic services, agriculture and agribusiness including climate resilience.

- There should be a commitment by IFAD and the Government to enhancing efforts to develop new partnerships and to strengthen coordination in resource mobilization in particular to activities supporting the scaling-up and sustaining impacts generated by development interventions in areas of infrastructure and basic services provision. The added value and the synergies leveraged by government, communities, UN agencies, private sector and development partners in availing additional resources is an opportunity to complementing each other on the programmatic activities through strengthened resource mobilization efforts.
- Stakeholders and partners, such as academia (universities & research institutions), NGOs, CSOs and development partners have to work closely with the government on common agenda related to poverty alleviation, food security, nutrition, agricultural policies, technology transfer, natural resources governance and conflict management through defined long-term vision in prioritizing thematic areas for reform.
- Using experiences emanating from the practical implementation to anchor the policy dialogue on an evidence-based to influence policies and institutions reform. This has added credibility to IFAD's policy engagements and is testimony to the value of having a bottom up policy dialogue approach. The IFAD's experience with ABSUMI remains valid for fostering collaboration among development funding institutions including CBOS to identify opportunities to address policy-level and systemic arrangements to develop an enabling environment for reframing strategic partnership for inclusive finance to rural investment activities.

Responsible partners: all projects/programmes, Ministry of Finance and Economic Planning, Directorate of Foreign Finance, Ministry of Agriculture and Natural Resources, International Relations Department, other relevant line ministries departments, UN agencies, Donors and IFAD.

Timeline: 2020 onward. Government strategies and agreements will give special attention to the promotion of co-financing through government partnership with international financing institutions and allocation of counterpart funding from government resources. MoFEP and MoANR to provide sufficient support to strengthening of partnership with technology promotion and MFIs.

5. **Recommendation 2: Ensure an inclusive and differentiated targeting strategy**. In particular, greater attention is needed to more effectively engage mobile pastoral communities as well as vulnerable households based on sound diagnostic analyses, and to monitor their participation and outcomes, while building on the solid achievements made in promoting gender equality and women's empowerment and reinforcing support for the rural youth.

   Proposed follow-up: Agreed. Mobile pastoral communities have truly been targeted by completed and ongoing IFAD projects in Sudan. Effective outreach and targeting approaches should be considered for better engagement of such categories through comprehensive analysis of their needs and demand for services. The approaches should take into account the geographical areas, type and timing of interventions, gender and specific needs, building on proper situational analysis and in-depth understanding of the context.

   - Projects outreach and targeting approaches to consider engagement of mobile pastoralists through targeting and selection criteria based on understanding the pattern of their livelihoods.
   - Studies and assessments conducted by government, projects and partners must serve to highlight gaps in services directed to different components of the communities.

   Responsible partners: all projects/programmes, government related ministries and departments at federal and state levels and IFAD.

   Timeline: 2020 onward. Federal and state levels government will provide clear guidance on poverty targeting approaches and strategies that will be imbedded in the new COSOP (2021-2026) for the Sudan.

6. **Recommendation 3: Support the institutional capacity development of key government counterpart agencies at local and state levels, while building stronger links with IFAD-financed projects, to enhance sustainability.** IFAD needs to adopt a strategy of closer integration with relevant line ministries and agencies at a decentralized level (especially those responsible for agriculture, animal resources and range, and water). Key entry points for support could be in the areas of essential functions of these institutions – for example, data collection and collation (e.g. agricultural statistics), the development of M&E systems for government and non-government interventions in the sector(s), shared extension services, and the formulation of strategies and policies.

   Proposed follow-up: Agreed. This requires government and IFAD to consider existence of sustainability elements in terms of institutions, implementation arrangements, technical capacities and financial resources to be secured with sufficient functionality and adequate governance and transparency measures.

   - Starting from the design of the projects, sustainability factors should be taken into account based on a solid analysis of existing government and community institutions to ensure their capability in taking over the responsibility of upscaling and sustaining the development impacts and results.
   - Government is a key community supporter in better planning by forming the structures and organizations to provide the legal, administrative and financial requirements for sustainable development.
   - IFAD will ensure a critical institutional assessments would be carried out to inform the exit strategy planned at the design of projects to satisfy the sustainability requirements. Hence, design of interventions should pay full attention to the sustainability factors throughout the implementation and evaluation of the interventions.

Responsible partners: all projects/programmes, government related ministries and departments at federal and state levels, targeted communities and IFAD.

Timeline: 2020 onward. All designs of the new projects/programmes have to ensure integration of sustainability elements including resources in every development intervention.

7. **Recommendation 4: Better articulate the theory of change in country and project strategies that underlines the expected poverty impact.** Greater attention is required at the project conceptualization stage to identify the pathways through which the project goals (e.g. reduced poverty, food insecurity and malnutrition) could be achieved. Consistent indicators for measuring the effectiveness and impact of project interventions should be set along the same pathways. This will contribute to a more effective monitoring and analysis of the activities which lead to scaling-up of good practices that bring fundamental changes in the livelihood contexts of the engaged rural communities.

Proposed follow-up: Agreed. Usually development strategies require government to put in place specific planning, participation and evaluation methodologies with the involvement of the communities to promote socioeconomic changes. These strategies show how expected outcomes occur over the short, medium and longer terms as a result of a joint work.

- Goals assist in selecting right implementation arrangements and practices in achieving the specified objectives within specific timeframes. The government has a fundamental role in setting the strategies and objectives for creating the intended changes.
- All stakeholders including government and communities should adopt effective/efficient monitoring tools to track the changes encountered from applied practices and interventions.
- Outcome evidences will be used to convincing decision and policy makers on results for improvement. Stakeholders are encouraged to adopt qualified monitoring and evaluation systems and equipment.

Responsible partners: all projects/programmes, Ministry of Finance and Economic Planning, Directorate of Foreign Finance, Ministry of Agriculture and Natural Resources, International Relations Department, other relevant line ministries departments, state-level ministries and departments, communities and IFAD.

Timeline: 2020 onward. Government ministries will lead the technical implementation of the development projects to provide guidance on government priorities and objectives for defining changes under questions. As well, strengthening its monitoring mechanisms to qualifying and quantifying results of interventions and value of resources.

8. **Recommendation 5: Strengthen the KM platform for IFAD-financed projects to foster information-sharing across the projects and partnership, as well as to bolster effective monitoring of the IFAD portfolio**. The strategy for KM is ambitious and well intentioned, but without sufficient resources, technical support and leadership it will not be realized. It is important that IFAD, the Government of Sudan and other development partners benefit from the rich experience of the IFAD portfolio in the country, including good practices and lessons learned.

Proposed follow-up: Agreed. The Country KM Strategy contributes to meeting the Sudan portfolio targets, enhances the implementation of the RB-COSOP, generates evidence-based knowledge that improves the effectiveness, efficiency and quality of IFAD's operations for greater outreach and impact as well as improve visibility, credibility and influence on sustainable rural development.

- Key stakeholders including the Central Coordination Unit (CCU), the projects, key Ministries at State and Federal level, communities and the ICO to avail financial and human resources as well as, creation of suitable structures and facilities for the implementation of the KM strategy.
- Ministries at state and federal level, beneficiaries organizations and partners to foster better planning, coordination and dissemination (better audience targeting) of knowledge and good practices with the purpose of supporting the sustainability and scaling up of successes.
- Technical capacities from government staff, projects staff, CCU, communities and partners to be strengthened and equipped with appropriate tools and facilities to maximize use of KM in improving outcomes and impact of development interventions, as well as policy engagement.

Responsible partners: all projects/programmes, Ministry of Finance and Economic Planning, Ministry of Agriculture and Natural Resources, Ministry of Animal Resources and Fisheries, CCU, state-level ministries and departments, communities, relevant partners and IFAD.

Timeline: 2020 onward. The government line ministries will link the existing KM platforms, activities and structures with IFAD-funded projects strategies through better coordination and leadership.

9. **Recommendation 6: Strengthen IFAD's capacity to be better engaged in project supervision and reviews, KM, coordination across strategic partnerships (especially on NRM), and policy dialogue.** This could involve human resource and technical capacities (e.g. staffing at the country office, technical support from headquarters or the subregional hub), as well as resource allocation to upgrade non-lending activities (e.g. grant funding to pilot innovative approaches and/or to engage strategic partners; analytical studies). It is important that the country office be more actively engaged in project oversight, supervision and conceptualization to ensure consistency in approach. This in turn needs to draw upon an effective and informative knowledge platform. Furthermore, the country office, in collaboration with relevant partners, should be more active in policy engagement in the new political environment emerging in Sudan.

Proposed follow-up: Agreed. The ICO has control over field missions besides handling other variety of obligations, not limited to, the day-to-day follow up with government and projects on portfolio management and operations and contributing to the UNCT responsibility framework:

- IFAD Country Office (ICO) should maximize the use of its financial resources and technical capacities (human resources) to improve its engagement in the non-lending activities.
- Government to facilitate identifying areas for policy engagement and to provide effective follow-up procedures and regulatory frameworks for investment on KM products for the sake of creation conducive environment for development initiatives to widen the scope of benefits generated by collaborative development interventions.

Responsible partners: IFAD Headquarters, IFAD Country Office and government related line ministries and departments.

Timeline: 2020 onward. ICO will communicate and work closely with the Headquarters, sub-regional hub, government and projects to promote engagement in all country related activities.

Signed by:

Azhari Idries Bakhiet
Acting /Undersecretary of Economic planning
Ministry of Finance and Economic Planning - Sudan

Date: 08/09/2020

Mr Donal Brown
Associate Vice-President, Programme Management Department
International Fund for Agricultural Development

Date: 01/10/2020

Main report

Contents

Currency equivalent, weights and measures

Currency equivalent

US$ 1 = SDG 47 (Sudanese pounds) (as of March 2019)

Weights and measures

1 ton	=	1,000 kilograms
1 hectare	=	2.47 acres
1 feddan	=	0.42 hectares/1.037 acres

Abbreviations and acronyms

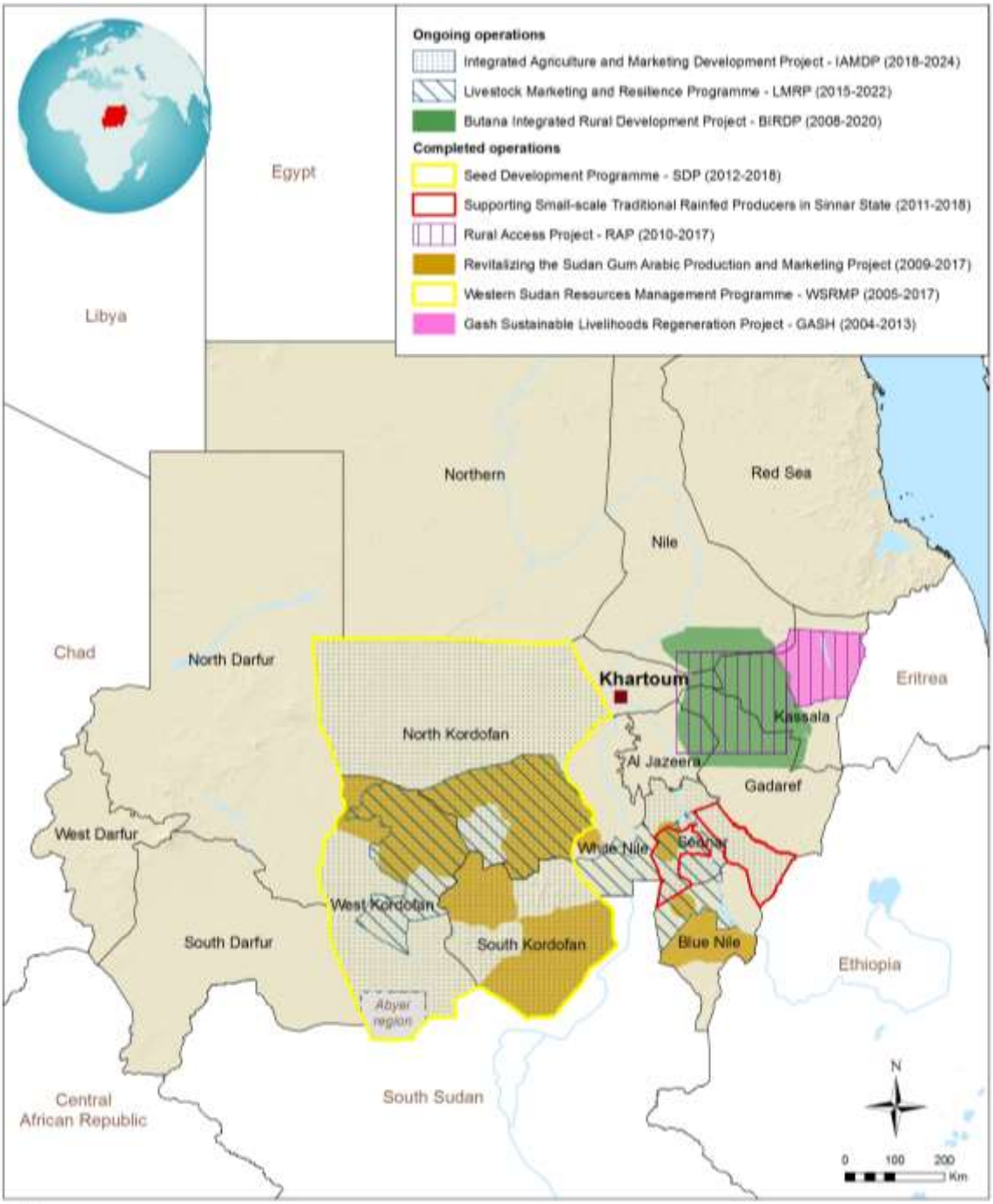
ABS	Agricultural Bank of Sudan
ABSUMI	Agricultural Bank of Sudan Microfinance Initiative
ADAPT	Adapt for Environment and Climate Resilience in Sudan
AfDB	African Development Bank
ARC	Agricultural Research Corporation
ASAP	Adaptation of Smallholder Agriculture Programme
BDA	Butana Development Agency
BDF	Butana Development Fund
BIRDP	Butana Integrated Rural Development Project
CBOS	Central Bank of Sudan
CCU	Central Coordination Unit for IFAD-financed projects (under Federal Ministry of Agriculture)
CDC	community development committee
COSOP	country strategic opportunities programme
CPMT	country programme management team
CSPE	country strategy and programme evaluation
DFID	Department for International Development
DSF	debt sustainability framework
EFA	economic and financial analysis
EIRR	economic internal rate of return
FAO	Food and Agriculture Organization of the United Nations
FNC	Forests National Corporation
GALS	gender action learning system
GAPA	Gum arabic producers association
GAPM	Revitalizing the Sudan Gum Arabic Production and Marketing Project
GASH	Gash Sustainable Livelihoods Regeneration Project
GDP	gross domestic product
GEF	Global Environment Facility
IAMDP	Integrated Agriculture and Marketing Development Project
ICARDA	International Centre for Agricultural Research in the Dry Areas
ICSP	Integrated Carbon Sequestration Project in the Sudan
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IOE	Independent Office of Evaluation of IFAD
IsDB	Islamic Development Bank
IWMI	International Water Management Institute
KM	knowledge management
LMRP	Livestock Marketing and Resilience Programme

M&E	monitoring and evaluation
MDTF	Multi-Donor Trust Fund
MFI	microfinance institution
MTR	mid-term review
NEN	Near East, North Africa and Europe Division (of IFAD)
NGO	non-governmental organization
NRGF	Natural Resource Governance Framework
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
OFID	OPEC Fund for International Development
OPEC	Organization of the Petroleum Exporting Countries
PENHA	Pastoral and Environmental Network in the Horn of Africa
PCR	project completion report
PCRV	project completion report validation
PCU	project coordination unit
RAP	Rural Access Project
REDD+	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
SCG	savings and credit group
SCU	state coordination unit
SDG	Sustainable Development Goal
SDP	Seed Development Project
SUSTAIN	Supporting Small-scale Traditional Rainfed Production in Sinnar State
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDO	United Nations Industrial Development Organization
VDC	village development committee
WFP	World Food Programme
WSRMP	Western Sudan Resources Management Programme

Glossary

Abbala	A nomadic pastoralist group that raises camels and sheep and few goats mainly in the desert and semi-desert areas
Baggara	A nomadic pastoralist group that raises cattle with sheep and goats in the savannah belt towards the south (of Sudan)
dar	Homeland
guar	Drought tolerant fodder plant
hafir	Earthen tank water storage structure
hima	Communal grazing areas surrounding villages
jubraka	Small home garden
makharif	Rainy season camping areas
masaeif	Dry season camping areas
omda	Mid-level village or nomadic camp headman
sanduq	Literal translation is "box" or "trunk". In the context of rural development initiatives, the term is used for member-based savings and credit groups as well as "saving/cash box" used in these groups
sheikh	Village or nomadic camp headman
wadi	A valley, ravine or channel that is dry except in the rainy season. Seasonal stream

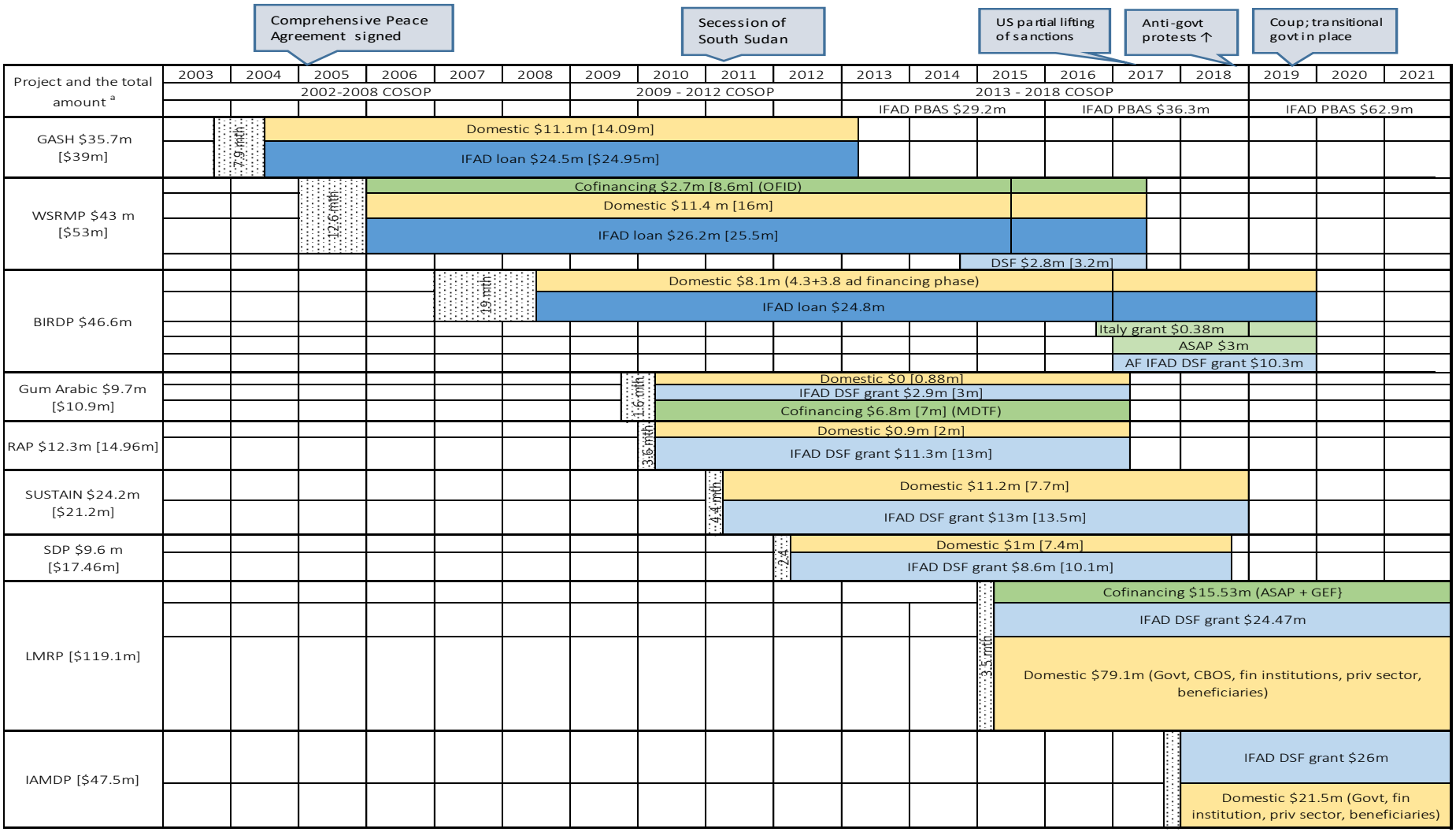
Map of IFAD-supported operations in the Republic of the Sudan



IFAD

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

Sudan timeline: country events and IFAD activities



a For investment projects - not including GEF-financed ICSP associated with BIRDP (US$3.65 mill) and LESP associated with LMRP (US$9.6 mill). Actual [and planned] amounts where available.
"Domestic" includes Government financing, as well as contribution by beneficiaries, partner financial institutions, private sector, etc.
AF: additional financing. PBAS: performance-based allocation system. For other acronyms, refer to the list in page iii.

The Republic of Sudan
Country Strategy and Programme Evaluation

I. Background

A. Introduction

1. In line with the International Fund for Agriculture Development (IFAD) Evaluation Policy[1] and as approved by the 125th session of the IFAD Executive Board in December 2018, the Independent Office of Evaluation (IOE) has undertaken a country strategy and programme evaluation (CSPE) in Sudan. This follows the country programme evaluation (CPE) conducted in 2008 by IOE and is the third country-level evaluation.[2]

2. Sudan became a Member State of IFAD in 1977, and the first IFAD loan was approved in 1979. Since then, IFAD's presence in the country has been uninterrupted, earning the Fund a label of one of the few financial institutions and development partners in agricultural and rural development in the country.

Table 1
Snapshot of IFAD operations in Sudan since 1979*

Description	*Key figures [for 9 investment projects covered by CSPE]*
Total loans-funded projects and programmes approved	21 [9]
Total amount of IFAD financing	US$335 million [US$198.4 million]
Counterpart funding (Government and beneficiaries)	US$285.6 million [US$152.6 million]
Cofinancing amount	US$173.3 million [US$24.2 million]
Total portfolio cost	US$815.4 million [US$375.1 million]
IFAD financing terms	DSF grant; loans at highly concessional terms
Focus of operations	Credit and financial services; agricultural development; livestock; community development; natural resource management
Country strategic opportunities programme	2002; 2009; 2013
Country presence in Sudan	Country programme officer in place since 2005; country programme manager resident since 2009
Country director/Country programme managers**	Since 2017 Tarek Ahmed; previously: Mohamed Abdelgadir (acting, 2016-2017); Hani Abdelkader El Sadani (2013-2016); Rasha Omar (2003-2013)

* Not including the project approved in September 2019
** The title changed from country programme manager to country director recently.

3. The conduct of this CSPE coincided with the time of a fundamental change in the country and the beginning of a transition period, following the ousting of the president in April 2019 and a historical power-sharing deal in August 2019. This recent change and new context are reflected in the evaluation, in particular for generating recommendations.

B. Objectives, methodology and processes

4. **Objectives.** The main objectives of the CSPE were to: (i) assess the results and performance of the IFAD-financed strategy and programme in Sudan; and (ii) generate findings and recommendations for the future partnership between IFAD and the Government of Sudan for enhanced development effectiveness and rural

[1] IFAD. 2011. Evaluation policy.
[2] A country portfolio evaluation was conducted in 1994.

poverty eradication. The findings, lessons and recommendations from this CSPE are expected to inform the preparation of the new IFAD country strategy.

5. **Scope.** This evaluation examined the partnership between IFAD and the Government of Sudan between 2009 and 2018, which has been mainly guided by and covered in the two country strategic opportunities programme (COSOPs, 2009 and 2013). The assessment covers investment financing, non-lending activities,[3] and country programme strategy and management.

6. The portfolio covered by this CSPE includes nine investment projects (see table 2), with the oldest financing having been approved in 2003. Three projects were designed prior to the 2009 COSOP but were still reflected in the 2009 COSOP. The nine projects can be grouped into four: (i) one completed project evaluated by IOE (GASH); (ii) five completed projects initiated by IFAD (WSRMP, RAP, SUSTAIN, SDP, BIRDP) – project completion reports (PCRs) for four projects (except for BIRDP) have been validated by IOE; (iii) one completed project for which IFAD was a minor co-financier (GAPM); and (iv) two ongoing projects (before mid-term at the time of the CSPE mission, i.e. LMRP, IAMDP). In addition, the CSPE also covered the Global Environment Facility (GEF)-funded project, Integrated Carbon Sequestration Project in the Sudan (ICSP) but without ratings.

Table 2
Evaluability of projects covered by Sudan CSPE

Project Name	*Financing terms* [a]	*Project period*	*Disbursement % (status)* [b]	*Evaluation criteria* [c]
IFAD investment financing				
Gash Sustainable Livelihoods Regeneration Project (GASH)	HC	2004-2012	97 (closed)	All criteria (evaluated 2014)
Western Sudan Resources Management Programme (WSRMP)	HC, DSF	2005-2016	99 (closed)	All criteria
Butana Integrated Rural Development Project (BIRDP)	HC, DSF, ASAP	2008-2019	Close to 100[d] (completed)	All criteria
Revitalizing the Sudan Gum Arabic Production and Marketing Project (GAPM)	DSF	2009-2014	96 (closed)	All criteria
Rural Access Project (RAP)	DSF	2010-2015	94 (closed)	All criteria
Supporting Small-scale Traditional Rainfed Producers in Sinnar State (SUSTAIN)	DSF	2011-2018	97 (closed)	All criteria
Seed Development Project (SDP)	DSF	2012-2018	100 (closed)	All criteria
Livestock Marketing and Resilience Programme (LMRP)	DSF, ASAP, GEF	2015-2022	42 – DSF 29 – ASAP 19 - GEF (ongoing)	Relevance, efficiency
Integrated Agriculture and Marketing Development Project (IAMDP)	DSF	2018-2024	10 (ongoing)	As above
GEF-funded				
Integrated Carbon Sequestration Project in the Sudan (ICSP)	GEF Grant	2013-2019	71 (ongoing)	Reviewed for all criteria but not rated

[a] Financing terms: HC - loans on highly concessional terms; DSF – grants under the sustainability framework
[b] Data from the Oracle Business Intelligence (country summary sheet) – as of September 2019
[c] See Chapter 3 of the Evaluation Manual (second edition, IFAD 2015) for more information on the evaluation criteria.
[d] Four funding sources combined. Only for the additional DSF financing, the rate is lower (94 per cent). For the other funding sources, the rates are between 98 and100 per cent.

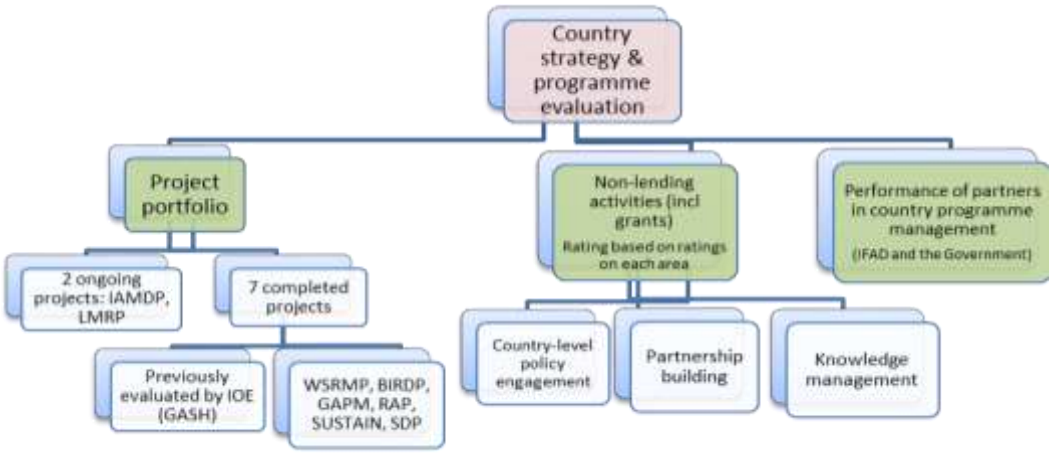
[3] The terminology "non-lending activities" may be misleading, since most of the IFAD financing during the evaluation period was in *grants* under the debt sustainability framework (DSF). Hence, the term should be understood as activities, inputs and outputs not strictly within the investment projects but those outside the investment projects.

7. **Methodology.** The CSPE followed the IFAD Evaluation Policy[4] and the IFAD IOE Evaluation Manual (second edition, 2015).[5] The approach paper for this CSPE served as a further and specific guidance for the exercise. To guide the CSPE, an evaluation framework was developed as part of the CSPE approach paper. The evaluation questions, mostly derived from the IFAD IOE Evaluation Manual but some also adapted or added, guided data collection.

8. The following three key dimensions are assessed in the CSPE:[6]
   - Investment portfolio performance, based on the standard IOE evaluation criteria for each project (i.e. relevance, effectiveness, efficiency, rural poverty impact, sustainability of benefits, innovation, scaling-up, gender equality and women's empowerment, environment and natural resource management, climate change adaptation) – see annex I for the definition of criteria;
   - Non-lending activities (knowledge management, partnership-building, policy engagement, grants);
   - Performance of IFAD and the Government (both at project level and at the level of overall country programme management and related processes).

9. Building on the analysis of these three dimensions, the CSPE assesses the relevance and effectiveness at the country strategy level. The performance in each of the criteria and the "building blocks" is rated on a scale of 1 (highly unsatisfactory - lowest) to 6 (highly satisfactory - highest),[7] which then informs an overall achievement rating for the IFAD-Government partnership.

Figure 1
Schematic overview of CSPE building blocks



10. Based on the desk review, and discussions with IFAD and the Government, the CSPE identified main thematic areas in the investment portfolio. Furthermore, while the assessment follows the standard evaluation criteria and the CSPE building blocks (see paragraph 9 and annex I), the evaluation paid attention to the areas of key focus as identified in the approach paper: (i) natural resource governance and management; (ii) factoring fragility; (iii) access to finance; (iv) institutional arrangements for project implementation and management, oversight and coordination for the IFAD-funded portfolio; and (v) sustainability of benefits.

11. In general terms, the principles of theory-based evaluation were applied in an attempt to evaluate plausible causal relationships between different interventions

[4] http://www.ifad.org/pub/policy/oe.pdf.
[5] http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf.
[6] For more information, refer to the Evaluation Manual (second edition, IFAD 2015), in particular chapters 3 and 6. http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf.
[7] The standard rating scale adopted by IOE is: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

within and across each investment project, as well as different elements of the country strategy and programme (see also annex VIII). Triangulating the data and evidence from different sources, the evaluation seeks to validate the reported results and impact – for example, by assessing to what extent intended results chains under the projects are corroborated by available evidence, or examining broader contextual issues and potential alternative factors for results and impact and reassessing the plausibility of results chains and key assumptions.

12. **Sources of evidence.** The data and the evidence for this evaluation were derived from multiple sources: (i) project-related documentation; (ii) country programme-related documents (e.g. country strategy); (iii) relevant IOE and other evaluations; (iv) interviews and discussions conducted for the CSPE – with beneficiaries, project staff, government officials, partners, IFAD staff and other resource persons; (v) direct observations (e.g. infrastructure, home gardens); (vi) other country background data and information; and (viii) self-assessments conducted for the CSPE (by the Government and IFAD).

13. The field visits were conducted in two phases, the first one during the CSPE main mission covering different project sites in eight states, and the second one focused on the pastoral communities in relation to WSRMP in North Kordofan and Western Kordofan (see paragraph 16). In conducting field visits during the main mission, the CSPE team split into two or three subgroups to cover different communities and/or different activities. In many cases, within the same subgroup and in the same location, team members further split to cover different aspects, activities and subgroups in the same community, the latter also in order to ensure that present community members felt free to voice their views and that the discussions captured different perspectives (e.g. separate discussions with women/men, or separating project/ministry staff, traditional leaders and community members).

14. **Evaluation process.** IOE fielded a CSPE preparatory mission in April 2019. The main evaluation mission was initially scheduled for June 2019, but due to the country situation at the time, it was postponed and eventually took place in September. Between the preparatory mission and the main mission, the following activities were undertaken: (i) desk-based review; (ii) preparation of the draft approach paper and its finalization based on comments by IFAD and the Government; (iii) self-assessments of project performance (by project staff/Government) and non-lending activities (by IFAD and the Government); (vi) consultations with project staff on field visit scheduling; (vii) continued desk review; and (viii) preparation/refinement of evaluation tools and questions.

15. During the main mission (15 September – 7 October 2019), from 18 to 23 September and from 25 September to 1 October 2019, the team conducted field visits in eight states (Sinnar, North Kordofan, West Kordofan, River Nile, Khartoum, Kassala, Al Jazeera and Gadaref).[8] Other days were spent in Khartoum for interviews, discussions and writing. The team presented preliminary findings at a wrap-up meeting on 7 October 2019, which was chaired by Undersecretary and Director of International Organizations, Directorate of Foreign Financing of the Ministry of Finance and Economic Planning. The wrap-up meeting was attended by representatives from the counterpart/partner government agencies, project staff and IFAD.

16. An additional field visit was conducted from 10 to 17 October 2019 by two team members (national consultants) to ensure that the evaluation obtained views from mobile pastoral communities (five were met). This arrangement was made since scheduling interactions with these communities during the main mission would

[8] The field visits focused on the following projects: SUSTAIN; SDP; WSRMP; BIRDP; RAP; ICSP; and GASH to a lesser extent (focused follow-up on earlier IOE project evaluation).

have been challenging in terms of logistics and time, also due to the difficulties in predicting their locations in advance and access to them.

17. Following the main mission and in parallel to the pastoral community field visit, the team continued with further document reviews and analysis of primary and secondary data obtained. The resulting draft report was peer-reviewed within IOE. It was thereafter shared with the IFAD's Near East, North Africa and Europe Division (NEN) and the Government of Sudan. The comments by IFAD and the Government have been taken into account in the final report.

18. Annex VI includes a list of people interviewed, and the states, localities and communities visited.

19. **Limitations.** As is often the case with a CSPE in a country with a large portfolio, there was a limit to the coverage by the field visits. The country is vast and the project areas are extensive. For example, the Butana area covered by BIRDP occupies about 65,000 square kilometres (km^2); WSRMP demarcated three (livestock) stock routes with a total length of over 4,470 km. Often the project villages are remote and not easily accessible. These conditions put an inevitable limitation to the extent to which the CSPE team's requests to visit certain activities or locations could be met.

20. The major limitation was related to the availability and quality of data (especially quantitative) on outputs, outreach, outcomes and impacts. Where some sort of impact assessments or surveys (e.g. on crop yield) were conducted, the sampling approach and the methodology used, as well as the data quality and the reliability of derived findings, were questionable in many cases (e.g. SUSTAIN impact assessment, SDP assessment on crop production).

21. In order to address these limitations, the CSPE has drawn data and information from different sources to the extent possible (other available data, interviews and discussions with stakeholders, direct observations) to be triangulated with the project data to make an informed assessment.

Key points

- This is the third country-level evaluation in Sudan, following the one conducted in 2008, and covers the period 2009-2018 with a portfolio of nine investment projects. The CSPE assesses the results and performance of the investment portfolio and non-lending activities, and the performance of IFAD and the Government, guided by the 2009 and 2013 COSOPs.
- The conduct of this CSPE coincided with the time of a fundamental change in the country and the beginning of a transition period. This recent change and new context are reflected in the evaluation, in particular for generating recommendations.
- The main purpose of this CSPE is to assess the results and performance of the IFAD-financed strategy and programme, and generate findings and recommendations for the future partnership between IFAD and the Government of Sudan.
- The CSPE is based on a desk review of existing data and documentation, interviews and focus group discussions with stakeholders, beneficiaries, other key informants and resource persons, and direct observations in the field. A field visit with a focus on mobile communities in Kordofan states was organized separately.
- The evaluation was faced with the challenge of inadequate and inconsistent data, especially about outcomes and impacts. There was also a limit to the coverage by field visits, given the extensive project areas. The CSPE team drew data from multiple sources and triangulated them to inform the assessment.

II. Country context and IFAD's strategy and operations for the CSPE period

A. Country context

Geography, political context and economy

22. **Geography and population.** With the total land area of 1.882 million km^2,[9] Sudan is the third largest country on the African continent.[10] It is bordered by the Central African Republic, Chad, Egypt, Eritrea, Ethiopia, Libya and South Sudan. The total population in 2017 was estimated at 40.5 million, of which 65.6 per cent was rural.[11] While Arabic is spoken by most Sudanese, there are more than 70 linguistic and ethnic groups present across the country, reflecting the diversity of the nation.[12]

23. Sudan has a tropical climate. Rainfall is erratic and varies significantly in different areas. In the northern part of the country, rainfall occurs for two to three months and varies from 200 mm in the centre of the country to 25 mm northwards towards the border with Egypt. In the south, the annual rainfall barely exceeds 700 mm and is concentrated in four months. The unreliable nature of rainfall, together with its concentration in short growing seasons, heightens the vulnerability of Sudan's rainfed agricultural systems and explains widely-practised livestock mobility (see paragraph 34). Variable climate can result in both droughts and floods. Climate change is evidenced with reduced rainfall in the last 40 years and desertification.[13] The Sahara Desert is reported to be advancing at a rate of about 1.5 km per year due to human-caused climate change and natural climate cycles.

24. **Political context and administration.** The political context is changing dramatically. The year 2019 witnessed a historic moment: Following the ousting of the president who was in power for 30 years 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, and a new prime minister was appointed. This significant change followed a series of anti-government protests, which were originally triggered by the rising cost of living (bread and fuel).

25. Since independence in 1956, the country has experienced a series of civil wars and conflicts. The Comprehensive Peace Agreement of 2005 between the Government of Sudan and the Sudan People's Liberation Army ended the warfare and eventually led to the independence of South Sudan in 2011. However, conflicts still continued, especially in Darfur,[14] South Kordofan and Blue Nile. The country has been among those on the list of fragile situations[15] and was ranked eighth in 2019 (out of 178 countries) for fragile state index.[16]

26. Under a decentralized system, Sudan has federal and state governments. At the federal level, the country has a bicameral legislature system, with the Council of Ministers and the National Assembly. There are 18 states, each with own executive

[9] http://www.sd.undp.org/content/sudan/en/home/countryinfo.html There are other sources that indicate a slightly different figure, 1.886 million square kilometers.
[10] Sudan was the largest country in Africa before the secession into current Sudan and South Sudan on 9 July 2011.
[11] World Bank DataBank.
[12] United Nations in Sudan (http://sd.one.un.org/content/unct/sudan/en/home/about.html - accessed May 2019)
[13] FAO. 2015.
[14] The African Union - United Nations Hybrid Operation in Darfur has been present since July 2007, but in 2017 it was decided to draw down its troop and police strength in phases.
[15] Based on the harmonized list of fragile situations which is derived from averaging the World Bank Group country policy and institutional assessment scores with those of relevant regional development banks' ratings. The list includes countries or territories with a harmonized country policy and institutional assessment rating of 3.2 or less and/or the presence of a UN and/or regional peace-keeping or political/peace-building mission during the last three years. The list has gone through changes in terms of classification from the Low Income Countries Under Stress List (2006-2009), to the Fragile States List (2010) to the now Harmonized List of Fragile Situations (2011-).
[16] Fragile State Index by the Fund for Peace https://fragilestatesindex.org/

government and legislative council. Thus, the states retain a wide range of legislative and executive powers, mainly in areas related to public services (e.g. education, health), while the federal government focuses on central planning, foreign policy and defence.

27. **Economy.** The structure of the Sudan's economy has changed significantly over time (annex X). From the early 2000s to 2011, Sudan benefited from extensive discoveries of oil. During this period, the country experienced a high gross domestic product (GDP) growth rate (averaging 6.8 per cent) but the economy boom ended in 2011 with the significant loss of revenues from crude oil exports due to the secession of South Sudan. The GDP growth rate recovered later, contributed by gold exports along with an improving trade of agricultural products, especially livestock,[17] but the exports of goods and services as a share of GDP remain low: 9.7 per cent in 2017 compared to 19.7 percent in 2010.[18]

28. The loss of oil revenue coupled with a heavy debt burden, United States sanctions (which were revoked with effect from 12 October 2017[19]), and volatile domestic and regional political environments weighed on economic performance. A series of stabilization and reform efforts during 2011-2016 provided some support for the required economic adjustment, but fiscal and external imbalances persist. From late 2017 the inflation rate soared.[20] Rising demand for cash due to inflation, lack of trust in the banking system and the central bank's policy of restricting the money supply to protect the Sudanese pound contributed to cash shortages.

29. External public borrowing in Sudan has been limited due to its arrears with creditors. Total public debt in Sudan was 116 per cent of GDP by the end of 2016.[21] At the end of 2015, its external debt amounted to US$50 billion (61 per cent of GDP) in nominal terms, about 84 per cent of which was in arrears.[22]

30. **Financial sector.** Sudan's financial sector is dominated by banks operating under Islamic modes of finance and was composed of 37 banks at the end of 2016. The Central Bank of Sudan (CBOS) has been promoting the microfinance sector: it developed "the vision" for the sector in 2006, established the Microfinance Unit in 2007 and developed the National Comprehensive Microfinance Strategy (2013-17). The aims of the strategy included: (i) improve policies and encourage regulations conducive to promoting the microfinance sector; (ii) improve the supporting microfinance infrastructure; (iii) expand and diversify financial services and their distribution by sector and region; (iv) consolidate the availability of information and technology; and (v) consolidate models of successful microfinance projects.[23] CBOS regulates the microfinance sector, including both banks and microfinance institutions (MFIs). CBOS also regularly issues "policies" (or circulars) covering issues related to the whole financial/banking systems, including a directive to banks to allocate a certain percentage of the portfolio to microfinance (wholesale or retail lending), ranging from 12-15 per cent; however, the targets are never met. Apart from setting such targets, CBOS has directed banks to focus on providing facilities to those MFIs that redirect the funds to high-priority productive and social sectors, or specific groups such as graduates or women. Another example of steps taken by the CBOS in 2010 to encourage microfinance services was the

[17] World Bank 2015.
[18] World Bank DataBank. According to the 2017 data, the share of exports of goods and services in Sudan was the fifth lowest among all countries.
[19] Comprehensive United States sanctions on Sudan, levied in 1997 and expanded in 2006, were lifted in October 2017, allowing previously banned financial and trade transactions between United States citizens and entities and their Sudanese counterparts. However, Sudan continues to be designated by the United States as a state sponsor of terrorism, preventing full normalization of relations with the United States (https://www.worldbank.org/en/country/sudan/overview).
[20] From 25.2 per cent (December 2017) to 66.8 per cent in August 2018, 72.9 per cent in December 2018 and then declined somewhat to 43.5 per cent in January 2019. (Central Bank of Sudan. The Economic Review, January 2019)
[21] International Monetary Fund – Staff report for 2017 Article IV Debt Sustainability Analysis
[22] https://www.worldbank.org/en/country/sudan/overview accessed in March 2019
[23] Badr El Din A. Ibrahim 2017.

introduction of alternative collateral mechanisms by the guarantees extended by civil societies, associations, unions and other microfinance guarantee networks.

31. As of December 2018, there were 44 MFIs, deposit- or non-deposit taking, and federal, state or locality level (i.e. MFIs are allowed to operate within geographical boundaries as permitted by CBOS). The Agricultural Bank of Sudan (ABS), wholly owned by the Government, has also provided microfinance services in partnership with IFAD and CBOS, under the umbrella known as ABSUMI (Agricultural Bank of Sudan Microfinance Initiative).

32. 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.[24] Only a small share of the population has access to banking services. According to the Global Financial Inclusion (Global Findex) database,[25] in 2014, 15 per cent of the respondents in Sudan (above age 15) reported having an account at a financial institution;[26] the figure was 13 per cent for rural and 10 per cent for female. While only 4 per cent who borrowed from a financial institution[27], 46 per cent reported having borrowed money in the past year.[28]

Agriculture, natural resources and conflicts

33. Agriculture is paramount for the national economy, rural livelihoods, food security and poverty reduction.[29] There is a renewed focus on the sector in the post-secession Sudan prompted by the loss of oil revenue. Agricultural land in Sudan was reported at 681,862 km^2 (2016), computed as 28 per cent of the total land, including arable land of 198,231 km^2 (2016), which is 29 per cent of the estimated agricultural land and 11 per cent of the total land area.[30] The sector's share in GDP of 31 per cent in 2018 has declined compared to earlier periods (e.g. around or above 40 per cent between 1996 and 2002; see also annex X), but it is still an important contributor. It was estimated that in 2016 the livestock subsector contributed about 65 per cent of the agriculture sector GDP, followed by 34 per cent by crops and relatively marginal contributions by forests and fisheries.[31] The contribution of livestock and crop exports was estimated in 2016 at 24.7 per cent and 24 per cent of the total value of commodity exports, respectively.[32] Employment in agriculture[33] (as a percentage of total employment) also increased from 49.2 per cent in 2010 to above 53 per cent since 2012.

[24] https://www.howwemadeitinafrica.com/the-financial-services-sector-in-sudan/61452/
[25] https://datacatalog.worldbank.org/dataset/global-financial-inclusion-global-findex-database
[26] Defined as "the percentage of respondents who report having an account (by themselves or together with someone else) at a bank or another type of financial institution."
[27] Defined as "the percentage of respondents who report borrowing any money from a bank or another type of financial institution, or using a credit card, in the past 12 months."
[28] Defined as "the percentage of respondents who report borrowing any money (by themselves or together with someone else) for any reason and from any source in the past 12 months."
[29] According to the International Food Policy Research Institute (IFPRI) (2018), "Agriculture provides a livelihood to 65 per cent of the population, especially in rural areas and for poorer households". The Food and Agriculture Organization of the United Nations (FAO) indicates that "an estimated 80 per cent of the country's rural population relies on agriculture-based production for their food and income" (http://www.fao.org/emergencies/countries/detail/en/c/148725)
[30] World Bank DataBank. The definition of "agricultural land" is as follows: "the share of land area that is arable, under permanent crops, and under permanent pastures. Arable land includes land defined by FAO as land under temporary crops (double-cropped areas are counted once), temporary meadows for mowing or for pasture, land under market or kitchen gardens, and land temporarily fallow. Land abandoned as a result of shifting cultivation is excluded. Land under permanent crops is land cultivated with crops that occupy the land for long periods and need not be replanted after each harvest, such as cocoa, coffee, and rubber. This category includes land under flowering shrubs, fruit trees, nut trees, and vines, but excludes land under trees grown for wood or timber. Permanent pasture is land used for five or more years for forage, including natural and cultivated crops" (https://data.worldbank.org/indicator/ag.lnd.agri.zs).
[31] Calculation based on the data in the Central Bank of Sudan annual report 2016 (p.117).
[32] Central Bank of Sudan annual report 2016 (pp.163-164). Other main export revenue earners were gold (33.7 per cent) and petroleum-related (10.9 per cent).
[33] World Bank DataBank. Employment is defined as "persons of working age engaged in any activity to produce goods or provide services for pay or profit, whether at work during the reference period or not at work due to temporary

34. **Livestock and pastoralism.** To a large extent, the economy of Sudan is based on a combination of pastoral and agropastoral livestock production by farming- and herding-households in almost every region and state, the majority of which depend to some degree on livestock mobility.[34] Most livestock in Sudan are produced under pastoral conditions.[35] In 2016, it was estimated that there were over 100 million heads of livestock (mainly cows, sheep, goats and camels).[36] Different patterns of livestock mobility are practised (see box 1), including: entire families moving with their herds; only a segment of the family moving with livestock while a part remains settled; or entire families remaining settled, either hiring labour to move with the herd or having given up herding altogether.[37] Patterns of natural resource availability determine the timing and direction of herd movements. In general, livestock productivity is low – although information thereon is scattered and variable – due to disease and parasites, suboptimal breeding, poor herd management practices, reduced access to traditional range resources, stock routes, crop residues, insufficient water sources and overgrazing of remaining rangelands.[38]

Box 1
Pastoralism in Sudan

Some literature estimates that about 20 per cent of the population was involved in pastoralism in Sudan.[39] There are two major groups that follow nomadic pastoralism, with distinctive production systems and cultures: the *Abbala* and the *Baggara*. The *Abbala* raise camels and sheep and few goats mainly in the desert and semi-desert areas north of latitude 16 degrees, while the *Baggara* raise cattle with sheep and goats in the savannah belt towards the south (see map in annex X). Each of the two groups has a *dar* (homeland), from which they operate annually between wet and dry seasons. Stock (or livestock) routes have facilitated seasonal movement of livestock through agricultural and forest areas. Most of these routes were demarcated during the colonial period, although some are said to be several hundred years old. Their lengths and widths range from 100-400 km long and 20-200 metres wide. However, increasing demand for natural resources both by local communities and outsiders has often led to encroachment into or blocking of these stock routes.

Source: Babiker A. El Hassan *et al*. 2008; UNDP, 2006.

35. **Crop farming.** Crop farming in Sudan is practised under two major systems: rainfed, both mechanized and traditional, in more than 90 per cent of the cultivated land; and irrigated[40] (about 10 per cent of the cultivated land). Semi-mechanized rainfed farming is practised by large-scale farmers and companies with low-rent leases granted by the federal government, while traditional rainfed farming is practised by family households with farms ranging from 2 to 50 hectares in size, for income and subsistence. Main crops include cereals (wheat, sorghum, millet, corn and rice), oil seeds (sesame, groundnuts and sunflowers), beans, chickpeas, lentils, cotton, sisal hemp and fodder crops. The main exported crops are sorghum, cotton, groundnuts, sesame, sugarcane, Arabic gum, fruits and vegetables.[41]

absence from a job, or to working-time arrangement." The agriculture sector consists of activities in agriculture, hunting, forestry and fishing.

[34] United Nations Environment Programme. Pastoralism in Sudan. https://www.unenvironment.org/explore-topics/disasters-conflicts/where-we-work/sudan/pastoralism-sudan (accessed March 2019).

[35] Krätli, Saverio *et al*. 2013. Behnke, R. (undated) also stated that "the great bulk of all livestock production – possibly 90 per cent of the total, though no one really knows the actual figure – comes from smallholders and migratory producers".

[36] Central Bank of Sudan annual report 2016.

[37] https://www.unenvironment.org/explore-topics/disasters-conflicts/where-we-work/sudan/pastoralism-sudan (accessed March 2019)

[38] FAO 2015.

[39] Babiker A. El Hassan *et al.* 2008; UNDP. 2006.

[40] According to FAO data, the area actually irrigated out of the total area equipped for irrigation was 54 per cent in 2011 (http://www.fao.org/nr/water/aquastat/countries_regions/SDN/).

[41] http://www.fao.org/nr/water/aquastat/countries_regions/SDN/

36. In general, the crop subsector operates below its productive potential, even though a great potential for further development exists through vertical (productivity) and horizontal (land area) expansion.[42] The available data indicate particularly low productivity in the rainfed sectors (both mechanized and traditional),[43] which is further declining due to land degradation, reduced soil fertility, traditional tillage practices, limited use of water harvesting cum soil and water conservation, lack of seed quality control and lack of knowledge on improved management practices. Other challenges facing rainfed crop production include unpredictability of rainfall, as well as pests and diseases. The lack of accessible financial services and appropriate extension are also major impediments.[44]

37. **Natural resources and conflicts.** Competition over land and natural resources has long been a source of tension between pastoralists, agropastoralists and settled farmers in Sudan. Such tension and conflicts often lead to violence due to weak institutions for conflict management and especially weak natural resources management regimes. In relation to land tenure, 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".[45] Competition for natural resources is only intensifying with expansion of mechanized crop farming and heavy capital investment, and environmental degradation due to natural factors as well as man-made factors. The rapid expansion of gold-mining has also generated a variety of harmful impacts, including on the environment. In general, pastoralists have been losing control over their lands and customary rangelands, and livestock migration routes are shrinking.[46] Thus, environmental degradation, conflicts and rural poverty are all closely interlinked.

Box 2
Examples of competition over natural resources that may lead to conflicts

- **Water-related:** lack of agreement on the use of water by nomad communities and settled communities may lead to dispute and conflict, especially when water resources are perceived to be scarce.
- **Land-related:** expanded crop cultivation (by local communities or outsiders) may encroach on traditional grazing areas and resting places of pastoral communities, or encroach into or block stock routes; or nomads may access farmland for grazing without authorization.
- **Investment-related:** large tracts of land are leased to investors for agricultural schemes or minerals and mining, often without due processes, consultations or sufficient compensation, leading to clashes between local communities and local authorities or companies on the one hand, and on the other, increasing pressure on natural resources by local users.

Source: CSPE team based on literature and interviews/discussions in the field.

Poverty, food security and gender

38. **Poverty data**. Two sets of data are available: one published by the World Bank based on the 2009 national baseline household survey (table 3) and the other by the African Development Bank based on the 2014-2015 survey (table 4). The latter reports a notably lower rural poverty rate (35.5 per cent) compared to the former (57.6 per cent), while the urban poverty rate increased (37.3 per cent in 2014-2015 compared to 26.5 per cent in 2009). The comparability of the two data sets is not clear. According to the 2014-2015 survey, overall poverty prevalence in Sudan stands at 36.1 per cent and 25 per cent of Sudan's population falls below the

[42] World Bank. 2015.
[43] IFPRI. 2018. The yield of sorghum in the rainfed sectors was about roughly one third of that of irrigated sector.
[44] FAO. 2015.
[45] World Bank. 2015.
[46] United Nations (Sudan). 2016.

extreme poverty line (table 4).[47] While the percentage of the urban population below overall poverty line is higher than rural population, the figure for extreme poverty line is higher for rural areas.

Table 3
Poverty rates in Sudan – 2009 data

	Urban	*Rural*	*Sudan*
Population below poverty line (%)	26.5	57.6	46.5

Source: World Bank. 2011.

Table 4
Poverty indices in Sudan (2014-2015)

	Extreme poverty line			***Global poverty line (%)***		
	Urban	*Rural*	*Sudan*	*Urban*	*Rural*	*Sudan*
Poverty line (SDG)	4,124	3,605	NA	5,110	4,044	NA
Population below poverty line (%)	22.6	26.5	25.2	37.3	35.5	36.1

Source: African Development Bank Group, 2018.

39. The per capita gross national income of Sudan in 2017 was US$2,380,[48] according to which Sudan is classified as a lower middle-income country (since 2007). But according to the human development index value (0.502 in 2017), Sudan remains in the low human development category, ranked at 167th out of 189 counties and territories. The human development index value increased from 0.331 in 1990 to 0.470 in 2010 and then to 0.502 in 2017. However, the ranking of Sudan has been largely stagnant: 167th out of 189 countries and territories in 2017; 171st out of 186 in 2012; 154th out of 169 in 2010.[49]

40. Inequalities have reportedly decreased during the period 2009-2014, in light of the Gini index of 0.292 in 2014 compared to 0.354 in 2009.[50] At the same time, the data based on the 2014-2015 national baseline household budget survey also show large disparities in the poverty incidence between the states, ranging from 12.2 per cent in the Northern State to 67.2 per cent in Central Darfur (see annex X).

41. **Food security and nutrition**. Food insecurity continues to be prevalent. Sudan is ranked 112th out of 119 countries,[51] with a Global Hunger Index of 34.8.[52] According to an analysis by the Integrated Food Security Phase Classification (IPC) in 2019, 5.8 million people (14 per cent of the population) were classified in "crisis" (phase 3) or worse levels of food insecurity and in need of urgent action.[53] This figure is the highest on record since the introduction of the classification analysis in Sudan. The states of Blue Nile, Darfur, Kassala and Red Sea were among those with high prevalence of food-insecure people.

42. The national prevalence of chronic malnutrition (stunting of children under five) was 38.2 per cent and acute malnutrition (wasting) was 16.3 per cent in 2014, demonstrating persistently high levels over the previous ten years[54] at a time when most sub-Saharan countries were reducing the prevalence of stunting. The prevalence of wasting was high in both conflict-affected and non-conflict-affected

[47] African Development Bank Group. 2018.
[48] World Bank DataBank. The figure refers to gross national income per capita following the Atlas method (current US$). https://data.worldbank.org/indicator/NY.GNP.PCAP.CD?locations=ZG-SD
[49] United Nations Development Programme. Human development reports (multiple years).
[50] African Development Bank Group. 2018.
[51] Followed by Haiti, Sierra Leone, Zambia, Madagascar, Yemen, Chad, Central African Republic. A number of countries were not included in the assessment due to lack of data, including South Sudan.
[52] Deutsche Welthungerhilfe e.V., and Concern Worldwide. 2018.
[53] Integrated Food Security Phase Classification. Sudan, 2019.
[54] Central Bureau of Statistics, United Nations Children's Fund (UNICEF) Sudan. 2016.

states of Sudan. A recent survey (second Special Spatial Survey Method[55]) conducted in 2018-2019 indicates a small reduction in stunting to 36.6 per cent and wasting down to 14.1 per cent. There are still 7 out of 18 states with a prevalence of stunting higher than 40 per cent (two out of five children). Anaemia levels among women and children are very high. Only 15 per cent of children (6-23 months) receive a minimum acceptable diet and less than 9 per cent of women (caring for children) attain the minimum dietary diversity necessary.

43. There is little indication of progress in tackling poverty and food insecurity due to multiple factors such as influx of refugees, poor harvests, restrictions on trade and assistance, conflicts, and increased prices. Droughts, variable rainfall patterns, recurrent conflicts and high food prices result in the most vulnerable people struggling to access enough food. Humanitarian needs continue to be high especially in the Darfur region, Blue Nile and South Kordofan states and eastern Sudan.[56] Conflicts have displaced millions of people. Although the number has gone down from the peak, Sudan still had about 2 million internally displaced people at the end of 2017,[57] the majority in Darfur. Furthermore, there are an estimated 1.1 million refugees in Sudan mainly from South Sudan, Eritrea, Syria and Ethiopia.[58]

44. **Gender inequality**. In 2017, Sudan was ranked 139th out of 160 countries on the gender inequality index, which reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity.[59] While the agriculture sector employs 58.8 per cent of women[60], and while women have equal access to land use, their right to ownership is restricted and indirect through their husbands or male family members, limiting their access to credit, to membership in cooperatives, and to extension services. Access of married women to public space is equally limited and requires the permission of their husbands, according to the personal status law for Muslims.[61]

45. The share of parliamentary seats held by women is relatively high (31 per cent[62]) compared to other countries ranked at similar level. This is mainly owing to the provisions within the Interim National Constitution and the Elections Act of 2008, which mandated 25 per cent representation of women in parliament.[63] On the other hand, female participation in the labour market is low at 23.6 per cent, compared to 69.9 for men, and 14.7 per cent of adult women have reached at least a secondary level of education, compared to 19.3 per cent of their male counterparts.[64] Furthermore, Sudan is one of very few countries that are not a signatory on the Convention on the Elimination of All Forms of Discrimination Against Women.

Government policy and institutional framework

46. The Economic Reform Programme 2015-2019 is Sudan's most recent overarching national strategic framework. Building on recent achievements, the programme seeks to create the conditions for peace and security, and attain sustainable and inclusive growth with a focus on the following four areas: (i) sustaining peace and

[55] The Special Spatial Survey Method is a nationwide survey that shows areas of highest needs and 'hot-spots' in nutrition, health, water, sanitation and hygiene indicators at a regional, local and sub-local level, supported by WFP.
[56] https://www.unocha.org/sudan/about-ocha-sudan
[57] http://www.internal-displacement.org/countries/sudan
[58] Food Security Information Network 2019.
[59] Reproductive health is measured by maternal mortality and adolescent birth rates; empowerment is measured by the share of parliamentary seats held by women and attainment in secondary and higher education by each gender; and economic activity is measured by the labour market participation rate for women and men. (UNDP, 2018) http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/SDN.pdf
[60] http://datatopics.worldbank.org/gender/country/sudan (accessed on 30 January 2020)
[61] https://www.genderindex.org/wp-content/uploads/files/datasheets/SD.pdf (accessed on 30 January 2020)
[62] Ibid. Sudan was compared to 0.5 per cent in Yemen and 18 per cent in Arab States.
[63] UN Women. http://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/sudan
[64] UNDP. 2018.

stability; (ii) improving macroeconomic stability; (iii) developing value chains in the productive sectors, especially agriculture, with the enhanced role of the private sector to create jobs; and (iv) reducing poverty and inequality by improving access to basic social services.[65] The transitional government has underlined the importance of peace-building, economic stabilization, addressing governance issues, and better livelihoods.

47. As regards the agriculture sector, in 2016 the Government launched the Sudan National Agricultural Investment Plan (2016-2020), which aims to increase agricultural production and productivity, boost agricultural industrialization and value chain development, leveraging the potential of the private sector, and promote exports of crop and livestock, as well as to address food security and nutrition and to increase incomes especially for smallholder farmers.[66] Building on the national targets adopted from the Sustainable Developments Goals (SDGs), the Plan is expected to boost food production (SDG 2), address food and nutritional insecurity and agricultural entrepreneurship (SDG 8), and enhance sustainable land and water management practices to address climate change (SDG 13).[67]

48. As for the government institutional framework concerning the agriculture sector, in addition to the ministries responsible for agriculture, forestry, animal resources, irrigation, etc. at federal level,[68] each state has its own ministry of agriculture, usually responsible for agriculture, animal resources and irrigation.[69] The federal ministries retain certain powers over land tenure, water management, environmental conservation, pest and disease surveillance and control, input supply and trade. However, in some areas the division of power between the federal and the state governments can be ambiguous and confusing – for example, for land administration.

49. IFAD's 2013 COSOP for Sudan highlights a number of institutional and policy challenges for the agriculture sector, such as budget and staffing, lack of clarity on roles of different institutions in dealing with agriculture and natural resources, lack of mechanisms for harmonizing and streamlining policies and strategies across the states, and frequent changes in and an inadequate enabling environment. National policy settings have not always been clear or consistent. The previous Government did not have a clear stand on land tenure and natural resource management. Legislations including laws on forestry, rangeland and demarcation have not been adequately enforced. 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, agropastoralists and pastoralists. Informal mining activities continue unregulated in IFAD's areas of operations.

Contextual factors that have affected project implementation

50. It is important to underline the various contextual issues that have affected IFAD programme operations during the evaluation period. The are described in table 5, which follows.

[65] African Development Bank Sudan Country Brief 2017-2019.
[66] Food Security Information and Knowledge Sharing System: Sudan Federal Food Security Technical Secretariat. http://fsis.sd/Pages/FoodSecurity/NewsDetails.aspx?lang=EN&Cat=0&I=103892&DId=0&CId=0&CMSId=5000913&id=2408856
[67] African Development Bank. Sudan Country Brief 2017-2019.
[68] As of March 2019, they include the Federal Ministry of Agriculture and Forestry and the Federal Ministry of Animal, Fisheries, Resources and Wildlife.
[69] As of April 2019, all ministries related to productive activities at State level were merged under the Ministry of Production and Economic Resources.

Table 5
Contextual factors that have had implications on the portfolio

Contextual factors	*Implications*
Conflicts in/near project areas (e.g. South Kordofan, Blue Nile)	Affecting project implementation, monitoring and supervision (GAPM, SDP and WSRMP)
Changing and fluid politico-administrative structures in the Greater Kordofan (merging and re-division of states, frequent changes in locality units)	Posed challenges to WSRMP's organizational and managerial structures and functions, particularly inter-state coordination mechanisms[70]
Secession of South Sudan – hindering livestock routes	Movement of pastoral communities who used to migrate to the now South Sudan blocked, increasing pressure on natural resources (during WSRMP)
Large-scale agricultural investments and risk of "land grabbing"[71]	Hinders access to natural resources by local communities, blocking of livestock routes, intensifies competition over natural resources and increases the likelihood of conflict. Can undermine project efforts and achievements for improved natural resource governance.
Increasing illegal gold mining	Same as above, plus environmental degradation, health concerns, unsustainable/unsafe livelihoods for the rural poor, and migration
High inflation, cash shortage, fuel shortage, especially in the last couple of years	Affecting field movements, supply and delivery of inputs, MFI operations, contract prices, etc.

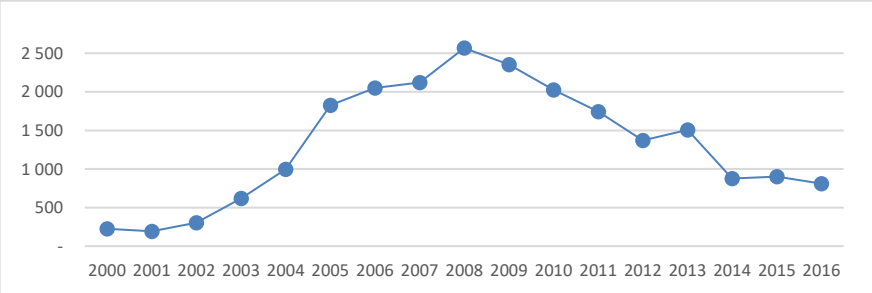
Source: CSPE team based on desk review and discussions.

51. Some of the factors mentioned above – those that contribute to increased competition over natural resources – in fact also reinforce the rationale for IFAD support. Furthermore, there were administrative issues related to government processes and decisions that had implications on the programme, including: institutional instability in the key government counterparts (including frequent changes of ministers, undersecretaries or other senior government officials); required change of project accounts to CBOS from commercial banks; and absence of uniform salary structure across externally financed projects (contributing to staff turnover). Lastly, extreme climate events such as flooding have also affected project implementation.

Official development assistance

52. Net official development assistance (ODA) received as a percentage of gross national income was 0.94 percent in 2016, a decreas from 3.35 per cent in 2013. Per capita net ODA received was recorded as US$22.37 in 2015.[72]

Figure 2
Sudan: net official development assistance received: 2000-2016 (current US$ million)



Source: World Bank Databank.

53. According to the data by the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee, in 2016-2017 the United States was the largest donor, with gross ODA of US$173.44 million, followed by the European Union institutions (US$103.8 million), the United Kingdom

[70] Guma Kunda Komey. 2017.
[71] For example, Yasin Elhadary and Hillo Abdelatti. 2016; https://pulitzercenter.org/reporting/land-grabbing-and-its-implications-sudanese-views-scholar
[72] World Bank DataBank.

(US$86.6 million), the United Arab Emirates (US$67.6 million), the Global Fund (US$53.3 million) and the Arab Fund (US$50.9 million).[73]

54. Most of the aid goes to humanitarian interventions (68 per cent in 2016-2017). The OECD Development Assistance Committee data by sector do not have a specific category for "agriculture", but all other sectors, except for "other social infrastructure and services" (14 per cent) received less than 10 per cent of the ODA.

55. There is also some – presumably significant – development aid that is not reflected in the data by the OECD Development Assistance Committee, such as the Qatar Fund for Development and China.

B. IFAD's strategy and operations for the CSPE period

IFAD country strategy in Sudan

56. IFAD has prepared the country strategy documents in 2002, 2009 and 2013. The preparation of the 2009 COSOP followed the CPE conducted by IOE in 2008 (report published in 2009).[74] The 2013 COSOP reflected the significant changes brought about by the secession of South Sudan in July 2011.

57. The strategic objectives of **the 2009 COSOP** were: (i) increased capacity of producers' organizations to participate in policy planning and monitoring for sustainable development; (ii) increased access of poor rural people to agricultural services; and (iii) increased access of poor rural women and men to markets and microfinance. The COSOP noted that the programme would focus on rainfed production systems, "in addition to the flood plains, dry hilly areas and green belt agroecological zones in southern Sudan".

58. **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 natural resource management, climate change, gender, youth and nutrition issues. The target groups mentioned include small crop producers, subsistence farmers, pastoralists and small agropastoralists, 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; given the continued relevance of the strategy, it was decided that the 2013 COSOP would be extended until 2021, which coincides with the performance-based allocation system cycle 2019-2021.

59. Based on the narratives of the both COSOPs as well as the objectives/activities of some projects (i.e. BIRDP, GASH, SUSTAIN and WSRMP), natural resource management and governance emerges as one of the areas of focus, but this theme does not explicitly appear in the COSOP strategic objectives; instead it is subsumed under "cross-cutting issues" or "policy linkage" issues.

60. The 2009 and 2013 COSOPs exhibit similar orientation and areas of focus, namely a focus on rainfed agriculture (except for a cursory mention of flood plains in the 2009 COSOP, presumably in consideration of the GASH project ongoing at the time), access to markets and finance, natural resource management, and community-level institutions. There are also some differences in emphasis. Both documents indicate attention to gender issues, whereas the reference to youth is added in the 2013 COSOP. The 2013 COSOP also makes more explicit reference to climate change and resilience, as well as value chains, but places less emphasis on

[73] https://public.tableau.com/views/OECDDACAidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no

[74] The main evaluation mission conducted in February 2008 and the national workshop organized in February 2009.

area-based integrated rural development interventions and empowerment of the rural poor compared to the 2009 COSOP.

61. The comparison of key elements of both COSOPs is presented in annex VIII. Given the linkage and commonalities between the 2009 and 2013 COSOPs, a schematic presentation depicting a simplified results chain from the main intervention areas to outcomes and the COSOP strategic objectives was developed (annex VIII). 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 construction and rehabilitation but also market facilities, skills and organizational development for producers, and facilitation of linkages with the private sector; and (v) improved natural resource governance and management.

62. In terms of the geographical areas, the investment projects approved after 2000 have mainly concentrated in southern and eastern parts of the country excluding Darfur,[75] driven by the focus on rainfed agriculture.

Overview of IFAD operations

63. **Investment projects.** The total estimated cost of the nine investment projects approved between 2003 and 2018 covered in the CSPE amounts to US$375.1 million, of which US$198.4 million was financed by IFAD (see table 1). Out of the IFAD financing, US$75.2 million was in loans on highly concessional terms and the rest in grants. The latter has been mostly in the form of grants under the debt sustainability framework (DSF) for investment financing approved after 2009 (US$103.5 million).

64. Common areas of interventions across the projects were support for crop and livestock production (research, extension services), access to finance (and markets to a lesser extent), community development, natural resource management and governance, rural infrastructure, and policy development. GASH and RAP were somewhat "outliers" with a focus on spate irrigation (and not pure rainfed) and rural roads, respectively. Apart from GASH, SUSTAIN was the only project contained in one state. Annex IX presents basic information on investment projects covered in the evaluation as well as the GEF-funded ICSP.

[75] The 2013 COSOP explicitly noted that due to the severe conflict, the country programme would not focus on the Darfur region unless opportunities become available (paragraph 29).

Table 6
Key project information: geographical coverage and main activities

Project (period)	*Geographical coverage (state)*											*Main focus, components, activities; notes*
	Kassala	*River Nile*	*Khartoum*	*Al Jazeera*	*Gadaref*	*Sinnar*	*Blue Nile*	*White Nile*	*N. Kordofan*	*W. Kordofan*	*S. Kordofan*	
GASH (2004-2012)	X											Spate irrigation scheme rehabilitation, but also livestock, microfinance, community development. Project area around the Gash scheme in Kassala (no overlap with BIRDP).
WSRMP (2005-2016)									X	X	X	Integrated rural development, including community development, natural resource management, market linkage, microfinance. Extensive geographical coverage.
BIRDP (2008-2019)	X	X	X	X	X							Same as above. Butana grazing area was for centuries one socio-economic and political unit,[76] but today the area is fragmented between five States.
GAPM (2009-2014)						X	X		X	X	X	Gum arabic focus. Co-financed with the Multi-Donor Trust Fund. Combination of support for sector reform and producers' organizations (Gum arabic producers associations, GAPAs).
RAP (2010-2015)	X				X							Only rural roads, part of major road network rather than minor access roads. In practical terms, RAP was considered as a component of BIRDP, although approved as a separate project.
SUSTAIN (2011-2018)						X						Crop production and small ruminants, marketing and post-harvest, soil and water conservation, combined with state-level natural resource management policy-related support. One of the few projects contained in one state.
SDP (2012-2018)									X		X	Seed industry development (e.g. groundnuts, sorghum, sesame) with support to different levels, from policy environment, seed production and marketing as well as grain production using certified/improved seeds. Overlap with WSRMP-supported communities.
LMRP (2015-2022)						X	X	X	X	X		Livestock marketing (including public-private partnership and export orientation), natural resource management and resilience. Also rural enterprise and social development.
IAMDP (2018-2024)						X			X	X	X	Crop value chains (sesame, groundnuts, Gum Arabic and sorghum)
ICSP (2013-2019)				X	X							GEF-funded, associated with BIRDP. Focus on afforestation/reforestation, forest management, promotion of alternative energy.

Source: CSPE team based on project documents.

65. The IFAD resource envelope for Sudan as per the performance-based allocation system is US$62.9 million for the period 2019-2021 and was US$37.5 million for 2016-2018.[77] The former represents 15.4 per cent of total allocation for IFAD's Near East, North Africa and Europe Division in the same period, indicating a notable increase both in terms of the amount and the proportion (8.4 per cent) for the previous period 2016-2018. For the period 2019-2021, the resource envelope for Sudan is the second biggest in the region after Egypt (US$64.5 million).

66. The key lead project agencies and partner agencies at federal level have included: the Ministry of Finance and National Economy as the representative of the borrower/recipient (i.e. signatory of financing agreements with IFAD); the Federal Ministry of Agriculture[78] (the lead project agency for five out of the nine projects covered in the CSPE); state ministries responsible for agriculture in various states

[76] "Butana has been known as a grazing area for the rainy season *(makhraf*). This led to Butana being declared in 1904 as a General Grazing Area open to grazing by all tribes but with very strict instructions of avoiding settled and cultivated areas. Grazing in Butana takes place between around June and October" (based on BIRDP Inception report 2005).
[77] IFAD. 2018a.
[78] Ministry name has changed frequently. Most recently, it is the Ministry of Agriculture and Natural Resources. Earlier it was the Ministry of Agriculture and Forestry.

involved; Butana Development Agency/Fund; Federal of Ministry of Animal Resources[79]; and Forest National Corporation (FNC). Under the Ministry of Agriculture, the Central Coordination Unit for IFAD-financed projects (CCU) was established in the late 1990s and has remained operational. The Minister of Agriculture has normally been the Governor to IFAD.

67. At state level, the ministry holding the agriculture portfolio (most recently renamed the Ministry of Production and Economic Resources; earlier called Ministry of Agriculture, Animal Wealth and Irrigation) has been the main project agency, often hosting the state coordination (or implementation) unit for the projects.

68. **Grants.**[80] The preliminary desk review identified 23 grants approved between 2009 and 2018 which included Sudan. During a further review, 4 grants out of 23 were judged to have had little or no relevance.[81] The remaining 19 grants are listed in annex V, table A. Fourteen are regional/global and five are country-specific (four small and one large grant). Grant recipients include international organizations, civil society organizations and the Ministry of Agriculture and Forestry for the country-specific ones. Grants have covered microfinance services, natural resource management, sustainable crops and livestock management, and knowledge-sharing including through South-South exchanges.

Table 7
Overview of grants over the CSPE period (2009-2018)

Grant windows[a]	*Number of grants*	*IFAD grant amount at approval US$*[b]
Country specific - large	4	1,942,000
Country-specific - small	1	473,000
Country-specific - total	**5**	**2,415,000**
Global-regional - small	5	2,940,000[c]
Global-regional - large	9	12,300,000[c]

Source: IFAD database (Oracle Business Intelligence).
[a] A grant greater than US$500,000 is classified as "large" and less than US$500,000 "small".
[b] These data were retrieved from IFAD database (Oracle Business Intelligence). Project documents may include different figures.
[c] No data available on how much of the global/regional grant funding was channelled to Sudan. Some global/regional grants covered many countries.

69. Apart from the stand-alone grants, Sudan has also benefited from two grants from the Global Environment Facility (GEF), two grants from the Adaptation of Smallholder Agriculture Programme (ASAP), a grant by the Government of Italy and a grant by the European Union, all associated with the investment projects (see annex V, table B).

70. **IFAD country office**. The staffing in the IFAD country office has fluctuated over the evaluation period. IFAD has had a country presence since 2005 (under the Field Presence Pilot Programme) – initially, only a country programme officer (national of Sudan), then the outposting of a country programme manager from Rome to Khartoum in 2009. Since then, the country programme manager (now called country director) has been resident. Between 2015 and 2017, the country office had two additional international staff (associate professional officers), which brought the number of in-country professional staff to four. Furthermore, although not stationed in the country office, two staff members from NEN at headquarters were regularly supporting the country programme over different periods. As of November 2019, the country office is staffed by the country director, country programme officer and country programme assistant. In addition to Sudan, the

[79] Ministry names change frequently. Ministry of Animal Resources was also called Ministry of Livestock, Fisheries and Rangelands.
[80] Grants described here are distinguished from DSF grants.
[81] Mainly due to the sheer large number of "benefiting countries" or academic nature.

country director may be assigned the responsibilities of managing other neighbouring countries.

Summary of the previous country programme evaluation

71. The 2008 CPE covered ten projects (five completed, four ongoing and one new at the time) during the period between 1994 and 2008, in light of the country portfolio evaluation conducted in 1994.

72. At the time of the previous CPE, IFAD was seen to be one of the few financial institutions with a substantial and high-profile presence in agriculture and rural development in the country. According to the evaluation, the IFAD country programme had provided support to state governments and localities where few other donors were operational. The 2008 evaluation found that overall IFAD's operations in Sudan achieved moderately satisfactory results, despite challenges encountered during implementation. IFAD had assisted in introducing improved agricultural practices, seed varieties and livestock, improving extension services at local levels, and improving community and rural infrastructures to facilitate improving access to markets. The evaluation reconfirmed the relevance of IFAD support to the rainfed agriculture sector to the rural poor, but also found that greater results could have been achieved through a better balance between the agriculture and other sectors of interventions.

73. The recommendations of the evaluation were on the following areas: (i) agriculture as a key sector of intervention; (ii) promoting pro-poor agricultural innovations; (iii) scaling up policy dialogue; and (iv) tackling sustainability. See annex VII for more details.

Key points

- The year 2019 saw a historical moment in the political context, paving a way to civilian rule and full democracy. Sudan’s economy severely suffered from the loss of oil revenue following the secession of South Sudan in 2011, debt burden, economic sanctions by the United States, an unstable political environment, and conflicts.
- There is a renewed focus on agriculture, which plays an important role for the national economy (over 30 per cent of the contribution to GDP), rural livelihoods and poverty reduction, and food security.
- Competition over land and natural resource has long been a source of tension and conflicts between different groups of natural resource users. Competition is only intensifying with the expansion of mechanized crop farming, large-scale agricultural investments, mining operations and environmental degradation. In general, pastoralists have been losing control over their lands and customary rangelands, and livestock migration routes are shrinking.
- While classified as a lower middle-income country, Sudan remains in the low human development category. There are large disparities in poverty incidence. Food insecurity continues to be prevalent and critical, with the country ranking 112th out of 119 countries in the Global Hunger Index. The national prevalence of chronic malnutrition (stunting of children under five) remains at high levels at a time when most sub-Saharan countries are reducing the prevalence of stunting.
- There are various government policy and strategic frameworks that are relevant to smallholder/small-scale agriculture, food security and poverty reduction. However, there have often been inconsistencies between policies as well as incongruity between policy documents and actions.
- During the evaluation period, IFAD has mostly supported traditional rainfed agriculture and livestock production systems, with a focus on community development, natural resource management and governance, and access to finance and markets.

III. The investment portfolio

74. The CSPE examines nine IFAD-financed projects (see table 2) operational between 2009 and 2018, covered by the 2009 and 2013 COSOPs. Three projects (GASH, WSRMP and BIRDP) were designed prior to 2009 but were reflected in the 2009 COSOP. Out of the nine projects, one (GASH) was evaluated by IOE in 2014. IOE has prepared project completion report validations (PCRVs) for five projects (WSRMP, RAP, GAPM, SDP, SUSTAIN), BIRDP has recently completed, and LMRP and IAMDP are ongoing.

A. Project performance and rural poverty impact

A.1. Relevance

75. The assessment here considers the alignment of portfolio objectives with national and IFAD policies, relevance to beneficiaries' requirements, project design and coherence in achieving its objectives, and relevance of targeting strategies.

Alignment with national policy settings, and IFAD policies and strategies

76. **The IFAD portfolio has been well aligned to national policy frameworks,** including the Sudan's Interim Poverty Reduction Strategy Paper 2013, the Economic Reform Programme 2015-2019, the Agricultural Revival Programme 2008-2014, and the National Agriculture Investment Plan 2016-2020. The national policy framework identifies the agriculture and livestock sectors as key drivers of employment creation and economic growth (through both domestic markets and exports), which in turn will reduce rural poverty, food insecurity and malnutrition.

77. **The IFAD-financed interventions have also adapted to emerging policy priorities.** During the evaluation period, the Government of Sudan shifted from a stand of short-term relief to vulnerable, rural populations towards longer-term sustainable agriculture, with an emphasis on the "modernization" and "industrialization" of the sector to promote vital value chains that can spur economic growth. This entails developing a stronger public-private partnership that makes both financial and technical services and markets more accessible to rural farmers. These key dimensions have progressively received attention, especially in the ongoing LRMP and IAMDP in which partnerships with the private sector are a key strategic approach.

78. **Specific IFAD-financed projects have been aligned to certain legislations and guidelines of the Government.** SDP was aligned with the provisions of the Seed Act 2010, particularly in developing the capacity of the National Seed Administration to play its certification and inspection roles. It was also in line with the Government's decision to phase out the free distribution of certified seeds, given the ineffectiveness of such an operation, and support instead the development of a viable private sector-led seed industry. The rural finance component of the IFAD-supported projects has been in line with the CBOS guidelines on microfinance, which encourage the decentralization and diversification of microfinance services, with particular attention to women and youth. GAPM, co-financed with the multi-donor trust fund, supported the gum arabic sector and policy reform that had been launched by the Government at the time.

79. **The IFAD portfolio has been aligned to corporate policies and strategies.** The IFAD strategy for Sudan is set within IFAD's global policy guidelines and strategic frameworks for 2011-2015 and 2016-2025. The current COSOP for Sudan sets an overall goal *to increase food security and incomes for poor rural people*. To achieve this, the strategic objectives are to: (i) enhance the productivity of crops, livestock and forestry in rainfed farming systems; and (ii) increase the access of poor, rural households to sustainable rural financial services, markets and profitable value chains. The project portfolio is largely coherent with these objectives and the

cross-cutting themes of sustainable natural resource management, climate change, gender youth and nutrition identified in the current country strategic framework. In line with the IFAD gender policy, the portfolio largely promoted the economic empowerment of both women and men, including equal voice and influence in rural institutions and an equitable gender workload balance (see the section on gender equality and women's empowerment).

Relevance to development priorities and needs of the rural poor

80. **The objectives and thematic focus of the IFAD portfolio have been very relevant to the needs of poor rural households in rainfed areas of Sudan.** The objectives of the portfolio place particular emphasis on: equity; household and community resilience; enhanced productivity and livelihoods; and improved access to financial and technical services, value chains and markets. Key themes of the portfolio are natural resource governance and management, climate change adaptation, conflict resolution, gender and women's empowerment, and community and institutional capacity development. The overall intent (goal) is to reduce rural poverty, food insecurity and malnutrition in rainfed areas that are particularly affected by more extreme climatic behaviour (droughts and floods) and environmental degradation.

81. **The inclusion of investments in basic infrastructure and support to community-based social services have been responsive to local demands and have been relevant to achieving the project objectives**. Most projects have integrated ways to finance low-cost infrastructures in their design to improve access to essential water resources at community level and improve ease of access to local markets and services. Furthermore, the projects have recognized the vital role that community-based social services can play in developing human capital and building community resilience in support of rural poverty reduction. These are elements of the project design that were frequently highlighted by the focus group discussions held during the CSPE as being of particular importance to the target communities in order to meet their basic needs.

82. **While the relevance of rural roads and *wadi*[82] crossings to rural communities is indisputable, reflection is needed on to what extent IFAD should finance investments in such large-scale infrastructure**. RAP and BIRDP financed main rural roads (144 km) that are part of a major road network; SUSTAIN financed over 30 *wadi* crossings. These infrastructures are no doubt critical for and needed by the rural population, especially in rainy seasons. However, in light of IFAD's comparative advantage, consideration could be given to the possibility of mobilizing cofinancing (as was done for WSRMP with the OPEC[83] Fund for International Development, though not fully materialized) and the need to balance with other priorities.

Relevance of project designs and approaches

83. **Most projects have recognized and committed to community-level capacity development and women's empowerment, ensuring relevance to different contexts.** Both WSRMP and BIRDP have demonstrated the importance of building both individual and functional capacities at the community level, with a particular focus on gender equality and women's empowerment. This has been especially important in contexts where government extension services are limited or non-existent, where civil society organizations have not been encouraged to operate, and where there is a traditional, conservative attitude towards women. This approach and methodology are now adapted by most IFAD-financed projects and ensure the relevance of the projects to different and challenging contexts.

[82] A valley, ravine or channel that is dry except in the rainy season. Seasonal stream.
[83] Organization of the Petroleum Exporting Countries.

84. **Mechanisms integrated in projects to support priority activities identified by the communities themselves are highly relevant**. This has included community initiative funds (e.g. BIRDP, WSRMP) or participatory community-level planning process (e.g. community environmental action plan in WSRMP). Activities supported included public, semi-private and private goods, ranging from environmental conservation initiatives, livestock restocking and irrigation equipment to cooking-gas units. In BIRDP, communities were supported to form procurement committees to be responsible for identifying potential suppliers and obtaining quotations, even though the payment to suppliers was managed by the project. There is evidence that these processes and modalities, if supported well, greatly enhance individual and collective capacity, social capital and empowerment.[84]

85. **IFAD-financed projects have adopted natural resource management as a platform for change.** Most projects have adopted a clear and strong stance in support of natural resource management in ecological areas (Butana, the Kordofans, Sinnar and White Nile) where environmental degradation and issues of climate change are adversely affecting the livelihoods of poor rural households. Linking agriculture and livestock interventions to natural resource management and empowering communities to advocate for sustainable practices have been critical in this context. However, this remains a significant challenge until there is clarity and direction on natural resource management at the policy level.

86. **Analysis in the project design of drivers of tension or conflict, socio-political contexts at local level and their implications has not always been adequate**. There has not been sufficient attention in different contexts to the potential causes of conflict, much of which relate to the "rights" of different communities (settled farmers, agropastoralists, pastoralists) to natural resources (especially land and water). Such analysis is key to ensure that the projects do not contribute to social or political tensions. A shortcoming of the WSRMP design was that it was built on the "erroneous assumption that livestock and natural resource development are similar to pastoral development", which resulted in an initial focus on settled communities and marginal involvement of pastoral communities.[85] The mid-term review (MTR) was instrumental in helping WSRMP incorporate the strategy to improve outreach to pastoral communities.

87. However, the post-MTR WSRMP experience and lessons are not adequately reflected in LMRP's design and implementation approach, which tended to lump different natural resource user groups together without differentiated analyses and engagement strategies with livestock-related interventions which seem more oriented to sedentary producers.[86] The CSPE team's discussions with pastoral communities in Kordofan indicated that the latter still have a perception that "settled" farming communities are the dominant force behind the design, implementation and monitoring of development projects and that "mobile" communities are politically marginalized despite their significant contribution to the agriculture sector economy. The leaders from the Native Administration (see box 3) met by the CSPE team in Kordofan also noted that their roles and participation in LMRP were unclear, unlike the case of post-MTR WSRMP (see also paragraph 242).

[84] Also reflected in the evaluation synthesis on community-driven development in IFAD-supported projects (IFAD, 2020).
[85] WSRMP PCR.
[86] This was found to be a common issue in projects in the FAO/IFAD joint evaluation synthesis on engagement in pastoral development. (FAO and IFAD, 2016)

Box 3
Native Administration

The Native Administration is and has been a key institution in the history of governance in Sudan for a long time. It is a hierarchical system, from *sheikhs* (village or nomadic camp headman) to *omdas* (mid-level) and to higher-level paramount leaders. The main functions of the Native Administration include managing natural resources (water, pastures, wood) and mobility of pastoral communities, rendering justice and reconciliation, especially disputes over natural resources, and representing the interests of those constituencies as well as those of the state in the various parts of the territory. The Native Administration system was officially abolished in 1971 through the People's Local Government Act. A year earlier, the Unregistered Lands Act had formally abolished the traditional land tenure system, which is closely connected to the traditional leadership system, resulting in confusion, uncertainty and conflicts. These legislations depriving the Native Administration of authority and power "proved not to be practically viable inasmuch as the so-called modern state administrators had neither the knowledge nor the ties in the community to replace the Native Administration".[87] In rural areas, the Native Administrations leaders still retained influence and have continued to play an important customary role, especially with regard to access to natural resources and related conflict resolutions. On the other hand, it is also known that they have been and can be politicized. Their significance and the authority they command can vary from area to area, group to group.

Source: Based on Tubiana, J. *et al*. 2012 ; Ryle. J, *et al.* 2011.

88. The design of GASH was found to have underestimated the complexities of social, political and institutional contexts.[88] In the geographical area (around the Gash spate irrigation scheme in Kassala) where strong tribal hierarchy and power relations have always prevailed and the societies are regarded as more conservative than other parts of the country, the project's intention to introduce a land tenancy reform for more equitable access to land and water was courageous but over-ambitious.

89. **Increasing the engagement and contribution of the private sector to achieve project objectives has been an important and increasing feature of the portfolio.** Promoting a stronger private-public partnership through government-led projects has been an important development through this portfolio. It has proven very relevant given that the private sector (microfinance providers, agrobusiness, livestock dealers) can support and complement extension services, provide essential inputs, and facilitate links to value chains and markets in a way that government services cannot. Unfortunately, the approach adopted by SDP at the design stage did not generate sufficient interest/commitment by the private sector and had to adjusted by the MTR, which led to the loss of almost half the project implementation period.[89]

90. **Projects have had the flexibility to adapt, while in some cases this was also a reflection of weaknesses in design**. In WSRMP, changes led to the more explicit inclusion of outreach services for pastoral development (e.g. mobile extension teams and pastoralist field schools), conflict resolution and adaptation to climate change. Also, the development of fisheries in the El Rahad area (not included in the design) proved to be a very successful additional activity. Similarly, the SUSTAIN project successfully integrated a range of nutrition-sensitive interventions (home gardens, nutrition education). In SDP, its initial private sector engagement strategy was not appropriate.[90] The significant adjustments made at MTR improved the relevance, but the initial design shortfall resulted in an effective loss of two years of implementation. In the case of RAP, the spot-improvement approach (for rural roads) originally proposed was later found to be inappropriate due to the soil conditions, resulting in delays, cost revision and lower outputs.

[87] Tubiana, J. *et al*. 2012
[88] GASH project performance assessment. 2014.
[89] SDP PCRV.
[90] For example, the private company (Arab Sudanese Seed Company, ASSCO) was restricted to use the seeds registered by the Agricultural Research Corporation (ARC), while it had own registered seeds. Furthermore, SDP guaranteeing the purchase of seeds from the producers was a disincentive for the establishment of a sustainable private sector-led seed industry. (SDP PCR/PCRV).

91. **Project design does not sufficiently articulate the pathways to achieve reduced poverty, food insecurity and malnutrition.** There remains a fundamental flaw in the design of a number of projects that adopt poverty, food insecurity and malnutrition as impact indicators because they do not articulate well the causal pathways and then the interventions that will lead to the impact. This is particularly the case with projects that identify the reduction in child malnutrition as an indicator (WSRMP, BIRDP, SUSTAIN, LMRP). There is a broad (unwritten) assumption that increased production/productivity and household income will enhance child nutrition, but this may not necessarily be the case unless the actions contributing to the outputs/outcomes are nutrition-specific or nutrition-sensitive. Box 4 looks at some of the impact indicators that are applied to IFAD- financed projects in Sudan and the importance of better identifying and measuring the dietary pathway that links individual availability and access to food with individual nutrition outcomes.

Box 4
Identifying and measuring the pathways to better nutrition

There are inconsistencies in the impact indicators of food and nutrition security applied across the portfolio, making it very challenging to assess overall impact. Generally, there is the intent to reduce child malnutrition, but it is not clear whether child stunting, underweight, wasting or overweight is the specific measure for this broad indicator. Stunting of children under five (as an indicator of chronic undernutrition) would normally be the most appropriate indicator for non-humanitarian interventions in the agriculture sector targeting poverty (although wasting of children under five has been selected by the new SNRLP). The recent IAMDP (2017-2024) has included *percentage of women reporting improved quality of their diets* as an indicator at impact level. However, it would be more appropriate to apply this at the outcome level, with an indicator of child and/or maternal nutrition at the level of goal. In fact, the Minimum Dietary Diversity of Women[91] would be a very appropriate indicator for all IFAD-financed projects in the Sudan portfolio to adopt as a measure of the dietary pathway between availability of/access to food and enhanced nutritional status of women.

Source: CSPE team.

92. **The project approach did not sufficiently incorporate support to build the institutional links with line ministries of agriculture, animal resources and water development at state level.** Existing government structures and institutions have weak systems of planning, monitoring and reporting and consequently are not well placed to contribute to coordination, communication and information-sharing. The institutional support components of major investments such as WSRMP, BIRDP and SUSTAIN have been designed principally to facilitate project implementation through project support teams and systems rather than to build institutional capacities within the line ministries. While this may have been a logical approach at the inception of these interventions, the changing context in Sudan provides an opportunity for a reappraisal of how line ministries at the decentralized level can be better capacitated to sustain these interventions.

Relevance of targeting strategies

93. **By focusing on traditional rainfed production systems, projects have targeted poor rural communities largely dependent on natural resources.** These are the areas where rural poverty, food insecurity and child malnutrition are chronic and where appropriately designed agriculture and livestock interventions offer potential to improve and sustain livelihoods. Locality-level data on food insecurity prepared in 2019 by the World Food Programme[92] show that, for example, in Kordofan states, more than two thirds of the localities covered by WSRMP, SDP and LMRP were classified as 30-40 per cent food-insecure. The 2009 state-wide poverty data (see annex X) indicate relatively lower figures in the eastern states (especially in the Khartoum state), but it is widely acknowledged that the Butana area cutting across these states is underdeveloped. The rainfed

[91] http://www.fao.org/3/a-i5486e.pdf
[92] Sudan Comprehensive Food Security Assessment map by WFP, dated January 2019.

area of poverty and food insecurity that has not been covered in the IFAD portfolio is Darfur due to the conflict situation.

94. **The IFAD portfolio has mainstreamed gender-sensitive and gender-transformative approaches,** based on accumulated experience over the years. Commitment to gender is integrated into project designs, implementation and management. In some cases, specific objectives include gender equity issues (e.g. WSRMP, BIRDP, SDP and IAMDP).[93] The gender strategies have relied on specific targeting and operational measures, including: (i) training of project staff and communities in gender awareness-raising; (ii) dialogue with and sensitization of traditional leaders from the onset; (iii) quotas for women's participation (increased over time from 30 to 50 per cent for the most recent projects) and indicators;(iv) technical packages tailored to women's needs; (v) gender-transformative activities; and (vi) household methodologies[94] (see the section on gender equality and women's empowerment for more details).

95. **Providing women with access to financial services (that are compliant with principles of Islamic finance), combined with business training and other activities, has been a strong force for change.** Support to form and strengthen savings and credit groups (SCGs), not only but mostly for women, has consistently (across most projects) been cited as one of the most relevant interventions for women's empowerment – economically as well as socially. Apart from savings and credit activities, there were various activities targeted at women, including productive/economic activities and trainings (e.g. *jubraka,* food preservation and processing, business skills, nutrition). These were all highly relevant to promoting gender equality and women's empowerment (see also section on gender equality and women's empowerment).

96. **In specific aspects, targeting strategies were not always well-differentiated and inclusive enough**. First, targeting strategies have not always been adequate for all groups of natural resource users, especially for pastoral communities. Valuable experience and lessons in WSRMP on the strategy to improve outreach to pastoralists have not been sufficiently taken up in LMRP (paragraph 87).[95] Second, the project's declared intention to reach the poorest rural households was not necessarily supported by a strategy or monitored. Certain projects (e.g. SUSTAIN) included "landless" or "destitute" households within the target group, but little reference is made to these groups in project reporting. Some PCRVs (including WSRMP) observe that PCR claims of no "elite capture" are rarely backed by sufficient evidence.

97. **The projects have progressively incorporated approaches to reach rural youth.** The original design of BIRDP and SUSTAIN did not address youth, but in the case of BIRDP this was adjusted following the MTR with the introduction of the Young Professional Programme, under which 474 youths (90 per cent female) were engaged and trained. Some projects (e.g. SDP, ICSP, LMRP, IAMDP) have (to a degree) included youth in their target group relating to livestock-fattening activities, spray service providers, rural enterprises, supporting youth producers

[93] For example, specific objectives of BIRDP include "developing the capacity of community-based organizations to engage in environmentally sound, socially and gender-equitable development initiatives". Projects also incorporate gender-disaggregated targets at the outcome level.

[94] Examples of gender-transformative activities include drinking-water supplies, introduction of gas stoves, home gardens, post-harvest facilities and functional literacy. Projects used the gender action learning system (GALS) as household methodology. BIRDP adjusted its gender mainstreaming to more gender-transformative following the MTR, together with adjustments to indicators and disaggregated data.

[95] LMRP MTR conducted in December 2019 found that: "LMRP has mainly reached out to settled communities, and to some extent to agropastoralist communities but not at all to pastoralist communities". It also suggested that different types of communities be classified (i.e. settled, agropastoral and pastoral) and that "regarding reaching out to pastoralists, mobile services consisting of multidisciplinary teams able and willing to work with these types of communities might be needed as was learned by WSRMP earlier."

groups, and engaging youth as extension resource persons. Gradually projects are adapting to this target group.

Summary

98. Overall the portfolio has been well designed to address some of the key rural development challenges in Sudan. The emphasis on community-level capacity development, women's empowerment, as well as natural resource management and governance has been highly relevant to the context. During the course of the portfolio, the projects have adapted well to issues that have become more prominent – for example, engagement with the private sector and rural youth. Targeting was appropriate in general but not always sufficiently informed by solid conflict analyses, especially in terms of different groups of natural resource users. There was insufficient attention to making the logic of the projects more appropriate to the intended outcomes, especially reduced food insecurity and malnutrition, and to addressing particular issues affecting the most vulnerable. The portfolio relevance is rated as **satisfactory (5)**.

A.2. Effectiveness

99. Effectiveness considers the extent to which the interventions have met (or are expected to meet) their objectives, taking into account their relative importance. The assessment focuses on the immediate outcomes of the projects and their initial effects, whereas broader and longer-term effects will be discussed in a later section on rural poverty impact. This section presents a review of the outreach data and targeting performance, followed by effectiveness assessment of the seven investment projects (except for LMRP and IAMDP) and ICSP. The assessment is organized by "thematic areas", each of which presents a main causal pathway to outcomes (see also annex VIII). These areas are: (i) community mobilization and capacity development; (ii) agriculture; (iii) access to finance; (iv) access to markets; and (v) natural resource governance.

Overall portfolio outreach

100. The estimated outreach of completed projects is as follows (see table in annex XI for breakdown): (i) approximately 200,000 households directly reached in about 900 communities in North, West and South Kordofans, Sinnar, Butana and Gash areas of Sudan (GASH, WSRMP/SDP, SUSTAIN, SDP); (ii) 236 GAPAs, with over 23,000 members benefiting directly through microfinance, matching grants and training and capacity-building (GAPM); and (iii) broad benefits from road improvements, crossings and market infrastructure reaching more rural populations and promoting market activities and businesses (including export).

101. The indication from the available records and the CSPE field visits is that the projects have reached the intended beneficiaries, although evidence of interventions to the most vulnerable categories of the population (explicit in projects like GASH and SUSTAIN) was not so evident.

Community mobilization and capacity development

102. **Significant achievements have been made in this area based on consistent long-term support.** Most projects in the portfolio applied community development as the foundation of the intervention. IFAD's long experience in rural Sudan has recognized the importance of investing first in the social and human capital of the target communities to generate their potential to engage in sustainable livelihoods. Often this is undertaken in communities that have not previously had access to capacity development or any form of outreach or extension services. It requires a range of expertise, time, patience, trust and perseverance before it produces results; added to this are the considerable distances project staff have to travel off-road in Butana and the Kordofans to reach isolated target communities. Indeed, project support in Butana and Kordofan was over a long term and in both cases the projects registered notable results by completion: WSRMP was for 11 years, also

overlapping with previous projects in Kordofan that initiated the process;[96] and BIRDP remained operational for 12 years.

103. **Evidence shows that investment in community structures has contributed to a range of development initiatives.** All the target communities visited by the CSPE (with one or two exceptions) were able to clearly demonstrate the effectiveness of the project in mobilizing, organizing and empowering the community. The communities are largely represented by a community development committee (CDC, in WSRMP) or a village development committee (VDC, in SUSTAIN, BIRDP),[97] which are structured with official posts (chair, secretary, treasurer) and generally represent gender equity; then there are special interest groups focusing on home gardening, farming, forestry, pastoralism, small livestock, microfinance (SCGs), revolving funds, water management, environmental management and gas stoves (the latter specific to ICSP). These institutions include approximately: 900 CDCs/VDCs (GASH, WSRMP, BIRDP); 3,000 SCGs (GASH, WSRMP, SDP, SUSTAIN, BIRDP) with the estimated membership of about 48,000; 236 GAPAs (GAPM); and 83 grain producers groups (SDP). Different IFAD-supported projects have capitalized on community capacities and structures (e.g. SDP on those developed under WSRMP; ICSP with BIRDP) and this has proved to be very effective.

104. **Training in various fields has contributed to community members generating livelihood opportunities.** A broad range of training was provided to the special interest groups and CDC/VDC members, often tailored to particular needs and circumstances. The training included planning, report writing, finance and business management. More broadly, training was provided to community members on gender, agriculture, horticulture, seed management, animal husbandry and nutrition. Some communities received training on the environment and natural resource management. Added to this, extension workers in agriculture and livestock production are trained to support communities, and in some localities communities access farmer field schools and pastoralist field schools. In addition, through BIRDP, support was provided to youth groups that formed 33 small-scale enterprises funded by the project; these include blacksmith centres, gas-refilling centres, agriculture service centres and brick-making production, among others.

105. Projects in Butana (BIRDP) and the Kordofans (WSRMP) also ensured that each community had access to at least one trained paravet and midwife through the identification of suitable candidates and the provision of specialized training. Communities visited by the CSPE mission attributed great value to having these health and veterinary services available at village level and the motivation that the training had provided to these individuals.

106. **Low-cost infrastructural interventions undertaken in conjunction with capacity development are perceived by communities as very effective**. Projects supported the installation of hand pumps, solar powered pumps (for *jubrakas*), water yards (boreholes with mechanical pumps and storage tanks) and *hafirs* (earthen tank water storage structure) for which the communities had management responsibility and would in some cases levy fees to sustain maintenance and running costs. In other cases, projects financed the priorities identified by the community, including the construction of additional classrooms, community centres and seed stores.

[96] Previously there were also South Kordofan Rural Development Project and North Kordofan Rural Development Project.

[97] In Butana, villages are often aggregated into clusters and represented by a "network" at which level there is a development committee representing the interests of approximately six villages. Often the committee representing a network of villages are also engaged in conflict resolution and social cohesion.

Improved agricultural practices and diversification

107. All projects with the exception of RAP and ICSP have objectives or components focused on improved crop and/or animal production. Improved agricultural production and productivity in rainfed areas remains a core objective of the portfolio as a means to enhance livelihoods and resilience to poverty, and food and nutrition insecurity. The main activities around this objective include extension services, training and technology transfer (e.g. farming practices, improved soil and water conservation, water harvesting, animal feeding), at times supported by research, support to input/service provision (e.g. improved varieties/seeds, training of service providers), and facilitating access to finance.

108. **Multidisciplinary extension teams have been key service delivery mechanisms to promote sustainable agricultural and animal husbandry practices, complemented by community-level agents**. Extension teams have been formed (largely drawing upon existing government extension staff), trained, equipped and deployed. In addition, local extension network members were selected by the target communities and trained as crop protection agents, natural resource agents, SCG agents, contact farmers and pastoralists (e.g. 1,739 of them in WSRMP). The establishment of farmer and pastoralist field schools also complemented these services. BIRDP helped extension teams and livestock keepers analyse fodder requirements year-round and develop a strategy accordingly. Improved animal feeding introduced by BIRDP, such as the use of *guar* (taken up from WSRMP) and hay bailing, turned out to be effective. In order to improve animal health services, community-level agents were trained (including 431 community animal health workers under BIRDP, 121 paravets in SUSTAIN, and 30 community animal health workers under GASH, which was way below target with a high dropout rate[98]). The extension teams have also provided an essential link between the communities, private service providers and markets.

109. **Evidence on the effectiveness of support for animal health-related facilities is inconclusive.** The project support included the construction of veterinary checkpoints and vaccination centres or provision of mobile veterinary clinics (GASH, WSRMP, BIRDP). These facilities have reportedly contributed to reduced animal mortality and improved animal health, but there are no comprehensive data on outreach and the extent of their use (especially after project completion). The field visit focusing on pastoral communities in Kordofan did note evidence of either under-utilization or non-utilization of some structures: veterinary service and checkpoint in El Rahad in North Kordofan as well as a livestock quarantine station in al Sunut in West Kordofan.

110. **Target households have demonstrated interest in adopting improved technologies for agricultural and animal production.** The introduction and promotion of improved agricultural technology (minimum tillage, soil moisture management, improved seeds, crop rotation, tree boundary planting) and animal production technology packages (vaccination, animal fattening and nutrition) through the SUSTAIN project led to a reported adoption rate of 66 per cent.[99] The SUSTAIN interventions contributed to higher productivity of crops (especially sorghum, sesame, groundnuts) and milk (see also section on rural poverty impact). On the other hand, the uptake of conservation agriculture technology was very modest by farmers other than those directly supported by the SUSTAIN project (most likely due to financial constraints and poor extension services). This indicates that there are barriers to adoption to overcome other than the availability and transfer of improved technologies.

111. **Some projects resulted in increased availability and uptake of improved agricultural inputs.** Under SDP, the improvements in the seed production system,

[98] GASH PPA, BIRDP PCR, and WSRMP PCR.
[99] SUSTAIN PCRV p.6

combined with training, have led to increased demand for certified/improved seeds. The project estimated that the use of certified/improved seeds increased from 5 per cent at pre-project to 45 per cent with the project. While it is difficult to validate these data, the increasing trend emerged from discussions during the CSPE mission and from other reports.[100] GAPM supported the production of 2.7 million gum seedlings through investments in tree nursery rehabilitation and support for the operational costs of seedling production through FNC stations. This was expected to boost the long-term productive potential.[101]

112. **Water-related interventions have been critical not only for humans but also for crops and animals.** BIRDP supported improvement/rehabilitation of land terracing (simple rectangular system of earth embankments which retain surface runoff water), covering 42,620 hectares (against the target of 40,000 hectares), as well as irrigation from river using pumps. Increased water availability, in water-scarce environments, is evidently an important contributor to improved crop production and increased resilience. WSRMP supported the construction/ rehabilitation of 17 *hafirs* and other water points, especially along the stock routes, also to be used by mobile communities. WSRMP's water-related interventions made available 484,000 m^3 of water for livestock and humans, benefiting over 8,800 households.[102] BIRDP supported the construction/rehabilitation of 318 water sources, significantly exceeding the target of 102.[103]

113. **Diversification of production (not always explicit in project design) has contributed positively to the household economy and hence resilience to climate change.** The promotion of *jubraka*, small animal husbandry (sheep/goats) and communal farming projects (often horticulture) have provided important livelihoods for women and diversified the range of agricultural production for home consumption and income generation. There is consistent evidence from the CSPE focal group discussions that these activities have done much to empower women from the poorest households (see the section on gender), and the anecdotal evidence is strong that these activities have contributed to improving household food and nutrition security.

Access to financial services

114. **Primarily through the SCGs and ABSUMI services, the portfolio has made significant progress in improving access to finance, in particular for women.** All investment projects covered in the evaluation except RAP included microfinance support with a focus on the rural poor. Five completed projects (GASH, BIRDP, WSRMP, SDP and SUSTAIN) combined, covering around 900 communities in nine states, have supported some 3,000 SCGs[104] with approximately 48,000 members, close to 95 per cent of whom are women. The number of clients with 12 ABSUMI units established with IFAD support[105] as of December 2018 was reported at 30,000 (which partly overlaps with SCG members) with the outstanding portfolio of SDG 78 million.[106] The repayment rate, as of 2017, was reported to be around 98 per cent.[107] Apart from ABSUMI and ABS (in GASH), other partner financial institutions have included Baraah[108] (in SDP in one

[100] Supervision report (2016) indicated an increase in the demand for seed: for 2017 in North Kordofan RANS company increased its contract for certified groundnut production from 200 to 380 feddans and ASSCO increased it from 50 to 103 feddans.
[101] World Bank. 2016; GAPM PCRV (IFAD, 2017).
[102] WSRMP PCR.
[103] BIRDP supervision mission report July-August 2019.
[104] This is likely to include women's groups established by ABSUMI.
[105] Under WSRMP, SDP, SUSTAIN and BIRDP, 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).
[106] Data provided by ABSUMI manager. The WSRMP PCR reported that 18,570 households were linked to ABSUMI, with a total portfolio of US$2.5 million.
[107] IAMDP design document.
[108] Originally established with support from the previous IFAD-financed South Kordofan Rural Development Programme (with grant cofinancing from Sweden) implemented over 2001-2012. Baraah is designed to be a community-owned and professionally managed MFI operating in the Al Rashad locality in the South Kordofan state.

locality in South Kordofan) and Sudan Rural Development Finance Company (BIRDP). When working with financial institutions, particularly ABSUMI, projects have supported rural branch establishment with office furniture, equipment and transportation needs, and staff training.

Box 5
Agricultural Bank of Sudan Microfinance Initiative (ABSUMI)

Around 2007, ABS decided to develop a strategy and approach for providing microfinance services, which were piloted in the framework of WSRMP in collaboration with CBOS Microfinance Unit and IFAD. WSRMP financed technical assistance and institutional support (including infrastructure, vehicles, equipment), while ABS financed operational costs; the portfolio funding was provided by ABS and the refinancing under CBOS (50:50). Based on the success of pilot activities, ABSUMI was developed in close collaboration with IFAD and CBOS, and an IFAD grant was mobilized to scale up the initiative in conjunction with other IFAD-financed projects (SDP, SUSTAIN). ABSUMI has a separate identity from ABS and has its own "units" (branches). ABSUMI was built on the "village *sanduq*" model and incorporated specific approaches to reach the rural poor, including savings promotion, group guarantees, and non-financial services and training. It has mainly focused on women. Loan size can be between US$200 and US$500. Loans, compliant with Islamic financing, have supported agricultural activities, livestock fattening and rearing, and a range of microenterprises such as petty trading, tea stalls and brick-making.

Source: Based on the power point presentation to the CSPE team made by ABSUMI.

115. SCGs and services by partner financial institutions enabled the targeted women (and men, to a lesser extent) to finance agricultural and veterinary inputs, small business and market opportunities, and consumption needs.[109] The models applied by ABSUMI and Baraah (in South Kordofan only) have worked well for the targeted clientele because administrative processes are less demanding and there is no need for conventional collateral, which is replaced by solidarity group guarantees. Services offered are aligned to the Islamic finance principles.[110]

116. **In general, progress in developing products and services has not kept up with emerging and diversified needs.** SDP reported having succeeded in supporting ABSUMI and Baraah to introduce seasonal loans.[111] On the other hand, under SUSTAIN, only 6 per cent of ABSUMI loans were for crop farming (conservation agriculture with an improved technical package supported by the project) compared to 80 per cent for livestock, apparently due to the perceived risks in rainfed crop farming. According to the discussions in the field during the CSPE mission, the main limitations perceived by the clientele are that the loan size is small, multi-loan credit facilities are not available, and repayments are not adequately adjusted to suit the agricultural cycle.

117. Furthermore, the introduction of crop insurance has not been successful (SDP and SUSTAIN) on both the supply and the demand sides. Firstly, the insurance companies consider rainfed crop farming to be a higher risk and are therefore reluctant to offer coverage. Secondly, where the IFAD-financed project has initially facilitated insurance cover (generally for the first year), it has subsequently not been taken up in subsequent years by farmers. Through the SDP, only 415 farmers were insured during the course of the project.

118. **The significance of the partnership with ABSUMI, which was earlier seen as a flagship programme, has declined.** The partnership with ABSUMI was piloted in WSRMP, and then, based on its success, was mainstreamed into multiple projects (SDP, SUSTAIN, BIRDP), also with complementary IFAD grant support. A

[109] The WSRMP PCR reported that SCGs loans were used for livestock (25.5%), education (20.7%), agricultural production (19.2%), petty trading and business (12.9%), household assets (9.6%), storage of animal feed (7.2%) and other activities (5.7%). For SUSTAIN, the distribution of the ABSUMI portfolio was as follows: 81% of loans for animal production, 6% for agriculture production, 11% for small business, and 2% for gas stoves (SUSTAIN PCR).
[110] For example, the financial services/products aligned to the Islamic finance principles used under SDP included: *murabaha* ("cost plus markup" sales contract) for purchase of seeds; *mugawala* for supply of tillage hours; and *salam* for other (mainly labour related) inputs.
[111] One-time repayment at the time of harvest instead of monthly payment.

number of issues experienced in recent years are noted. First, there were cases of delays in procurement and handing over of assets needed to establish ABSUMI units, which affected service delivery (SDP, BIRDP). Second, ABSUMI was found to be not always responsive to the clients' needs – for example, reluctance in financing crop farming in SUSTAIN. Third, there have been challenges in mobilizing sufficiently qualified staff to facilitate the service in more remote locations.[112] Fourth, a fundamental issue seems to be the lack of a long-term shared vision and strategy for ABSUMI. It is understood that those people behind the creation of ABSUMI (in the ABS and IFAD) are no longer involved. In reality, ABSUMI units are established only when the hardware is financed by IFAD, rather than as part of the unit's own business strategy. There has been a debate about whether ABSUMI should be a separate entity or not.

119. **Community initiative funds under BIRDP have also served to enable the target population to access finance for various purposes.** The establishment of 14 community initiative funds benefited more than 11,500 persons. Community initiative funds operate under matching grant formula financing to groups to set up small-scale productive enterprises, such as animal restocking, grain or fodder storage, gas units (gas cylinders and/or gas stoves), irrigation units, poultry production, donkey-driven carts, electric motors, handicrafts, veterinary medicines and sheep fattening.

Access to markets and profitable value chains

120. The promotion of rural business in agriculture and livestock linked to value chains and markets has progressively become a strong theme in the portfolio, in particular in the ongoing LMRP and IAMDP. All projects have placed varied emphasis on some form of rural business development with a focus on women's empowerment. Training in literacy, basic planning skills, accounting and business development has been the foundation of this initiative. Activities have ranged from goat and sheep rearing, tree nurseries, and arts and crafts at household level to seed growers groups and grain producers groups in SDP. Linkages between the producers groups and the private sector have been facilitated through the engagement of agribusiness, 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.

121. **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**. The RAP project experienced many contractual challenges, which delayed implementation, and part of the works was taken over by the BIRDP additional financing phase. Nonetheless, generally the quality of works associated with the RAP/BIRDP road[113] and *wadi* crossings has been very satisfactory, complying with agreed engineering standards and specifications. There is clear evidence that the road is already facilitating trade between Arab6 in Kassala and El Subagh in Gadaref (as well as village locations in between).[114] Furthermore, the road is facilitating transport through to Port Sudan for the export of livestock.[115] The RAP PCR indicated a decrease in transportation time from 46 hours to 1.45 hours and a reduction in transportation costs by 40 to 50 per cent. It is not clear how these data were established, but given the inaccessibility prior to the

[112] In Abu Delege locality, the number of credit officers fell from late 2017 to 2018. Given the challenges faced by ABSUMI, it would be difficult for them to reach out to 10,000-12,000 new clients in BIRDP communities by September 2019 when the project comes to a close.
[113] The RAP road is composed of three alignments: El Subagh to Arab6; El Subagh to Husheib; and El Subagh to Geili-Wad Abu Salih. Total length is 77.6 km, with 67 culverts and one bridge (90 per cent completed).
[114] CSPE team's discussion in the El Subagh market.
[115] Direct observations by CSPE team as well as discussions in the field.

road intervention, significant reduction in transport time and cost is highly plausible, as was also confirmed during the CSPE's field visit.

122. Through the SUSTAIN, 32 *wadi* crossings were constructed in the two localities of Dindir and Mazmoum in Sinnar State. The importance of these crossings to ensure movement and transportation between villages, farm sites and markets is evident. Unfortunately, the quality of the construction work was not satisfactory. More than 90 per cent of the *wadi* crossings needed strengthening with stone pitching and cement mortar.[116] About 10 per cent of the crossings lacked sufficient pipes to handle the volume of the water.

123. **Progress was made in facilitating linkages between producers groups and private sector actors in the later part of the evaluation period.** This was the case especially under SDP and SUSTAIN, and the ongoing projects LMRP and IAMDP are intended to build on their experiences. 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). SUSTAIN and SDP facilitated linkages between the private sector and crop producers to improve the accessibility of the latter to inputs and services needed for production,[117] complemented by microfinance support and technical and business training.

124. For post-production output marketing, for seed growers in SDP, partnership with the private seed companies led to the production of 489 mt of certified seed (above target). 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).[118] Some seed growers groups have contract farming arrangements (box 6).

Box 6
Smallholder farmers in North Kordofan working with the private sector

In the Abu Om Sadeen village in North Kordofan, the CDC was supported by WSRMP since 2007 and then by SDP. Here, the grain producers group and seed growers group are well established and organized, and are actively engaged with the private sector. For seed production, from 2015 contracts were signed with the Arab Sudanese Seed Company (medium-scale farmers) and RANS (58 smallholder farmers), then more recently with AfriCorp (an international organization specializing in exporting organic products). These companies provide extension and training services along with quality control. The communities' access to markets increased substantially during this period of the SDP. In 2017 the CDC succeeded in registering a producer association called ElNahada, representing 87 households with access to 1,050 feddans, which is practising crop rotation between groundnuts, simsim and sorghum. From the profits of the association, ElNahada has purchased a tractor and acts as a service provider to neighbouring villages. Furthermore, RANS has recently entered into contract with a nearby village, Nabil, which has 45 feddans under cultivation.

Source: CSPE mission field visit.

125. **Strengthened producers' organizations have also facilitated access to markets, although evidence is available only for two projects**. One case was seed growers groups supported by SDP. In GAPM, which supported GAPAs, the percentage of farmers engaged in collective marketing of gum arabic was 62 per cent among project beneficiaries compared to the baseline (2010) of 8.1 per cent and to the control group households (12 per cent). Collective action complemented by the project's matching grant support in storage and transport enabled GAPAs to sell in bulk at a time when prices were the highest.[119]

126. **Construction/rehabilitation of market infrastructures has reportedly contributed to improving producers' access to markets, but the cases and evidence are still limited.** BIRDP supported the construction of six secondary

[116] Handing Over Report SUSTAIN Project January 2018 and inspection by the CSPE mission
[117] SUSTAIN trained 104 young spraying service providers, 54 agrodealers. SDP trained 98 spraying service providers, 59 mechanized service providers and 30 agrodealers.
[118] SDP PCRV.
[119] World Bank. 2016; GAPM PCRV (IFAD, 2017).

livestock markets and five primary livestock markets. The PCR presented an example of how a simple primary market in Shendi locality in the River Nile state has become a business hub and the fact that the Al-Tasab community network committee (see box 11 in rural poverty section) was tasked to manage the facility. Another example discussed in the BIRDP PCR was the upgraded livestock market in El Subagh, where the intake of animals was reported to be up to 0.5 million heads of animals per year while it had previously been a seasonal small primary market. However, according to the CSPE team visit to the El Subagh market and interviews with traders and users, even though the increased level of business and market activities and the appreciation for the developed market structure was clear, the growth of the market had far exceeded the capacity of the facility provided and the compound was no longer utilized for trade, only for administrative purposes.

Strengthening natural resource governance

127. Out of the completed projects, BIRDP, WSRMP and SUSTAIN placed emphasis on natural resource management and governance. GASH combined spate irrigation scheme rehabilitation with land and water governance reform. It has become a core theme of the IFAD portfolio, reflecting the importance of natural resources to rural livelihoods. The projects have used the advocacy for sustainable natural resource management as a "platform" for participatory and collaborative processes that build mutual trust and mitigate conflicts. It features in the overall goal of the new Sustainable Natural Resources and Livelihoods Project (SNRLP).

128. **In the post-MTR period, an inclusive approach adopted by WSRMP served to strengthen natural resource management and governance along stock routes supported in Kordofan.** Initially, there was insufficient engagement and participation of the users of stock routes, but more successful stock route co-management (box 7) was put in place in the last two years of the project. Under WSRMP, the three major stock routes (all of which extend from extreme North Kordofan southward into West and South Kordofan states) were mapped and demarcated with fixed posts. The demarcated stock routes (in total 4,470 km) are recognized by all actors, including farmers, agropastoralists and nomadic communities. The demarcated routes are equipped with essential services, especially water supplies and veterinary services provided through community animal health workers and mobile extension teams. These interventions have reduced tensions between pastoralists and farmers (see also paragraph 157, box 12).[120] Furthermore, WSRMP supported the establishment and operationalization of six conflict resolution centres in the area, which have contributed to the resolution of natural resource-related conflicts (see paragraph 161).

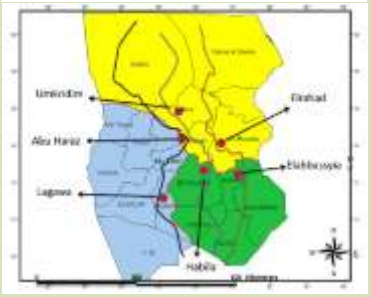
[120] WSRMP PCR/PCRV; CSPE mission discussions with the Native Administration leaders, pastoral communities, conflict resolution centre staff.

Box 7
Planning and implementing stock route co-management

The process of planning and implementing the stock route co-management model under WSRMP was as follows:

- Awareness-raising on stock route management in theory and practice, consultation with different stakeholders
- Conduct of environmental, social and economic surveys along the designated stock routes
- Division of each stock route into sections on the basis of the gathered data that reflect the basic services needed along stock routes
- Training and capacity-building of representatives of different stakeholders on the fundamentals of stock route co-management
- Preparation and implementation of work plans and budget in close consultation with all stakeholders – main activities/ services include enlarging/rehabilitating *hafirs*, re-opening of stock route if disrupted, animal health services, advisory services (animal husbandry/health, natural resource management), dispute resolution (if difficult, refer to conflict resolution centre)
- Formation of "council of implementing partners", comprising representatives from pastoral union, farmers union, Native Administration, women's union at state level
- Monitoring and evaluation

Three stock routes and six conflict resolution centres supported under WSRMP



Source: Based on Evaluation of stock routes co-management, 2017 (by Guma Kunda Komey, commissioned by WSRMP). Map from WSRMP PCR.

129. **BIRDP facilitated the development of a natural resource governance framework for Butana**, which sets out how communities can sustainably manage natural resources and reduce conflicts among end-users (settled farmers and transhumant pastoralists). The framework was finalized and validated through different workshops at community, locality, state and ultimately at inter-state level (in Rufaa July 2019).

Summary

130. The focus on community mobilization and capacity development has contributed significantly to the effectiveness of the portfolio. It is a foundation upon which successive projects can build. In turn, target communities have benefited from multidisciplinary extension services, rural financial services and closer collaboration with the private sector (including technical services) and their support to the introduction of improved farming technologies and access to microfinance, which have proven effective in raising production, productivity and diversification. Communities' improved access to markets and profitable value chains have ensured the generation of new and improved livelihoods for rural households in these communities. The attention to the role of natural resources within this context has been critical to ensure that there is increasing awareness of the importance of environmental protection and that natural resources are accessible in an effective and sustainable manner to all interested parties. There remain contentious issues between settled farming communities and pastoralists, which the projects have demonstrated can be improved through effective conflict resolution mechanisms, community empowerment and a more coherent policy and institutional framework. Overall the portfolio effectiveness is rated as **satisfactory (5).**

A.3. Efficiency

131. The efficiency criterion assesses how economically resources (e.g. funds, expertise, time) are converted into results. The standard indicator is the economic (or financial) internal rate of return (EIRR), which measures the stream of costs and benefits. Other parameters and proxy indicators are used to assess the efficiency criterion, such as: (i) timeline and implementation pace; (ii) disbursement performance; and (iii) project management, operating and recurrent costs. This section focuses on the eight completed projects: GASH, Gum Arabic, WSRMP, SUSTAIN, SDP, RAP, BIRDP and ICSP.

Timeline

132. **The timeline (after the approval of financing) and implementation pace have overall been reasonable for the Sudan portfolio, with some exceptions.** The average timeline of the Sudan portfolio is compared favourably to subregional[121] average performance regarding the time lapse between key milestone events, such as between approval, signing, entry into force (effectiveness) and the first disbursement (annex XI). A few outliers were as follows: (i) BIRDP - 19 months from approval to entry into force, due to the time it took to fulfil the effectiveness conditions, such as the promulgation of an act establishing the Butana Development Agency; (ii) GAPM - 41 months from entry into force to the first disbursement, which is explained by the delay in extending the appointment of the World Bank as a cooperating institution[122]; and (iii) RAP - first disbursement 13.6 months after the entry into force (Sudan portfolio average 9.8 months).

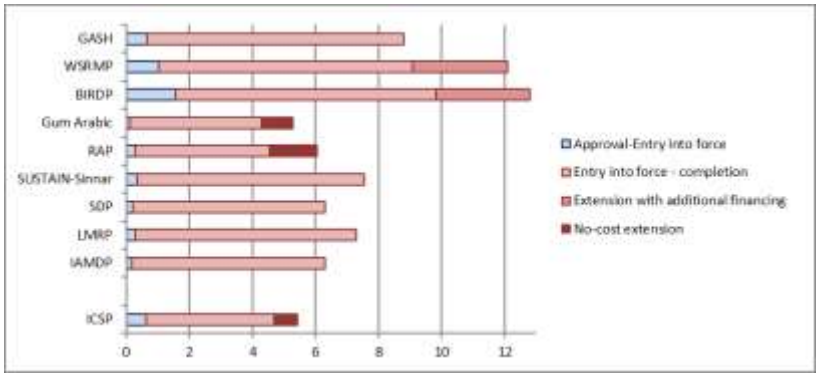
Table 8
Timeline between approval to first disbursement (months)

	Approval to signing	*Signing to effectiveness**	*Approval to effectiveness**	*Effectiveness to first disbursement*	*Approval to first disbursement*
Sudan portfolio average [9 projects] (excluding GAPM)	2.6	11.1	13	9.8 (5.9)	16.1 (12.8)
Near East and North Africa subregion average**	3.6	10.6	14	9.9	20.2

Source: Analysis of the data from Oracle Business Intelligence.
* For projects approved between 2000 and 2009, as after 2009, financial agreements enter into force upon signature.
** Average for projects approved between 2000 and 2018.

133. Five out of the eight completed projects (including the GEF-funded ICSP) have been extended (figure 3) but these extensions seem to be reasonably justified (see table 9).

Figure 3
Project timeline (years)



Source: IFAD database (Oracle Business Intelligence)

[121] Countries in the North Africa and Near East subregion under the responsibilities of IFAD's Near East, North Africa and Europe Division.
[122] "This IFAD-cofinanced part of the project is fully administered by the Bank and this remained an issue since the last mission held in September 2012, as the appointment letter was not extended at that time and the first withdrawal application not processed. Therefore, the IFAD fund did not start disbursement and was delayed by more than one year compared to initial expectations (2011)" (2013 April implementation support mission aide memoire). The IFAD financing was intended for the second phase of the project; thus immediate disbursement was not expected in any case.

Table 9
Extension of project implementation period

Projects	*Project period extension*	*Comments*
WSRMP	11-year project including a three-year extension with additional financing of over US$3 million	Almost 100% disbursement at closing.
BIRDP	11-year project including a three-year extension with additional financing of US$13 million	Almost 100% disbursement at completion (still to be closed). The extension period has seen a significant outreach increase in terms of communities reached.
GAPM	One-year extension	First disbursement of IFAD financing delayed (only 9 months before the completion).
RAP	One-year extension	Only project with the disbursement rate less than 95% (94%) at closing.
ICSP (GEF)	Nine-month extension	Significant implementation delays in the first years – disbursement increased from 18 to 37% in the fourth year of the project after changes in project management.

Source: project documents, PCRVs, IFAD database.

Disbursement and implementation pace

134. **Some projects have had disbursement performance issues in the earlier part of the project period, but by closing, almost the whole of IFAD financing was utilized,** except for RAP (94 per cent). Disbursement performance has been self-rated[123] as "moderately satisfactory" or above for most projects and for most of the years, with some exceptions. (BIRDP, RAP and ICSP suffered from disbursement delays especially in the initial period.)

135. Despite the IFAD funding disbursement rate of 94 per cent, efficiency was assessed for RAP as moderately unsatisfactory in the PCR and its validation by IOE, mainly due to under-achievement of outputs against the targets.[124] However, it should also be kept in mind that: (i) RAP was almost like a component of BIRDP and hence the assessment of efficiency (as well as other evaluation criteria) would be more properly informed by a combined view of BIRDP and RAP; and (ii) together with the remaining section of the road financed under BIRDP, significant economic (and social) impact from the improved roads is evident, as noted by the CSPE mission.

136. **The pattern of slow implementation pace appears to be a repetitive issue.** This was partly design issues and partly implementation issues. For WSRMP, BIRDP, and SDP, the implementation pace and performance significantly improved owing to the MTR inputs. The ongoing projects (LMRP, IAMDP) are also suffering from implementation delays, with the MTR for LMRP (December 2019) making a number of major recommendations to turn performance around.

Project management costs

137. **The proportion of project management costs against the total project costs appears to be reasonable, but the proportion of the operational cost financing category is on the high side.** It is difficult to discern the project management costs, since in most cases project management is subsumed under a broader component, such as institutional support (GASH, WSRMP, BIRDP) or capacity-building and institution-strengthening (SUSTAIN). The IFAD data on costs by subcomponent types show that for seven investment projects, not including ICSP, LMRP and IADMP, about 15 per cent of the project cost was classified as project management cost, which seems to be within the acceptable range. On the other hand, the IFAD financing by category shows that the proportion of operating costs for IFAD financing is higher and varies for different project (mostly between

[123] Project status reports.
[124] At completion, only 74 km of the road was constructed/rehabilitated against the target of 144 km (i.e. 51 per cent achievement), due to a combination of delays caused by the need for design revision, weak contract management and price escalation.

20 and 30 per cent).[125] This may be due to a large number of seconded government staff (especially at the state level) involved as well as the extensive geographical areas covered.

Economic efficiency

138. Assessment of economic efficiency focuses on the five completed projects for which a technical annex on economic and financial analysis (EFA, together with excel files, except for RAP) was available in the PCRs (WSRMP, SDP, SUSTAIN, RAP and BIRDP, including complementary ICSP).

139. **Overall, EFAs carried out at completion are found to be of good quality and reported positive economic returns**. The EIRRs derived in the PCRs are above the prevailing fixed-term deposit rate in the country in the year of analysis, thereby representing returns above the opportunity cost of capital. EFAs at completion were conducted with realistic assumptions, duly taking into consideration the actual project costs, disbursement patterns, implementation progress, project activities and achieved outputs, and market and economic prices from credible sources or field observations.

140. The predominant common stream of net incremental benefits in these projects is from improved crop and livestock production. Other benefit streams reflected in the EFAs in the PCRs include: (i) fisheries in WSRMP (among the most important drivers of economic benefits, more than any agricultural benefits, even though this activity was not planned at design and the number of beneficiaries is less than 1 per cent of the reported total beneficiaries); (ii) environmental benefits deriving from carbon sequestration, reduction of greenhouse gas emissions and agroforestry practices in BIRDP/ICSP; (iii) benefits from access to health services and education as well as benefits directly accruing to women from small-scale trading from improved road access in RAP, which was the only case where such benefits were quantified; and (iv) benefits from improved water supply in WSRMP in terms of using the time saved on productive activities (the second most important driver of economic benefits). It is also worthwhile noting that, given the country's climate conditions, most EFAs at completion adopted conservative assumptions to include a drop every three years in the agriculture and livestock production in the 20-year timeframe of the analysis.[126]

141. Nonetheless, there are a few more considerations that could have been reflected upon with possible positive or negative implications – albeit to a limited margin – on the reported economic efficiency, such as: (i) lack of consideration of overlap between different projects (e.g. WSRMP and SDP; RAP and BIRDP); (ii) inconsistencies between the EFA files and PCRs; (iii) question on some assumptions; (iv) unquantified social and environmental benefits; and (v) economic benefits not reflected or underestimated (see annex XI for more details). The first three points would have led to overestimation of reported EIRR, whereas the last two to underestimation.

142. **A review of reported EIRRs and EFA by the CSPE team confirms overall positive economic returns, although with some caveats**. The exercise was based on the above considerations and the available documents, especially EFA excel files, with the results presented in table 10. Overall, EIRRs appear to be sensitive to the number of productive livestock units and crops productions. The EIRRs are also generally influenced by meat and cash crops prices. In the case of WSRMP, EIRR is sensitive to the fishery models developed in the analysis. For the project to generate the expected stream of benefits, certain conditions should be maintained in the project area such as fish repopulation and deterrents

[125] In the case of GAPM, the percentage is much higher at 45 per cent. It seems that in this case, the cost of technical assistance was also classified under "recurrent and operating costs", even though in many other projects, it is classified under the category of "consulting services".

[126] This was done in order to take into account droughts and other conditions which could negatively affect agricultural production over time.

(e.g. fencing) to avoid over-fishing. These, however, were not visible during the CSPE mission. Another important factor that would influence the long-term projection of economic benefits is the quality, operation and maintenance and sustainability of infrastructures such as rural roads and crossings, which are considered to be concerns (see the section on sustainability).

Table 10
CSPE team review of economic efficiency indicators by project

		EFA at completion				*CSPE review and validation*	
Project	***EIRR at design (%)***	***EIRR (%)***	***OCC used in EFA (%)***	***NPV (US$ m)***	***BCR***	***EIRR level***	***Factors for recalibration [positive (+) or negative (-) implications]***
BIRDP	15.8	17.15	10	26	1.97	similar	None
RAP	26	12	12	9	N/A	similar	Inclusion of livestock benefits (+), partial reduction of agricultural benefits (-)
SUSTAIN	16.11	16.38	14.7	1	N/A	higher	inclusion of environmental and social benefits (+)
WSRMP	16	24.5	12	48	3.19	similar or lower	Increased livestock number per household (+ with a marginal implication), decreased number of beneficiaries (-)
SDP	25 (but some inconsistencies found)	14.9	14.7	36	1.95	similar or higher	Decreased number of beneficiaries with overlap with WSRMP (-) but a larger number for farmers and areas used in crop models (+), inclusion of self-consumption for sorghum (-), additional environmental and social benefits (+), incorporating benefits for private service providers supported by the project (+)

Source: Project design documents and PCRs, including working papers and EFA excel spreadsheets.
BCR: benefit/cost ratio; NPV: net present value; OCC: opportunity cost of capital.

143. **It is important to recognize substantial unquantified benefits such as empowerment, and additional social and environmental benefits**. These, also observed during the mission, were not reflected in all economic analyses, given the difficulties to measure them. However, they positively contribute the overall assessment of the projects' economic efficiency.

Summary

144. Overall the portfolio has shown a satisfactory level of efficiency in all aspects, i.e. timeline, disbursement, project management costs and economic benefits, with some variations and exceptions. However, almost half of the projects have experienced disbursement and implementation delays, including the ongoing projects. Portfolio efficiency is rated as **moderately satisfactory (4)**.

A.4. Rural poverty impact

145. This section provides an assessment of the portfolio's impact on rural poverty for the following impact domains: (i) household incomes and assets; (ii) agricultural productivity; (iii) food and nutrition security; (iv) human and social capital and empowerment; and (v) institutions and policies. The reliability of the impact-level quantitative data (also at times at output levels) generated by the projects was often questionable, as noted in the PCRVs. The CSPE has sought to assess the plausibility of impact pathways and the claimed impact based on the desk review, field visits and interviews. It is also important to note that IFAD-supported projects were often the only major rural and agricultural development interventions in most of the project areas. Some other interventions, if any, have been either much smaller in scale or relatively recent.

Household incomes and assets

146. **It is highly plausible that the projects made contributions to increased household incomes.** All projects recorded an increase in the household income of the target communities and a reduction in perceived poverty (box 8). While the rigour of the reported data can be questioned (e.g. in terms of the extent of

increase, claims based on beneficiaries' perceptions, lack of control groups), the overall trend was consistent with the CSPE mission field discussions: virtually in all villages visited, the community members reported increases in household incomes and they were able to explain what contributed to the increases. Common contributors for increased incomes mentioned were improved agriculture/livestock productivity and production, new or diversified on-farm activities as well as non-farm income opportunities combined with better access to finance and markets, as well as skills development (see also paragraphs 108, 110, 113-115, 150-153). An interesting point highlighted by the beneficiaries met was that the time saved thanks to the introduction of gas cooking stoves and water sources enabled them to increase their engagement in productive activities, hence incomes, as well as household activities (such as taking care of children and cooking).

Box 8
Project data on household incomes and poverty reduction

According to the WSRMP PCR/PCRV, 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 of 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 resulting from supplementary animal feeding, vegetable cultivation and crop diversification, as well as access to microfinance. However, how "graduation from poverty" and the figure 35 per cent were established was not clear. Sixty-six per cent of SUSTAIN beneficiary households participating with ABSUMI saw their household income and assets increase.[127]

Source: PCRs/PCRVs and/or presentations to CSPE team for WSRMP, SUSTAIN and BIRDP; CSPE field discussions.

147. **In the case of GAPM, which focused on gum arabic, the net increase in income from gum arabic among project beneficiaries was reported to be 21 per cent in real terms**. This increase was achieved by a combination of increased productivity and production due to: (i) improved tree management and harvesting technologies based on training and matching grants facilitating the hiring of seasonal labourers and other equipment; and (ii) better prices due to market liberalization on the one hand and producers' organizations and collective marketing on the other (GAPAs).[128]

148. **Projects also recorded improved levels of household asset ownership**. WSRMP, BIRDP and SUSTAIN impact studies indicate positive improvements in the household asset ownership index.[129] For 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).[130] The WSRMP reports an overall increase in ownership of the main capital assets (e.g. animal-driven carts, home vegetable gardens, manual farming implements, gum gardens, shops) as well as improved housing and equipment (e.g. furniture, utensils, gas stove).[131] BIRDP reported an average increase of 100 per cent in household-owned durable assets and a 40 per cent increase in household-owned economic assets.[132]

149. **Increased incomes have contributed to improved well-being and living conditions of the beneficiary households**. A common testimony in all communities visited during the CSPE mission (supported by WSRMP/SDP, SUSTAIN and BIRDP) was that increased incomes and savings accrued through households' engagement in IFAD-supported projects have principally been spent on improved quality and diversity of food (improved diet), health, education, upgrading of house

[127] SUSTAIN power point presentation to CSPE September 2019.
[128] World Bank, 2016.
[129] Composed of the following indicators: (i) working adults and engagement in economic activities; (ii) land and livestock ownership; and (iii) capital asset ownership
[130] SUSTAIN PCR.
[131] WSRMP PCR and PCRV.
[132] BIRDP PCR.

structure, adding house utilities (e.g. bathrooms and latrines contributing to better hygiene), house facilities and other related items (see an example in box 9).

Box 9
Multi-faceted SUSTAIN support generating impact on impact and well-being

A 25-year-old woman from Al Hadya in Sinnar (Dinder locality) is the breadwinner in the family and looks after her parents and seven brothers and sisters. She received training from SUSTAIN on animal nutrition, literacy and farming as a business. She engaged in income-generating activities thanks to an ABSUMI loan for livestock and developed skills in producing cheese and the local type of yogurt for family consumption, selling the surplus in the market. She opened a small grocery shop in the village, although she had to close after a while to take care of the family. She is still engaged in the livestock business and sells lambs. With her increased income, she built a house with bricks, a fence and a toilet. She now has the possibility to spend money on better health services.

Source: CSPE mission.

Agricultural productivity

150. **Reported increases in agricultural production and productivity are consistent with the testimonies in the field during the CSPE mission.** As noted in the effectiveness section, according to the reports and the field discussions, these 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, water harvesting and terracing, *hafirs* and other water points for animals, improved pasture conditions).

151. WSRMP (2004-2016) reported that sorghum productivity increased to 500-900 kg per feddan throughout the three states compared to 180-270 kg per feddan previously under conventional tillage cultivation.[133] SDP (2011-2018) reported an average yield increase of 100 per cent for groundnuts, sesame and sorghum.[134] The impact study undertaken of SUSTAIN (2010-2018) indicates productivity increases for sesame and sorghum (box 10). BIRDP estimates that the introduction of water conservation structures (such as terraces) has increased the productivity of grain and fodder by 100 per cent.[135] 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 2014-2018.[136]

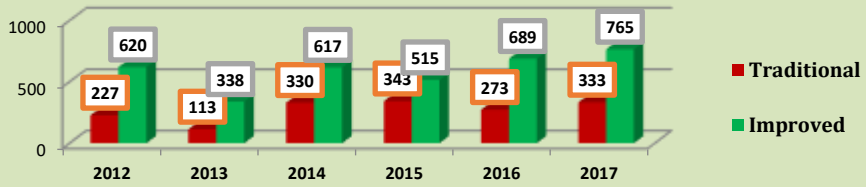
152. As in the case of household incomes, it is difficult to verify these productivity data and the horizontal extent of such increases, but overall positive trends are in line with the available records and the CSPE mission's discussions and observations. It is also understood that before or during the evaluation period, there were no or few agricultural and rural development initiatives in the areas where IFAD-financed projects operated, especially in Kordofans. The level of access to technologies, inputs, services, finance and markets was generally very low in these areas, and it is highly plausible that IFAD-supported interventions did make a palpable difference in agricultural production and productivity.

[133] WSRMP PCRV.
[134] SDP PCR.
[135] BIRDP PCU power point presentation to CSPE (October 2019).
[136] River Nile state coordination unit progress report for BIRDP 2009-2019.

Box 10
Comparative figures on increase in productivity achieved through SUSTAIN

According to the project reports, prior to SUSTAIN only 5 per cent of the farmers were using improved seeds and 76 per cent of the farms in the project area were affected by the spread of *striga hermonthica*, which infected the sorghum and decreased the yield by 50-75 per cent in some fields. Generally the productivity of sorghum was as low as 160 kg per feddan, which is well below the global average. SUSTAIN played a vital role in changing the situation as 60 per cent of households in the area were facing food insecurity. Through the project support promoting conservation agriculture and other technical packages, the productivity of sorghum increased by 119 per cent on average compared to traditional practice (e.g. not adopting improved seeds or chisel ploughing) and for sesame increased by 107 per cent. There was also a significant increase in home garden clutivation (*jubrakas*), increasing food access in more than 87 per cent of households involved and increasing the income of those households by 74 per cent.

Impact of improved practice on sorghum productivity (kg/feddan) in during SUSTAIN 2012-17



Source: Based on PCR/presentation.

Food and nutrition security

153. **The projects have most likely contributed to reduced household dependency on food purchase and reduced periods of food shortage.** Through the efforts of WSRMP (2004-2016) to improve agricultural production and productivity of the main food and cash crops, the percentage of beneficiary households purchasing food staples (sorghum, millet) was reported to have been reduced from 59.2 per cent to 46.1 per cent in the three Kordofan states. Also the proportion of households storing crops increased from 49.2 per cent to 66.8 per cent and those experiencing any food shortages decreased from 48.6 per cent to 31.7 per cent across the three states during the project period.[137] SDP (2011-2018) reported that during the project duration, household access to food increased from 8 months of the year to a full 12 months.[138] Through SUSTAIN, *jubraka* activities increased food availability in more than 87 per cent of the households participating.[139] BIRDP reports that 85.5 per cent of respondents stated 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). They attributed this to improved agriculture productivity, the introduction of *jubrakas,* and improved household economy from better livelihoods.[140]

154. **It is also possible that some projects contributed to reduced child malnutrition, but efforts to accurately monitor this and generate evidence are not sufficient.** A key issue of project design, as discussed in the relevance section, is the lack of attention to identifying the pathways that contribute to improved food security and enhanced nutrition of children and women (where there are nutrition indicators at the impact level). Interestingly, some projects (such as SUSTAIN) have recognized this shortcoming in the project design during

[137] WSRMP PCR.
[138] SDP PCR.
[139] PCU SUSTAIN power point presentation to CSPE September 2019
[140] BIRDP PCR, CSPE field discussions (BIRDP, WSRMP/SDP, SUSTAIN).

implementation and introduced nutrition-sensitive activities. A number of projects (SUSTAIN, BIRDP, WSRMP) reported that activities/outputs such as *jubrakas*, diversification of production and diet (e.g. horticulture, small ruminants, milk production), improved storage and food processing, and fisheries (only in WSRMP),[141] combined with training and community-based midwives, have had a positive impact on nutrition. SUSTAIN reported a decrease in stunting of children under five from 35 per cent to 32 per cent. However, it is still challenging to attribute specific activities to achieving better nutrition because of insufficient attention to monitoring (especially along the dietary pathway).

Human and social capital and empowerment

155. **The portfolio's impact on social capital and empowerment has been significant.** Such impacts have been generated through consistent investments over a long time in community mobilization, individual skills development, organizational/institutional capacity development, and facilitation of services to and linkages with the poor rural communities with support actors (see also effectiveness section). In WSRMP (2004-2016), the emergence of community governance structures and institutions that empowered community members was a strong feature of the project. The CDCs were hubs for advocacy and change and were instrumental in furthering key livelihoods and in managing and maintaining key services such as water facilities, generators, schools and retail outlets. This perception still came out strongly during the CSPE team field visits.

156. Similarly, BIRDP (2008-2019) has focused on empowering groups and communities (women, youth, agropastoralists, and marginalized communities) to build livelihood skills and grassroots institutions. The project has also supported a network of interest groups focusing on natural resource management with the principal aim to protect rangelands, forest and water reserves. There are some examples of empowered community networks being effective in lobbying for their rights (box 11). The CSPE team also met with network leaders from Butana who travelled to Khartoum to meet with senior government officials to present their issues (with regard to the Butana Development Fund). The introduction of a Young Professionals programme has also injected knowledge and motivation of rural youth behind community initiatives.

Box 11
The Al Tasab Network in River Nile State - BIRDP

An important development in community organization has taken place in BIRDP through the establishment of 17 community networks connecting neighbouring villages around natural resources and shared interests. A typical example of these networks is Al Tasab Network in River Nile State, established in 2014. The network consists of 6 villages and 23 satellite hamlets, with 2,970 households that constitute the general assembly of the network. Since its establishment, the network has managed to: protect community resources from the rapidly expanding agribusiness investments in the area; establish community range reserves; operationalize health centres and primary livestock markets; and establish two telecommunication towers. The network was also successful in obtaining funds from the Government, NGOs and charity organizations.

Source: BIRDP PCR.

157. **The portfolio is likely to have contributed to reduced conflicts[142] and strengthened social cohesion; however, competition over natural resources is complex and dynamic.** In WSRMP, strengthened community-level institutions, better engagement with and integration of pastoral communities especially after the MTR,[143] and conflict resolution centres, complemented by

[141] SUSTAIN PCRV.
[142] For instance, a 47 per cent decrease was reported by the conflict resolution centre of Al Rahad area in Kordofan during the CSPE mission.
[143] For example, support by mobile extension teams, use of the pastoral field school approach, the construction of integrated community development centres to improve services and business to pastoral groups and encourage peaceful relations between settlers and pastoral groups.

investment in water resources and participatory natural resource management (stock route co-management), contributed to a reduction in conflicts between farmers and pastoralists and strengthened social relations and cohesion at the community level (box 12). In BIRDP, the natural resource forums and conferences held among the community networks have provided for social harmony while bringing people together around the shared interest of improved management and protection of natural resources.[144] Nonetheless, it is important to emphasize that the complexity and dynamics of competing forces over natural resources – by local users as well as external parties (box 13) - require continued efforts to further strengthen the overall institutional and policy settings, and early warning and response mechanisms.

Box 12
Contribution of stock route demarcation and co-management in Kordofan

The eastern stock route (running through North Kordofan to South Kordofan) was very narrow (40-50 m) before the demarcation supported by WSRMP, and conflicts between the farmers and the pastoralists were very common. The demarcation widened the route to 100 metres, and land zonation was developed for herding and for traditional and mechanized farming to limit encroachment. Other complementary interventions included rangeland development through *hima* reserves of 52 feddans and broadcasting of rangeland seeds, opening up of fire lines, and land reclamation. Coverage of extension services also increased. As a result of these interventions, the Range Department in the North Kordofan reports that conflicts have decreased, benefiting both the pastoralists and the farmers.

Source: CSPE team interview with Range Department, North Kordofan.

Box 13
Competitions over natural resources – case of Kordofan

The Kordofan region is rich in natural resources but has been subjected to a series of droughts. This has led to degradation of rangelands in the *makharif* (rainy season camping areas) and *masaeif* (dry season camping areas) used by the pastoral communities. Another factor that increased pressure on rangelands is the expansion of cultivated areas (mechanized, traditional rainfed or private investors). These factors, aggravated by insecurity in South Kordofan, have adversely affected pastoralists and disturbed their livelihoods, forcing them to settle close to urban centres and seek other livelihood activities. Furthermore, these situations have resulted in increased disputes and conflicts over natural resources between pastoralists and farmers and even among pastoralists themselves.

The field consultations confirm that most localities in Northern Kordofan State have experienced some form of conflict related to access to and control of natural resources: over water between pastoralists and farmers; between local communities and gold mining companies; among farmers and local people over land ownership and livestock theft; and between the Government and communities over garden removal and/or over tribal boundaries. Some conflicts were said to also be the product of historic rivalries among ethnic groups and which take the form of theft and looting.

Source: CSPE team.

158. **The evidence from the desk review and from the field indicates that the portfolio has had a significant impact on human capital.** Various capacity building and training activities, common in all projects, have contributed to improved knowledge and skills, ranging from productive (agriculture/livestock) activities, business skills and literacy training to nutritional cooking. Across the portfolio, the return on investing in community mobilization, capacity-building and community governance has led to improved access to drinking water, higher school enrolment, improvements in health, and reduced mother and child mortality.[145] The evaluation has indeed noted the significant impact of project support to address basic needs, given the low level of development in rural areas. Access to water (for humans and livestock) has been seen as critical by beneficiaries. Another support with important impact that was frequently mentioned by the beneficiaries met was training of midwives, even though this was a relatively minor investment. Local people who were interviewed along the improved roads (El Subagh-Arab6)

[144] BIRDP PCR.
[145] WSRMP Household Impact Study.

emphatically pointed out the significant difference made by better mobility, particularly critical for bringing sick or pregnant women to health facilities: before, it might have taken more than a day in the rainy season but now it could be a couple of hours.

159. **SCGs have been important drivers in developing human and social capital**. There is a high demand for credit, and among the poorest communities savings play a role in protecting against the seasonality of cash flows and fulfilling an insurance function. In addition, building up deposits reinforces financial discipline for customers and can eventually yield collateral and serve as a source of funding for MFIs. One significant way in which the IFAD projects have had a positive impact on human and social capital is through SCG-based microfinance services adopted in all projects. Group formation is a process of educating and encouraging members to work together to take advantage of economic opportunities.

Institutions and policies

160. **The IFAD portfolio has generated a significant amount of information, knowledge and analysis, and in some cases has informed approaches and policies.** WSRMP, BIRDP and SUSTAIN were all intended to develop institutional and policy support around natural resources. There has been good progress towards establishing the building blocks: WSRMP worked on harmonizing natural resource-related laws, which led to the first Range and Pasture law in 2015. BIRDP facilitated the development of a Natural Resources Governance Framework (NRGF), which sets out how communities can sustainably manage natural resources and reduce conflicts among end-users (settled farmers and transhumant pastoralists). The NRGF was finalized and validated through different workshops at community, locality, state and ultimately at inter-state level (in Rufaa July 2019). A number of local-level actions and guidelines also emerged from this process (box 14).

Box 14
State/locality-level policy-related effects from the NRGF consultation process in BIRDP

According to the BIRDP PCR, examples of responses by some localities and states emerging from/after the consultative process of developing NRGF include the following:

- The Commissioner of New Halfa Locality issued two local orders: the first aims to prevent encroachment of other activities on open rangeland and the second prevents land transactions by way of selling or allocation for investment within the vicinity of villages.
- The Education Department at Locality level in Kassala agreed to introduce “Green Education” in schools at Asubri and Umm Rish villages in response to requests from the communities.
- The Minister of Agriculture and Livestock in Kassala State issued a decree and formed a committee composed of relevant institutions and customary native administration to design and implement a public awareness media programme to promote the culture of nature conservation.
- In River Nile state, one community was able to identify and map an area of 10,000 feddans divided between communal rangeland, communal forest, and livestock routes. These communal resources are managed and protected by a group of volunteer youth from the village.
- East Gezira Locality issued a local order in 2017 aiming to regulate land uses in order to minimize conflicts between pastoralists and farmers. Gedarif state reactivated and reinforced the law restricting cultivation beyond the grazing line (latitude 14°-45')

Source: BIRDP PCR.

161. **Apart from its contribution to the legislation (Range and Pasture Law 2015), WSRMP introduced important approaches and practices for inclusive and equitable natural resource governance.** These include: co-management of stock routes (see paragraph 128, box 7); tripartite management of water resources (communities, locality and State Water Corporation); and conflict resolution centres. The conflict resolution centres established with WSRMP support have proven to be effective: the Al Rahad conflict resolution centre (box 15) reports that 74 per cent of the total reported conflicts (154 out of 208 reported) in 2016 were peacefully settled. Most of these conflicts were related to land issues (46 per cent) and crop damage (14 per cent). 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. However, comprehensive data to assess the level of operations and effectiveness of all six conflict resolution centres were not available.

Box 15
Conflict resolution centre profile – case in Al Rahad, North Kordofan

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

` Source: CSPE mission; focus group discussion at Al Rahad conflict resolution centre.

162. **Translating the analysis and generated knowledge into wider institutional practices, policies or policy implementation is challenging**. The NRGF for Butana outlines agreed actions for addressing legislation issues and enhancing the enforcement mechanisms for better natural resource management[146] but has yet to have an impact on significant policy measures at state or federal level, also because this is a very recent achievement. SUSTAIN invested considerably in a comprehensive land use and investment map, but the state law for sustainable natural resource management was never drafted.[147] Under SDP, the plant variety protection law and the seeds law that were prepared by the National Seed Committee were not processed and approved by the Government by the time of project completion (or by the time of the CSPE mission).[148]

163. **The development of *institutional* capacity of the key government counterpart agencies has been limited.** Although there has been a reasonable level of engagement between the projects and the host ministries at state level through secondment of staff, training, knowledge pathways, extension services and sharing of information, there is little evidence of contribution to upgrading *institutional* capacity of the counterpart departments/ministries well beyond the project teams in order to take forward the project objectives. The focus of the projects has principally been to build the capacity of project management and staff team members (as well as community-level capacities) to deliver project-supported services – which is in a way understandable and pragmatic – rather than institutional capacity of the counterpart ministries (see the section on relevance). Exceptions to this include the model of the BIRDP state coordination unit in River Nile state (see box 16 in sustainability section).

164. **GAPM presents a noteworthy example of positive influence on the policy and institutional environment.** The project had a dual-focus approach to sector reform around market liberalization combined with interventions designed to address issues related to production, marketing and access to finance. The studies completed in phase 1 contributed significantly to the sector reform agenda, although there still remained some issues (e.g. some taxes and fees). The corporate-level evaluation on IFAD's engagement in pro-poor value chain development by IOE (2019) considered GAPM as one of few examples of major influence/contribution to an enabling policy environment around value chain development. After the project completion, the possibility of policy reforms being rolled back was considered to be a risk;[149] however, the CSPE team's discussion

[146] BIRDP PCR.
[147] SUSTAIN PCRV.
[148] SDP PCRV; CSPE mission.
[149] World Bank Independent Evaluation Group (undated). GAPM implementation completion report review.

with FNC indicated that there has been continued support and commitment to the sector reform and development (see also paragraph 186).

165. **The role and impact of the institution established at the onset of BIRDP (Butana Development Agency/Fund, BDA/BDF) are not yet clear**. BDA (replaced by BDF in 2017), which is intended to sustain the institutional and governance platform promoted by BIRDP, has been fraught with challenges. The BDF is mandated to supervise and lead the implementation of the natural resource governance framework, institutional and legislative arrangements in collaboration with and any existing/ potential partners. At the time of the CSPE, it was not clear within the new political context whether these institutional arrangements for BDF would remain.

Summary

166. It is highly plausible that the projects contributed to a rise in household incomes and a reduction in levels of poverty. This has been achieved through increased agricultural production and productivity (linked with access to markets) as well as improved storage, which reduces the seasonality of food insecurity at community level. *Jubrakas* (often managed by women) combined with nutrition education are perceived to have made a contribution to reducing food insecurity and malnutrition. Underlying these results have been the significant impact on human and social capital, empowerment and reduced conflicts. 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. Rural poverty impact of the portfolio is rated as **satisfactory (5).**

A.5. Sustainability of benefits

167. This section assesses the likely continuation of benefits that were generated by the projects beyond the phase of external funding support. The main areas for which the sustainability of benefits is assessed are: (i) agricultural productivity; (ii) financial services; (iii) physical infrastructure; and (iv) institutional aspects.

Agricultural productivity

168. **Sustainability of agricultural productivity gains looks positive overall.** There is evidence from the CSPE mission that levels of productivity and diversity have increased during the project interventions and signs that these are sustained. The projects built capacities and skills across target communities and forged links with extension services and private sector providers. Through WSRMP, SDP, SUSTAIN and BIRDP, engagement with the private sector and community-based service/input providers has ensured that poor rural communities now have better access to relevant technical and financial services. However, the relevance, quality and sustainability of these services (e.g. financial services) may be a risk factor. The projects have played a key role in facilitating public-private partnerships and it looks likely that LMRP, IAMDP and the recently designed SNRLP will need to continue these efforts to link with a client base that has not previously been a strong focus of the business sector. Clearly, climate change adaptation continues to be important if the gains in agricultural productivity were to be resilient to unfavourable climates.

Financial services

169. **Through effective capacity development and technical support, the SCGs demonstrate good potential to continue.** Financial literacy, bookkeeping and financial management training has been fundamental to equip SCGs to manage their own funds and access external credit. Despite the earlier problems of delivering on the rural financial services of WSRMP, the majority of SCGs have functioned successfully over the last two to three years and have accumulated capital ranging between SDG 3,000 and 5,000 and are committed to continue. The

SCGs are now demonstrating that they can access finance from different MFIs and in so doing can strengthen their linkages with markets. SCGs associated with BIRDP are demonstrating high repayment rates of 95 per cent.[150] Well-established SCGs aspire to have basic banking services, access to higher credit, and remittance-backed lending[151] but are often still very reliant on project support to achieve these.

170. **There remain questions about the responsiveness and sustainability of services by financial institutions to poor and marginalized communities.** Threats to the sustainability of SCGs probably lie more with the commitment and capacity of the MFIs themselves than necessarily with the SCGs. In some areas (such as Butana), the SCGs have access to more than one MFI, but in areas such as the Kordofans and Sinnar state, there is a high dependency on ABSUMI, which has demonstrated operational constraints without ongoing project support from IFAD.

171. There are also concerns about the future of the community initiative funds established through BIRDP. These funds were expected to be federated into a central community-owned apex MFI offering a range of financial services. However, the mobilization and establishment of the apex MFI in each village as well as the links with other MFIs and the CBOS had not been completed by project closure.

Infrastructure

172. **Low-cost infrastructure investments in water resources (e.g. hand pumps, water yards, *hafirs*), solar energy and community facilities, which require the engagement and ownership of communities, demonstrate good potential for sustainability.** It was evident from the CSPE mission that communities assume strong responsibility for infrastructure projects, which they have identified, contributed towards and now manage, often applying user fees (e.g. for water resources) to ensure that they continue to be managed and maintained. In many instances, communities themselves invested in additional infrastructure beyond the means of the project to establish community centres, storage facilities and classrooms.

173. **Sustainability prospect for larger infrastructure investments is less clear.** The maintenance of the Husheib-El Subagh-Arab6 road (total 144 km) constructed under RAP/BIRDP is the responsibility of Butana Locality (Gedarif State) and Atbara River Locality (Kassala State). The quality of construction was found to be good and the road resisted heavy rain in 2019. However, yearly maintenance will be necessary[152] and it is not clear whether the state ministries will have sufficient budget and technical capacity. Under RAP, the road department staff (of the state Ministry of Physical Planning and Public Utilities) received formal and on-the-job training, but it was reported that over the course of the project, the Road Departments slowly disengaged.[153]

174. As for the 32 *wadi* crossings constructed under SUSTAIN, the quality of works was an issue and hence less resilient, and some structures were severely affected by the flood preceding the CSPE mission. The maintenance is the responsibility of the state Ministry of Physical Planning and Public Utilities, but it became apparent to the CSPE mission that the administration of the localities may not have sufficient capacity and budget to undertake the repair work or maintenance.

Institutional aspects

175. **Community and local governance structures are well established and are capacitated to continue functioning and servicing community interests.** The CDCs/VDCs supported in Butana, the Kordofans, Sinnar and White Nile states

[150] BIRDP PCR.
[151] BIRDP Supervision Mission August 2019.
[152] BIRDP PCR.
[153] RAP PCR/PCRV.

continue to function and service the interests of their constituencies. Their capacity has been built through a wide range of training and they continue to be supported through both government extension services and the technical services of the private sector. Some communities have been empowered to take forward a natural resource management agenda and advocate for the rights of individuals and groups. In Butana the communities have organized themselves into networks, which provide a more effective platform to voice concerns and issues that affect their constituencies; the CSPE mission witnessed how these networks advocate at state and federal levels on behalf of poor rural communities.

176. **The project management mechanisms have been highly effective for delivering project services but are less conducive to building sustainability.** The project management structures have been capacitated to deliver on the project objectives. The IFAD-financed projects have been effectively supported by competent and committed staff. However, in most cases the project operation was not sufficiently institutionalized within the state ministries to ensure sustainability. As discussed earlier (relevance section), it was not the intent of projects to build the institutional capacity of line ministries at state level except through knowledge and staff transfer, but the prevailing *modus operandi* of project management/implementation has tended to limit the extent to which the ministry has incrementally assumed a role in, and responsibility for, the interventions. In fact, so far the exit strategy for most of the projects has not been much of an issue because new IFAD-financed projects have emerged, absorbing staff capacities (even structures) from previous projects (e.g. SUSTAIN and WSRMP staff and facilities being absorbed by IAMDP). A notable exception is that there was a much closer operational engagement with the Ministry of Agriculture in River Nile State, which clearly brought benefits and greater sustainability to the achievements of BIRDP (see box 16).

Box 16
Successful institutional links under project: case of River Nile state in BIRDP

In River Nile state, the activities supported by BIRDP are gradually integrated into the plans of the State Government. The 2019 BIRDP supervision mission also reported that the State Government of River Nile "fully integrated the BIRDP state coordination unit within the Ministry" and "mainstreamed BIRDP's work in natural resources, agriculture and livestock development, and community development through institutionalizing the state coordination unit development team." According to the discussion with the River Nile team during the CSPE mission, the following points emerged as important factors for such development:

- The BIRDP state coordination unit in River Nile was housed in the structure of the Ministry of Agriculture (now Ministry of Production and Economic Resources) in El Damar, the state capital. This helped coordination and collaboration. However, it is recognized that this was not feasible in all states. BIRDP state coordination units were not always in the state capitals (e.g. Al Jazeera, Gadaref), since the project area was defined by the Butana grazing area and not state boundaries. In some cases, the state coordination units were located in areas where there were few facilities and structures, and the project built and equipped office buildings (e.g. El Subagh in Gadaref).
- Relevant ministries (such as health and irrigation) were identified and brought into the project activities from the beginning.
- There has not been a change in the project team staffing, which supported the stability of experienced and committed staff.
- The team also mentioned the fact that the River Nile state (especially the Butana area) has a dire need for development, which prompts the State Government to take up effective interventions.

Source: CSPE mission with BIRDP River Nile state coordination unit; 2019 BIRDP supervision mission report.

Summary

177. A clear theme from the CSPE is that the more "rooted" the investment is in community structures and mechanisms that have been built and supported through project interventions, the more likely it is to be owned at community level and sustained in the interests of that community. Furthermore, the engagement of the private sector in sustaining rural financial services looks promising where the expectations of rural (and often isolated) communities can be met. Consequently,

the CSPE was much less concerned about the sustainability of investments at this level, than larger scale investments, which rely upon government institutional and financial support to sustain them in the long term. Without sufficient project support to build the institutional capacities and commitment to service such infrastructure developments, there are concerns about the long-term benefits. Overall the portfolio sustainability of benefits is rated as **moderately satisfactory (4).**

B. Other performance criteria

B.1 Innovation

178. **There have been a number of good examples of innovation through the IFAD portfolio.** BIRDP facilitated a well structured and inclusive consultative process around natural resource management culminating in the preparation of the NRGF (see also paragraphs 129, 160). The project also promoted the development of community networks: each network is managed by an executive committee composed of representatives from member communities and supervised by elders' subcommittees or consultancy councils that have tribal management and capacity to resolve any issues or problems arising among the member communities. Some networks added subcommittees for women and youth to be taken on board in the planning and management process of the development issues. Also the project introduced the Young Professionals programme, which has been instrumental in advancing project implementation, especially in mobilizing communities, raising awareness on gender inclusion and increasing women's participation, especially through SCGs. In addition, the introduction of community forest reserves providing fodder through the dry season and *guar* as a drought-tolerant fodder plant was well received by herders' communities for their adaptability and suitability to local environmental conditions.

179. WSRMP's development of co-management models for natural resource management (in particular stock routes) is an innovative approach that combines both local, indigenous regulatory traditions and practices with those of the Government at state level. In support of this process, the project introduced mobile extension teams accompanying nomadic communities along the migratory routes. WSRMP also established the Council of Implementing Partners including traditional leaders, integrated community development centres and conflict resolution centres, which play a key role in resolving disputes and tensions between different communities.[154]

180. Through both the SDP and SUSTAIN projects, a new business model was introduced based on partnerships between farmers and the private sector (e.g.mechanized service providers, agrobusinesses and financial services) to promote the adoption of new technologies. These linkages were trialed, but there was not sufficient time to achieve a satisfactory scale of adoption.

181. SUSTAIN introduced various technological agricultural innovations through demonstrations that helped increase productivity. Chisel-ploughing has been an important innovative technique, well appreciated and adopted by the farmers who had access to adequate financial resources, as observed by the CSPE mission.

182. SDP, in collaboration with ABSUMI and Baraah, succeeded in introducing seasonal loans as an innovation to facilitate the adoption of agricultural technology packages by smallholders in the project area. The features of the seasonal loan product included: (i) different types of contractual arrangements according to Islamic banking guidelines to support the adoption of mechanized services, seeds and agrochemicals; (ii) one-time repayment by the farmer at harvest time, in contrast to monthly repayments; and (iii) access by men's groups, in contrast to the

[154] Innovation in WSRMP was rated "highly satisfactory" (6) in the PCR and PCRV.

women-only approach followed for other loans. SUSTAIN has also adopted the same approach through three of the ABSUMI units.

Summary

183. The innovations relating to community networks, natural resource governance and conflict resolution are the most substantive and contributed most to achieving the project objectives. The CSPE also considered the introduction of the Young Professionals programme very relevant to the evolving context in Sudan by deploying young people with the education and skills to engage at field level. There are also technical innovations which have played an importance role in promoting agricultural production and productivity. Innovation is rated as **satisfactory (5).**

B.2. Scaling up

184. This evaluation criterion concerns the extent to which the project interventions have been or are likely to be scaled up by government authorities, donor organizations, the private sector and other agencies. The project reports sometimes refer to "scaling up" within the project (e.g. SUSTAIN) or by another IFAD-supported project (e.g. IAMDP scaling up SDP and SUSTAIN; SNRLP scaling up BIRDP, WSRMP), and not necessarily those actions supported by resources leveraged from other actors.

185. **The SUSTAIN activities and results are being scaled up by the Government.** In Sinnar state, the State Ministry of Agriculture, Animal Resources and Irrigation has expanded the capacity-building and technical assistance packages of SUSTAIN to additional villages beyond the SUSTAIN coverage.[155] In fact, 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.

186. **GAPM has been followed up and scaled up.** There was a follow-up project financed by the French Development Agency, which took a value chain approach involving actors from producers to exporters and supported the Gum Arabic Promotion Forum. The Government has also developed the Gum Arabic Strategy, based on lessons from the GAPM and the subsequent project financed by the French Development Agency, which was expected to be validated shortly at the time of the CSPE mission. The FNC was aware that there were still gaps in the policy framework. Furthermore, proposals for follow-up projects targeting some donors (e.g. Green Climate Fund/Food and Agriculture Organization of the United Nations - FAO) were being prepared by the FNC.

187. **The ABS branch in Aroma in Kassala has continued to offer microfinance services.[156]** In the IFAD-supported portfolio, microfinance services have mostly been channelled through ABSUMI – which has a different identity from its mother bank, ABS. ABS branches normally do not offer microcredit. The GASH project performance assessment noted that the progress made by the ABS Aroma branch in rural lending especially to women was largely owing to the initiative and commitment by the then branch manager, which was effectively – with modest inputs – supported by the GASH project. The current branch manager noted that the GASH project helped the branch gain experience in working on microfinance services with women's groups, which is continuing.

188. **There are some examples of scaling up of specific interventions.** These examples that followed WSRMP include the model of co-management of natural

[155] SUSTAIN Supervision Report 2017.
[156] Interview with ABS branch manager.

resources, which has reportedly been adopted by other projects, including the Khor Abu Habil project, the Wadi El Milk project and the Gum Arabic project in North Kordofan state, the "Adapt for Environment and Climate Resilience in Sudan (ADAPT)" project,[157] and the Sudan Social Safety Net project and the World Bank-funded Sudan Peace-building for Development project.[158] ADAPT, for example, provided scope for documenting and sharing relevant experiences in natural resource management and climate change under WSRMP. Furthermore, VDCs have been scaled up by the Sudan Sustainable Natural Resources Management Project (financed by GEF and supported by the World Bank) in Kordofan.[159]

189. Discussion during the CSPE mission with private companies involved in SDP indicated that some of them scaled up the experience of partnership with farmers in another village.[160] In addition, some ABSUMI units have started replicating the seasonal loans for improved technology packages introduced in SDP without project support, but specific data are not available.

190. **There is also evidence of approaches and practices which have not been taken up beyond beneficiary households.** The uptake of conservation agriculture technology by smallholder farmers has been modest in Sinnar State and has challenged the assumption in the project design that farmers would adopt these practices.[161] WSRMP faced similar challenges in the Kordofans because linkages between producers, ABSUMI, community-based extension agents, service providers and companies have not yet been successfully developed to satisfactorily scale up the adoption of these technical packages. Again, there is a strong argument that building the institutional capacities of appropriate line ministries at state level and strengthening the extension services would in the longer term be the key facilitators for promoting appropriate new technologies in the agriculture sector.

191. **Summary.** There are some examples of practices introduced through IFAD-financed projects being adopted and scaled up by other development partners. Generally the Government of Sudan has not had the capacity (or a strong political commitment) to scale up, but the Integrated Agricultural Solution Programme and the gum arabic sector interventions present a good example of the Government's interest in and support for scaling up when the financial resources can be mobilized. A good example of the ABS Aroma branch continuing microfinance services after GASH is encouraging. Scaling up is rated as **moderately satisfactory (4).**

B.3. Gender equality and women's empowerment

192. **The participation of women in the activities of the portfolio was high.** It varied between 30 and 90 per cent, and reached 100 per cent in certain interventions. Some project activities have been designed to particularly benefit women, including *jubraka*, introduction of gas stoves and post-harvest techniques, SCGs and ABSUMI. The attendance of men and women in gender-awareness campaigns is likely to have been a key factor in facilitating the participation of women in the various interventions.

193. **Women's representation in institutions, rural organizations and leadership positions is also high.** The projects fostered the representation of women in institutions and the public sphere. Women are represented in all project structures and at the different levels (project coordination units [PCUs], state coordination units [SCUs] and extension teams). For instance, in WSRMP, 59 per cent of the

[157] Funded by the United Kingdom's Department for International Development (DFID) and implemented by the United Nations Environment Programme (UNEP).
[158] WSRMP PCRV.
[159] Discussion with the project team by CSPE mission.
[160] SDP PCRV.
[161] SUSTAIN PCRV.

extension members were women, 33 per cent in SUSTAIN, 36.5 per cent in SDP and 38.5 per cent in IAMDP. In BIRDP, women represented 90 per cent of the young professionals (out of 474 engaged) and 54 per cent in the SCUs.[162] The Gender and Community Development Officer, together with the project manager, the monitoring and evaluation (M&E) officer and extension teams were responsible for meeting the gender targets and implementing the gender strategy. Project staff (at the state and locality level) and communities have been trained on gender concepts and the gender action learning system (GALS).[163]

Box 17
Project-supported training opening up social and economic opportunities for women – case of WSRMP

A 25-year-old mother of five children in a village in West Kordofan is the head of an SCG. She received training through WSRMP, including financial management, nutrition, first aid and adult literacy. These trainings helped her develop her self-confidence and participate in decision-making in the community. "We didn't know what was going on outside the village before the project, or how to engage in business. WSRMP taught us how to cook and diversify our meals, how to engage in business and how to market our products. Thanks to the SCG, we have a culture of saving and work collectively as a group. We improved our social relationships. Although the project was completed, we continued with the SCG for another three years. Thanks to the water installation, we spend less time fetching water and more time engaging in other activities."

Source: Interview by CSPE team.

194. **The projects actively supported the establishment of women's groups** (including water management groups, home garden groups, SCGs and forestry groups) and fostered their participation in CDCs/VDCs. In LMRP, women account for 74 per cent in community investment committees and 32 per cent in VDCs.[164] Thirty per cent of the VDC members in SUSTAIN are women.[165] GASH, which operated in a highly conservative area of the country, established exclusive VDCs for women. Within the context of BIRDP, 33 per cent of VDC office bearers and water management and procurement committees are women. They usually serve as treasurers or secretaries within the groups.[166] They have taken leadership roles in natural resource management committees in the social protection of rangeland (i.e. patrolling of large areas during range growing season).[167] They also played a role at the policy level, particularly in the process of developing the NRGF.[168]

195. Focus group discussions during the CSPE mission reinforced these emerging findings, adding that at the household level decisions and expenditure-related issues have always been jointly made with the men. In general, the participatory approach in community development adopted by the projects contributed to developing women's self-esteem and confidence. The change can be attributed to the gender-raising awareness among the community and the constant and considerable follow-up by the project staff. The presence of women extension teams and "young professionals"[169] in some communities (some of them living among the targeted communities) has been particularly advantageous in improving women's participation in their community and in groups.

196. **The projects have achieved a significant change in attitude to gender at both the household and community levels.** Findings from BIRDP and WSRMP indicate that women now feel more confident to be part of the decision-making

[162] PCRs and data collected during the CSPE mission.
[163] Terms of Reference of extension team included the commitment to deliver on gender inclusion (e.g. WSRMP and LMRP).
[164] LMRP supervision report, February 2019.
[165] SUSTAIN PCRV.
[166] BIRDP supervision report, August 2019.
[167] BIRDP MTR September 2012, appendix 7, pp. 66-67.
[168] Women represented 30 per cent of participants. Feedback note on Gender, supervision report August 2019
[169] Young professionals are young graduates contracted by BIRDP.

process at the community level.[170] There is also evidence of a more equitable distribution of workloads between women and men.[171] Discussions with beneficiaries during the CSPE mission consistently indicated that, since the projects, men have been changing their attitudes and participating in chores such as working in the lands and fetching water. The household impact assessment surveys conducted for WSRMP and BIRDP showed that 89 per cent of the respondents under BIRDP and 56 per cent under WSRMP perceived an increase in the level of respecting women and their role in society, while 89 and 51 per cent noted women's active participation in community affairs.[172]

197. **Specific project activities have reduced the household burden on women.** Drinking water installations[173] and gas stoves introduced by the projects were crucial in significantly reducing the time women spent to fetch water and collect firewood for cooking. It gained women more time for other social and economic activities, including providing child care, participating in social life with the community, and engaging in income-generating activities. For instance, under WSRMP, the distance covered to fetch water was reduced by 75 per cent (from 8 km to 2 km on average) and the time needed decreased by 80 per cent.[174]

198. **Other activities improved women's access to resources, assets and services.** The portfolio improved women's access to key productive activities (such as home gardens, livestock) and microfinance. These initiatives, associated with trainings (e.g. home economics, adult education, social and business skills, vegetable production, animal health and nutrition) enabled women to play a central role in increasing the economic benefits and the well-being of the entire household. Improved access to markets contributed to increasing income opportunities through selling of livestock, dairy and agricultural produce.

199. **The portfolio has evidently contributed to gender transformation.** The active participation of women in capacity-building, economic activities and community development across the projects has helped change the image and position of women and challenged power relations (see box 18). The portfolio has fostered the participation in activities that are traditionally undertaken by men, such as economic activities in the market or leadership and representation in community development groups (e.g. in BIRDP, WSRMP, RAP and GASH). Thus, the portfolio has challenged social norms and traditional beliefs around gender.

Box 18
A female paravet builds self-confidence and gains respect in the community

> Under BIRDP, a woman in her 50s received 15 days of training as a community paravet in El Subagh in 2017. She said, "At the beginning, it was very difficult for me to break the rules of the community and travel alone to stay several days away from the village, so my son accompanied me when I was invited to participate in the training two years ago. After the training, I started to take care of the animals and was able to cure some very critical cases which helped me gain confidence, and the community also started having confidence in me. Now I can go wherever I want with no concerns and the community respects me more. I identify the diseases, give instructions for the cure, provide suitable medicines and give advice on animal nutrition, which helps to reduce the incidence of disease as well as increase milk production of female animals. I am so proud of myself. I am useful to people and it has helped increase my income."

Source: CSPE mission.

200. The change in behaviour can plausibly be attributed to various practices and approaches adopted by many of the projects, such as: (i) sensitization of traditional leaders about women's participation and empowerment; (ii) involvement

[170] BIRDP 2019 supervision report, BIRDP impact assessment table 48, WSRMP PCR p. 15, p.16 (box 1), WSRMP impact assessment table 30.
[171] For example, in BIRDP - BIRDP supervision report 2019, p. 26.
[172] BIRDP/WSRMP PCRs and impact assessments.
[173] BIRDP supervision report indicated that access to drinking water is a prerequisite to ensure that women had time to participate in project activities (Supervision report August 2019, p. 25).
[174] WSRMP PCR, appendix 11 p. 74.

of both men and women from the same households in gender-awareness training; and (iii) follow-up and support by the project staff (PCUs and extension teams) on gender issues and their determination to achieve results.

Box 19
GASH contribution to gender transformation in conservative society

GASH was located in an area in Kassala with a strong tribal hierarchy and highly conservative society compared to other parts of the country. The project made a significant contribution to empowering women, primarily through a combination of training and microfinance support in partnership with the ABS. The state ministry staff at locality level met by the CSPE team underlined that GASH was the first project in the area with interventions focusing on women, such as adult literacy, microfinance and *jubraka*. Success factors included the use of facilitators (men and women) who speak the local (tribal) language, including some from the community, and the involvement of tribal/traditional leaders. The ministry staff added that the success of GASH showcased what could be possible to do even in such a conservative society – motivating non-beneficiary women and making men realize that they also benefit. Now, a number of development agencies and NGOs are working with women in the area and the state ministry staff continues to apply the knowledge and approach they acquired during GASH. "It is as if the GASH project prepared the ground for other interventions to follow", they said.

Source: GASH project performance assessment; CSPE mission interview with state ministry staff at locality level who were previously involved in the project.

201. **Summary.** The portfolio's achievement in gender equality and women's empowerment has been significant. Attention to gender issues has consistently been part of the project designs and implementation. The portfolio has contributed to the social and economic empowerment of women through capacity-building, community development and access to productive activities tailored to their needs. As a result, women were able to increase their incomes and improve the food security of the entire family. Women became engaged in public life and increased their voice in community decision-making. There has been notable transformation in gender roles, challenging traditional norms and changing the image and position of women in rural communities. The constant follow-up and support from the project staff at state and locality levels have been instrumental. Gender equality and women's empowerment is rated as **satisfactory (5).**

B.4. Environment and natural resource management

202. **There has been a strong focus and emphasis on natural resource management.** Of particular note has been the initiative of WSRMP to introduce the co-management of natural resources (especially focusing on stock routes) in the Kordofans and the efforts of BIRDP to facilitate a well-structured and inclusive consultative process around natural resource management culminating in the NRGF described earlier. These initiatives have not only helped to strengthen governance systems at different levels within the states and between the states, but also through CDCs and community networks, which have raised individual awareness of the importance of managing and sustaining natural resources for future rural livelihoods.

203. **Community awareness of natural resource management and governance has grown significantly** through the interventions of WSRMP, BIRDP and ICSP. Community environment action planning was developed through a participatory process at community level initiated by WSRMP and involved some long-term interventions (development of community forests and investments in open rangeland). These were followed through by other projects, ensuring that these long-term goals are achieved. Stronger awareness is also reflected by the accounts of the community groups placing (voluntary) guards to protect and sustainably manage the natural resources (e.g. range, forestry).

204. **A number of projects contributed to improving the state and management of range and forestry resources with active community participation.** Through both BIRDP and WSRMP, the protection and registration of *hima* ranges[175] was an important step in a context of overgrazing and conflict over access to water and range resources. It was reported that 55 *hima* units were established and registered in WSRMP, and under BIRDP, 77 community range reserves covering

[175] Communal grazing areas surrounding villages.

around 65,000 hectares were established.[176] BIRDP also supported the establishment of 85 community forests covering 41,750 hectares, protected and managed by the communities. The introduction of community forests has done much to increase environmental awareness, production of tree seedlings, diversified sources of fodder and, most importantly, significant increases in tree coverage. WSRMP reported an increase in tree coverage of 30 per cent.[177] The CSPE team's discussions with some communities indicated that they have a strong sense of ownership of these community ranges and forests, also thanks to demarcation and registration exercises supported by the projects. The placing of volunteer guards also attests to this strong sense of ownership.The WSRMP PCR reported that CDCs had a strict monitoring system for issuing warnings and fines for tree-cutting. It was also indicated that improved quality and availability of protected and commonly-managed range resources coupled with hay-bailing reduced the pressure on open range. *Guar* cultivation introduced in the Butana area under BIRDP – based on the experience in the North Kordofan Rural Development Project (2000-2008) – has reached 4,817 hectares. BIRDP also supported *individual* range reserves (13,872 hectares against the target of 15,000 hectares).

205. ICSP also supported reforestation/afforestation of 14,000 hectares in Gedarif and Gezira states (against the target of 10,000 hectares), where mechanized farming has encroached on the forest reserves. A participatory sustainable forest management plan has been developed with communities based upon climate-resilient community village plans, ensuring that target communities can still benefit from the reserves (e.g. allowing vegetable cultivation and open grazing after a three-year establishment period). FNC indicates that the biodiversity in the forest reserves has been enriched and energy alternatives (e.g. liquid petroleum gas (LPG) and improved stoves) are offered to households to reduce their dependency on wood fuels.

206. **A number of technologies/techniques introduced have had a positive impact on the environment as well as on livelihoods.** These included: stabilized sand brick to replace traditional building techniques using sand stone brick or mud process to reduce the cutting of trees (WSRMP); LPG units for cooking, replacing charcoal/firewood (BIRDP, WSRMP, SUSTAIN); and solar units. Alternative energies contribute not only to reduced pressure on the environment but also to time-savings that the beneficiaries use for other social and productive activities. In a village supported by WSRMP in Kordofan, it was instructive that the community listed environmental awareness-raising, community environmental action planning, afforestation and alternative energies as among the most useful trainings.

207. **Soil and water conservation practices have enhanced resilience to drought**. SUSTAIN focused on promoting conservation agriculture combined with improved technological packages, which was taken up by over 4,000 smallholder farmers covering 58,000 feddans during the project period. As noted earlier, SUSTAIN interventions are being scaled up by the Government. In BIRDP, terrace improvement under water-harvesting practices covered 42,620 hectares.

208. **Implications of introducing agrochemicals in some areas deserve careful reflection.** Crop-oriented interventions in partnerships with the private sector (e.g. SDP, IADMP) have included the introduction of agrochemicals and training of service providers (e.g. spray service providers). The projects have collaborated with the Sudan Agrochemical Association in order to help ensure that all materials comply with the laws and regulations concerning safe handling of agrochemicals. Nonetheless, considering that Kordofan contains an area of virgin fertile soils where

[176] WSRMP PCR/PCRV; BIRDP PCR.
[177] WSRMP PCR.

no chemical agricultural inputs were applied and is considered as having the potential to supply organic markets, the activity promoting the application of agrochemicals may deserve careful reflection in IAMDP.

209. **Summary.** There has been a concerted effort to raise awareness on environmental issues and to build capacities for more effective natural resource management at decentralized and community levels. There is evidence that solid achievements have been made on improved range and forestry resources as well as soil and water conservation linked to crop cultivation. Environment and natural resource management is rated as **satisfactory (5)**.

B.5. Adaptation to climate change

210. **Improved natural resource conditions and complementary practices have contributed to strengthening resilience and adaptation to climate change by the targeted population.** In particular, soil and water conservation practices in agriculture have strengthened resilience to droughts and torrential rains through enhanced water availability, increased soil moisture and better erosion control as described in detail in the previous section (paragraphs 204-208). In addition, the projects introduced drought-resistant varieties (e.g. main crops such as sorghum and groundnuts). Rangeland protection and management (including encroachment control and fire management), complemented by better fodder production and management (e.g. *guar* cultivation, hay baling), has strengthened resilience to climate change by protecting (from possible fire hazards in case of drought) and improving pastures, as well as improving the quality and availability of supplementary feeding. The introduction of *guar* as a drought-tolerant fodder plant, first under the North Kordofan Rural Development Project (2000-2008) and introduced in BIRDP, was highly appreciated by livestock keepers/herders for its suitability to the local environment conditions.[178]

211. Agroforestry supported by some projects is also an adaptation practice; trees can mitigate against land erosion and prevent the formation of sand dunes. Furthermore, agroforestry with high-value trees (such as gum arabic trees) enhances farmers' resilience to adverse climatic events by providing a source of alternative income. There has been a strong focus on women being key agents to building resilience to climate change through household tree nurseries, introducing energy alternatives (LPG and solar) and improved housing materials. On the last point, the use of stabilized sand brick has made housing structures more resilient and durable.

212. **While not for "adaptation", ICSP results from the global viewpoint on climate change are worth noting.** ICSP explicitly sought to address measures aimed at increasing biomass carbon stock and reducing greenhouse gas emissions in the country. Along with the environmental benefits for the rural communities as described above, it is estimated that ICSP contributed to an increase of carbon stock in the project area by 190,863 tons (against the target of 108,000 tons) which is attributed to the afforestation/reforestation results exceeding the target and to a net reduction of greenhouse gas emissions by 56,149 tons through the adoption of alternative energy sources.[179]

213. **Summary.** In the rainfed areas of Sudan where the projects have operated, notable results and achievements related to the environment and natural resource management discussed in the previous section have all directly supported adaptation and resilience to climate change. Adaption to climate change is rated as **satisfactory (5).**

[178] BIRDP PCR.
[179] BIRDP PCR.

C. Overall portfolio achievement

214. The portfolio efforts and achievements are particularly visible with regard to community development and empowerment, gender equality and women's empowerment, strengthening of natural resource governance, and environment and natural resource management. While the reliability and accuracy of the impact-level data can be questioned, the available evidence suggests that it is plausible that the projects have had positive impacts on agricultural productivity and diversification, household incomes, and food and nutrition security. A number of innovative approaches and practices were introduced, particularly related to natural resource governance.

215. These positive achievements were possible also due to a pragmatic approach adopted for project management and implementation, with coordination units established at different levels and extension team staff allocated to the projects. The institutional resources and capacities of government line ministries at a decentralized level (state and locality) present challenges to scaling up and sustainability. Efficiency was overall moderately satisfactory, but there were cases of implementation delays, also due to design weaknesses.

Table 11
Assessment of investment portfolio achievement

Criteria	*CSPE rating*
Rural Poverty Impact	5
Project Performance	
Relevance	5
Effectiveness	5
Efficiency	4
Sustainability of benefits	4
Other Performance Criteria	
Innovation	5
Scaling up	4
Gender equality and women empowerment	5
Environment and natural resources management	5
Adaption to climate change	5
Overall project portfolio achievement	**5**

Key points

- Project designs were very much aligned to Government of Sudan and IFAD strategies; the strong emphasis on community-level capacity development and women's empowerment, including access to financial services, has been highly relevant to context. Additional attention is required to make the logic of the projects more appropriate to the intended outcomes, especially reduced food insecurity and malnutrition.
- Targeted communities have been well mobilized and organized to engage effectively with multi-disciplinary extension services and rural financial services through increasing collaboration with the private sector. Improved farming technologies and access to microfinance have proven very effective in raising production and productivity and in diversifying the agriculture sector. Communities' improved access to markets and profitable value chains has secured enhanced livelihoods for rural households in the target communities.
- In particular, the portfolio has contributed to the social and economic empowerment of women through capacity development and access to productive activities tailored to their needs. This has strengthened the voice of women in decision-making at community level and enhanced their engagement in public life. The projects have contributed to a notable transformation of gender roles, challenging the traditional and conservative norms of rural Sudan.
- The projects have enhanced household incomes and reduced poverty levels in the target communities. This has largely been achieved through increased agricultural productivity (linked with access to markets and value chains) as well as improved storage, which reduces the seasonality of food insecurity. *Jubrakas,* combined with nutrition education, are perceived to have made a significant contribution to reducing food insecurity and malnutrition.
- The projects have raised increasing attention to environmental issues and the importance of addressing these through effective natural resource management. Efforts to strengthen natural resource governance (including studies and analysis) have largely been achieved at the decentralized level and now need to better inform government policies and strategies at interstate and federal level.
- The institutional resources and capacities of government line ministries at a decentralized level (state and locality) are a major challenge for IFAD-financed projects to achieve more effective integration, scaling-up and sustainability.
- The CSPE is more confident about the sustainability of project interventions (including infrastructure) at community level than those dependent upon government services, where the commitment and resources are not sufficient to maintain key investments.

IV. Non-lending activities

216. The term "non-lending activities" is used for actions supported by IFAD that are not planned or organized directly under the investment projects but are instrumental to enhance the programme's development effectiveness. The assessment covers knowledge management, partnership-building and country-level policy engagement. It also includes a sample of grants which covered Sudan.

217. It should be noted that the lines between the activities under investment financing and "non-lending activities" are not always clear-cut. Investment projects often finance activities relating to knowledge management or policy engagement with broader implications beyond the specific projects. Projects could serve as a vehicle for partnership-building. As such, this section also discusses activities under the investment projects where appropriate.

218. The staffing in the IFAD country office has fluctuated over a period. This has had inevitable implications on IFAD's capacity to be engaged in the portfolio management and non-lending activities.

A. Knowledge management

219. **Knowledge management (KM) has received increasing attention in the country programme,** as evidenced by: (i) the presence of an IFAD staff member in the country office responsible for KM, though only for 2015-2017; (ii) the recruitment of a KM coordinator in the CCU in 2015; (iii) the establishment of a KM core group with the membership from IFAD, CCU, projects, KM focal points from key line ministries and the NEN KM officer (based in Rome); (iv) the preparation of the country programme KM strategy 2017-2019; (v) a number of KM-oriented grants (country-specific and non-country specific[180]); and (v) explicit attention to KM in project designs (with a sub-component or activity/budget line, e.g. revised design of BIRDP, SDP, LMRP, IAMDP, SNRLP). Between 2011 and 2013, the regional grant on KariaNet[181] had also supported training and capacity-building on KM in Sudan,[182] which led to the preparation of KM products.[183] A website for the country programme (www.ccuifad.sd) was established around 2016-2017 to capture and disseminate knowledge materials from the projects.

220. The 2013 COSOP as well as the KM strategy (2017-2019) recognize the importance of KM for policy engagement, in particular on issues such as land tenure and natural resource management, rural finance and climate change adaptation. The strategy represents systematic KM efforts at the country programme level with the following strategic objectives: (i) strengthening country-level knowledge and uptake of effective approaches for agriculture and rural development; (ii) partnership for KM and learning for strengthened national policies for improved livelihoods of rural communities; and (iii) contributing to the strengthening of institutional capacity to embed KM in work processes and institutional culture.

221. **IFAD facilitated KM and learning by project stakeholders from other countries and among each other.** Among other things, Sudan has been involved in a number of "Learning Routes",[184] as participants and/or hosts. Following

[180] Including the grants to Procasur, International Centre for Agricultural Research in the Dry Areas (ICARDA) and the Centre for Evaluation at the Saarland University (CEVal), among others.
[181] KariaNet was founded by IFAD and the International Development Research Centre in 2005 to enhance the effectiveness of development projects and programmes that serve the rural poor (www.karianet.org). IFAD financed the initiative through regional grants.
[182] Three workshops were held in Khartoum: (i) training on building online KM communities (December 2011); (ii) documentation and communication workshop (February 2013); and (iii) building online communities – follow-up workshop (February 2013).
[183] Eighteen stories of change were compiled into a booklet entitled "Learning for rural change".
[184] Developed by Procasur, the Learning Routes consist of a capacity development methodology bringing together farmers, rural operators, technicians and development practitioners in different countries. Learning Routes are considered to have been one of the key methodologies for mainstreaming South-South cooperation across IFAD's operational portfolio. (IFAD, 2016). Procasur, "a global organization specialized in harvesting and scaling-up home

exposure to the Learning Routes in other countries,[185] the projects in Sudan organized an "internal" Learning Route in 2016 around the theme of natural resource management and agricultural productivity, supported by IFAD and the CCU in collaboration with Procasur.[186] The staff of the three "host" projects (BIRDP, SUSTAIN and WSRMP)[187] were fully involved in its organization. While most of the participants (22 out of 30) were from the projects, there were also six government staff and two community representatives.

222. This "internal" Learning Route facilitated exchange across the projects and reportedly resulted in some cases of adaptation and replication, including: community networking (practice learned by WSRMP/SDP from BIRDP); conflict resolution approach (from WSRMP to BIRDP); and *guar* cultivation (from Kordofan to BIRDP). Apart from this Learning Route, there were also cross-learning activities between SUSTAIN and SDP, especially around rainfed crop farming and private sector engagement. SUSTAIN reportedly adopted terracing/chisel-ploughing from BIRDP.

223. **Good practices in Sudan have also been shared beyond the border**. Another Learning Route was organized in Sudan in 2018 for participants from Kenya (County Government of Kajiado) to learn from BIRDP on natural resource management. Apparently, this materialized when representatives from BIRDP and the County Government of Kajiado attended the Africa Land Policy conference in Addis Ababa in 2017 and noted similar challenges in their respective areas, with communities dependent on livestock in semi-arid environment.[188] The Kajiado team reportedly noted in particular BIRDP's approach and experience in the empowerment of women and communities, as well as the integrated approach to development around a common shared goal at community level.[189]

224. **Progress on the second objective of the KM strategy, "partnership for KM and learning for strengthened national policies", is mixed**. As noted above, partnerships with internal stakeholders around investment projects have been relatively strong. On the other hand, "partnerships" on KM with other development partners for advocacy have been limited. The KM strategy proposed numerous potential partners,[190] but not much has materialized, even with those obvious partners working in the relevant areas such as FAO and the United Nations

grown innovations", promotes innovation sharing through customized local knowledge management tools and methodologies. (Procasur, 2016).

[185] The first one was in 2012 on innovative livestock marketing in Kenya, based on the request from the IFAD Sudan country team and financed by a small regional grant. From Sudan, BIRDP/WSRMP staff, government staff and farmers/producers participated. A Learning Route to Kenya and Tanzania on "land tenure security and natural resources management" took place in 2015 for key SUSTAIN stakeholders. BIRDP and WSRMP staff also participated in the Learning Route in 2015 in Uganda, where the participants were exposed to the GALS methodology.

[186] This Learning Route was to provide an opportunity to the IFAD-supported projects to organize and implement a Learning Route, as well as to share best practices in Sudan. (Procasur, 2016).

[187] The best practices and experience shared from these projects were as follows: (i) BIRDP – community networking and the legalization of such networks for natural resource management; (ii) SUSTAIN – package on improved agriculture; and (iii) WSRMP – co-management and demarcation of stock routes, mobile extension teams and conflict resolution centres.

[188] https://reliefweb.int/report/sudan/successful-south-south-exchange-inclusive-land-and-natural-resource-management

[189] "The fact that women have been given the opportunity to manage water resources and own and cultivate land was an eye-opener to the Kajiado team. At community level in Kajiado County, women still remain vulnerable and walk long distances in search of water and pasture. Leadership at all levels remains male-dominated. The Kajiado team was impressed by how BIRDP has empowered women at community level." (Source: IFAD special reporting blog: https://ifad-un.blogspot.com/2018/12/successful-south-south-exchange-on.html.)

[190] Including: ICARDA, UNEP and the Environmental Development Action in the Third World on climate change adaptation; IFPRI and FAO on food security; International Labour Organization, Silatech and INJAZ on youth employment; Islamic Development Bank (IsDB) on rural finance. It also listed potential partners for technical support including FAO, International Development Research Centre, Centre for Learning on Sustainable Agriculture (known as ILEIA), Royal Tropical Institute, IFPRI, ICARDA and Procasur.

Environment Programme (UNEP)[191] (see also section below on partnership-building).

225. **Despite progress made especially since 2015-2016, systematic KM efforts have somewhat declined during 2019.** IFAD capacity for KM support has decreased with the departure of the staff member late 2018 who used to provide substantive inputs in this area. Systematic and coordinated KM undertakings at the country programme have been reduced and meetings of the KM core group have been less regular.[192] There has been an idea to strengthen the CCU's role in supporting KM, but capacity is still insufficient. While bilateral, *ad hoc* or informal exchanges between different project staff do take place,[193] structured knowledge-sharing and follow-up on application of learning are insufficient.

226. **At a fundamental level, M&E systems and capacity for critical reflection and analysis as a basis for KM are still inadequate**. As noted elsewhere, M&E systems at project level are found to be generally weak. Without reliable data, evidence-based knowledge is hard to come by. The need to strengthen M&E was included in the KM strategy (under the first objective), but concrete results and improvements have not been observed. There also needs to be consistency in indicators across the projects, which effectively contributes to COSOP monitoring.

227. **Numerous knowledge products have been prepared, but there is room to improve their quality, usefulness and utility, as well as accessibility**. Knowledge products include videos, brochures, case studies, radio broadcasts, with some translated into English, including those prepared in conjunction with the organization of the Learning Routes. A sample of knowledge products indicates the efforts to systematize experiences and identify good practices and lessons, but there are limited materials available on the internet (while the issue of language is also noted) or IFAD electronic archives. The CCU website for the country programme may have the potential to serve as a central repository to facilitate internet-based accessibility, but it is still not well developed.

228. **Summary.** With support by IFAD, and collaboration with the CCU, projects and the Government, the Sudan country programme has made strides in KM. There is evidence of knowledge systematization and cross-learning between the projects. Good practices have also been shared beyond Sudan. On the other hand, partnerships for KM with other development partners have been limited, and performance has declined somewhat during 2019 due to IFAD's reduced capacity to support KM and the insufficient capacity at the CCU. There would be a limit to the extent that KM performance can be upgraded without substantial strengthening of M&E. Knowledge management is assessed as **moderately satisfactory (4)**.

B. Partnership-building

229. Both COSOPs presented a long list of institutions with potential for partnerships, complementarities and synergies. These include: government partners; civil society, farmers/pastoralists/women's unions and community-based organizations; Central Bank of Sudan; ABS, development partners (including African Development Bank, European Commission, FAO, United Nations Development Programme [UNDP], United Nations Industrial Development Organization [UNIDO], World Food Programme [WFP] and World Bank).

[191] One interesting case noted was the "Niger Exchange and Innovation Study" organized by the ADAPT project in 2017, in which five project staff members participated from BIRDP, LMRP and SUSTAIN, along with government staff and staff involved in the REDD+ project [Reducing Emissions from Deforestation and Forest Degradation in Development Countries]. In this case, however, the UNEP was the initiator.
[192] Interviews with CCU.
[193] For example, between SDP and SUSTAIN on regarding certified seeds and experiences from service provision, or among staff working on gender-related issues between different projects.

230. ***Government partners***. **The relationships with the key federal-level counterpart agencies have been strong.** The key agencies have been the Ministry of Finance and National Economy and the Ministry of Agriculture. The CCU established under the Ministry of Agriculture in the late 1990s has been an important conduit for IFAD – with senior ministry officials, as well as concerned State ministries. The 2008 Sudan CPE emphasized that, with an uninterrupted support in the country since 1970, IFAD was one of the few financial institutions with a substantial and high-profile presence in agriculture and rural development, along with the Islamic Development Bank (IsDB) and the Arab Fund.[194] Indeed, the continued sense of appreciation by the Government for IFAD's steady presence clearly emerged, though not specifically solicited, at a number of interviews with government officials during the CSPE mission.

231. **There may be room to strengthen the involvement of the federal Ministry of Animal Resources**. While appreciating IFAD's support for livestock, pastoral development and range management, the ministry staff feel that they are seen as secondary to the Ministry of Agriculture, that their technical expertise is under-utilized and they have fewer training opportunities.[195] This perception does not seem to be entirely in line with the project records indicating the ministry's regular participation in supervision missions for relevant projects (at least after 2012/13),[196] membership in the project steering committees,[197] as well as participation in other events such as COSOP reviews and the Learning Routes. Nonetheless, such perception may indicate there may be room to strengthen their involvement, given the importance and relevance of livestock and range management in the IFAD portfolio.

232. **There are other opportunities to broaden and/or upgrade partnerships with government institutions within the project frameworks.** Institutional relationships with the main counterpart ministries appear to have principally relied on the directorates of international cooperation. There can be opportunities to have more structured and strategic relationships or capacity-building support for planning or other technical departments – for example, the Gender Mainstreaming Unit of the Ministry of Agriculture (given the portfolio achievements on women's empowerment), the Agricultural Policies and Planning Department in project supervision, monitoring and evaluation, the Agricultural Research Corporation (ARC) for agricultural research, the Range and Pasture Department of the Ministry of Animal Resources, or National/State Water Corporation.

233. **At state level, partnerships have been fostered mainly through the projects and IFAD missions**. Especially in the Kordofan states where a series of IFAD-financed projects operated (even though not covering entire states),[198] state ministries (with the agriculture/livestock portfolio[199]) have a high regard for IFAD and the outcomes of these projects. The IFAD-financed projects – mostly working through teams of seconded/assigned government staff at state/locality levels – have provided means and opportunities for them to serve the rural communities, improve capacities and gain experiences. However, closer integration of the projects into the Government's institutional frameworks and processes at state level will be an important step forward for broader institutional impact and

[194] IFAD, 2008.
[195] Meeting with the Ministry of Animal Resources on 17 September 2019.
[196] The ministry responsible for livestock/animal resources and range management (in different configurations) has participated in all supervision missions for BIRDP after 2013, WSRMP after 2012 and SUSTAIN from the beginning.
[197] All relevant projects for which the Ministry of Animal Resources was not the lead agency, i.e. BIRDP, WSRMP and SUSTAIN.
[198] Namely: North Kordofan Rural Development Project (2000-2008); South Kordofan Rural Development Project (2001-2012); WSRMP (2004-2012); SDP (2012-2018); LMRP (2015-2022); and IAMDP (2018-2024).
[199] At state level, responsibilities for agriculture and livestock/range management are under one ministry (currently, Ministry of Production and Economic Resources), unlike at federal level.

sustainability, especially given the new political context (see also paragraphs 163, 176; box 16).[200]

234. **IFAD has had a good relationship with the CBOS as well as ABSUMI, but the significance of the partnerships has declined.** These partnerships have contributed to operational results (see earlier section on portfolio assessment), as well as policy impact mainly in the earlier CPE period (see also section below on policy engagement). Based on the successful experience in working with ABSUMI during the pilot phase, IFAD provided a grant in 2013 for scaling up ABSUMI (see also box 5).[201] The CBOS and ABS provided credit funds while IFAD financing (investment projects and ABSUMI grants) supported technical assistance and institutional support. However, for various reasons, the results from working with ABSUMI have decreased in the latter part of the evaluation period (see also paragraph 118).

235. ***Public agricultural research institutions.*** **ARC has been involved in some projects, but the partnership has not been at the strategic level.** The 2008 CPE found that little technical innovation had been developed in the IFAD-supported programme and that more support to research was needed. During this CSPE period, there was some collaboration with ARC (e.g. improved seed varieties and certified seeds in SDP; BIRDP with the Italian grant). The investment projects supported capacity-building at ARC through training and provision of equipment, and the ARC has also been involved in research-related IFAD grants.[202] However, the collaboration with ARC has been rather *ad hoc* and opportunistic. Many ARC researchers have been engaged in IFAD-funded projects *on an individual basis as consultants*. Given the importance of agricultural research and technical innovations, more consideration could have been given to developing institutional, strategic and medium-term partnership between the ARC and the IFAD-funded projects or the Ministry of Agriculture based on a clear memorandum of understanding with agreed vision and objectives.

236. ***Development agencies*****.** IFAD's work in Sudan is generally highly regarded by those development partners working in the sector, as indicated by interviews during the conduct of the CSPE.[203] It is well noted that the ODA landscape has not been particularly enabling for IFAD to collaborate with other donors: much of the development aid has been directed to humanitarian assistance, or support/ financing has been constrained due to sanctions, political reasons and/or arrears. Furthermore, while a donor coordination mechanism has been relatively strong for humanitarian assistance, that for the agriculture sector as such has been practically non-existent.

237. **IFAD could have done more in promoting coordination with relevant partners on strategic and policy issues.** For example, UNEP has undertaken extensive work (particularly research with a focus on Darfur) on areas such as environmental governance and pastoralism, but there have been no substantive joint efforts to generate knowledge and engage in policy issues in this area. The 2013 COSOP indicated the intention of joint contribution with FAO to the country's agricultural development issues, including for the Sudan National Agricultural Investment Plan. Apart from occasional interactions (e.g. including FAO's inputs to the latest project design process), there is not much evidence of the two agencies joining hands to contribute to policy and strategic issues of importance. Within the last year or so, FAO, IFAD and UNEP have initiated a forum/platform to discuss issues and share good practices around natural resource management, which is an

[200] In this regard, the 2009 COSOP indicated the intention of "mainstreaming project implementation arrangements within existing public (private or producers') organizations".
[201] In conjunction with the ongoing projects at the time, i.e. SDP, SUSTAIN and WSRMP.
[202] For example, grants with the International Centre for Agricultural Research in the Dry Areas (ICARDA).
[203] Including FAO and the African Development Bank (AfDB), as well as the Sustainable Natural Resource Management Project funded by the GEF and administered by the World Bank.

encouraging sign. In the new Sudan context, the proposal to establish an agriculture sector working group is being discussed.

238. **A formalized partnership agreement with other agencies to address malnutrition issues is a positive step.** FAO, IFAD, the United Nations Population Fund, UNICEF, WFP and the World Health Organization signed a letter of understanding in 2016 that sets the framework for cooperation towards continued improvement of nutrition in Sudan. However, the document does not really articulate the particular contribution or comparative advantage of each partner, and concrete steps taken and outcomes are not yet clear. There is an important opportunity here through this partnership to build up knowledge and capacity on multisectoral nutrition-sensitive (preventative) interventions that work effectively in the Sudan context beyond the nutrition-specific (treatment) interventions in the health sector.

239. **Cofinancing and cofinanciers have generally decreased from the earlier period[204] – basically due to the absence of potential partners in Sudan; however there are some cases of strategic cofinancing or additional financing mobilized**. IFAD cofinanced GAPM – the only project in the evaluated portfolio that was not directly supervised by IFAD – with the World Bank-administered Multi-Donor Trust Fund. The cofinancing proposal emerged through interactions between the Government, the World Bank and IFAD, which was possible due to the country presence.[205] IFAD was involved in the design process and participated in some World Bank-led supervision missions. Even though the project cost (US$11 million) as well as IFAD financing (US$3 million) were relatively modest, this partnership provided IFAD with the opportunity to gain experience in the gum arabic sector, which was recognized as important for the rural poor and which was also going through a policy reform process.

240. Other cofinanciers for the evaluated portfolio have included:[206] the GEF (BIRDP, LMRP); the Government of Italy (BIRDP); and the European Union (LMRP). EU cofinancing complementary to LMRP[207] materialized as the EU, which is not in a position to provide funds directly to the Government, was in search of a partner and an appropriate modality to channel its support.[208] There were also other efforts, though not successful, to mobilize cofinancing and collaborate for LMRP, such as the Islamic Development Bank group and the Arab Authority for Agricultural Investment and Development.

241. ***Non-state actors*. The portfolio's achievement in "building up" community-level institutions and civil society from the field is significant.** All projects have had a focus on community mobilization and empowerment, predominantly but not only through VDCs/CDCs. BIRDP took a step forward and supported networking these community-level institutions. Many of these networks have been registered

[204] Cofinanciers for the previous projects (approved after 1990) include: Netherlands, Sweden, Islamic Development Bank, Germany/KfW (a German state-owned development bank) and OPEC Fund for International Development.
[205] The inception memorandum October 2008 provides as follows: "IFAD received a request from the Government of Sudan and the World Bank to cofinance this project with MDTF [multi-donor trust fund]. The IFAD Country Presence Officer in Sudan has participated in various Project Design Team meetings with the World Bank and also participated in the MDTF Review meeting in January and June 2008. IFAD has agreed with the World Bank that the project design must meet IFAD processes and specific requirements in terms of poverty targeting and gender focus, synergy and coordination with the ongoing |FAD-funded project is in the Kordofan States which focus on the three main objectives of food security, resilience to drought and natural resources management." The implementation completion report (by the World Bank) also noted the engagement with IFAD on project design and consistencies between the IFAD document (president's report) and the Bank's document.
[206] Not including the Adaptation of Smallholder Agriculture Programme (ASAP), which is managed by IFAD. As for LMRP, the possibility of cofinancing by the Islamic Development Bank and the Arab Authority for Agri-Investment Development was also discussed but the status is not clear.
[207] European Union financing is for a distinctive project, Livestock Epidemio-Surveillance Project to Support Livelihoods of Vulnerable Rural Smallholders and Pastoralists.
[208] The European Union has been supporting livestock and animal health in Sudan since 2003. The previous project related to animal health was implemented by an NGO.

with a legal status. A group of network leaders who emerged from BIRDP now organize themselves to lobby to politicians in Khartoum on their concerns and to channel the voices of their constituencies. Thus, IFAD's approach has been that of building up and strengthening (future) civil society organizations that could be potential partners for policy engagement and advocacy.

242. **The partnership with the Native Administration has been an important feature but this is not sustained.** This partnership has contributed to project effectiveness and sustainability, specifically in relation to natural resource governance and related conflict resolutions. A turning point was the WSRMP MTR in 2008,[209] which recommended a close involvement of the Native Administration to promote co-management and user management of resources, thus shifting the focus from government service delivery to community-managed service delivery.[210] BIRDP followed suit and the latest project design (SNRLP) also proposes the involvement/participation of the Native Administration, but this does not seem to be the case in the ongoing LMRP (see also paragraph 87). The CSPE team's meeting with Native Administration leaders in Kordofan indicated that the Council of Implementing Partners used in WSRMP, in which the Native Administration had a clear role, was very effective but it is not taken up in LMRP; the leaders consider that LMRP focuses on the government-related institutions, which has limited capacity for community mobilization.

243. **Relationships with apex-level farmers' organizations have been insignificant, also due to contextual factors.** In Sudan, there was a relatively well-organized Farmers' Union and Pastoralists' Union, which were also reportedly involved in the 2009 and 2013 COSOP consultation processes. However, the Agricultural and Livestock Professional Organization Act of 2011 replaced existing laws on farmers', producers' and pastoralist' unions, which, therefore, were no longer considered to be legitimate structures. This move affected the proposed support to the Farmers' Union in the context of an IFAD regional initiative on strengthening farmers' organizations.[211] At the same time, there is also a view that these organizations may have been politicized, and therefore, in the Sudan context, the bottom-up approach is considered to be appropriate.

244. **Collaboration with NGOs has been limited, also due to lack of a conducive environment, but there are opportunities.** In other countries, NGOs may be brought in to support certain project activities, sometimes with cofinancing when the areas of interest merge. There have been some examples of working with NGOs in the project contexts in Sudan,[212] but such arrangements have been minimal. On the one hand, the Sudan political context has not been very conducive for the development of civil society/NGOs and these institutions have not been present in abundance. On the other hand, most of field-level activities have been carried out by government extension teams supported by the projects. This arrangement may have its own merits as it has served for capacity-building of government staff at state/locality levels, but the question can be asked whether there were/are not opportunities to work with NGOs, within and outside the project framework. The change of the IFAD financing modality from loan to DSF grants was seen to provide opportunities to engage with more diverse agencies (including non-state actors),[213] but the effects in this regard are not obvious. Furthermore, IFAD could have partnered with NGOs for KM and learning for better policy

[209] The MTR noted that the programme had overlooked role of the Native Administration in planning and managing stock route development.
[210] The representation of the Native Administration for the programme oversight was institutionalized through the establishment of in the "Council of Implementing Partners" in WSRMP.
[211] Support to Farmers' Organizations in Africa Programme.
[212] For example, WSRMP partnership with SOS Sahel, which took the lead in Western Livestock Stock route, and BIRDP cooperation with ZOA (a Dutch-based NGO) around water in Subagh locality (according to the IFAD comment on the draft CSPE report).
[213] 2009 COSOP.

engagement, in particular relating to natural resource governance (e.g. SOS Sahel, Sudan Environmental Conservation Society).

245. ***Private sector*. Partnerships with the private sector have been pursued, also in ongoing projects, with encouraging results and further potential.** Among the completed projects, particularly SDP and SUSTAIN initiated collaboration with the private sector, such as seed companies, input suppliers, agro-dealers, spraying service providers, and mechanized service providers. The projects played a role in identifying potential partners and their capacity-building where needed, and facilitating linkages with beneficiary farmers and other partners.

246. **Summary.** The evaluation notes relatively strong partnerships between IFAD and the Government and the achievements in building up civil society through a series of projects, complemented by grant-financed activities. In particular, working with the Native Administration and community-level institutions and their networks contributes to the effectiveness of IFAD support for natural resource governance and empowerment. Rather limited cofinancing may be a reflection of insignificant donor support in the sector in earlier years, but there were missed opportunities to work with other agencies on policy and strategic issues. The evaluation acknowledges recent collaboration and efforts to establish more structured interaction with other development partners (European Union; FAO and UNEP; intent of collaboration on nutrition). The performance on partnership-building is rated as **moderately satisfactory (4)**.

C. Country-level policy engagement

247. According to an IFAD publication,[214] policy engagement is "a process for IFAD to get involved with partner governments and other national stakeholders to influence or inform policy priorities, as well as the design and implementation of public policies that shape the economic opportunities for large numbers of rural people to move out of poverty. IFAD sometimes participates directly in policy dialogue; more often, it facilitates discussion among national stakeholders, strengthens their capacity, and brings evidence to the table that can inform discussion".

248. While noting the intention to develop a road map for policy engagement with the two Governments (Sudan and South Sudan), the 2009 COSOP presented three policy issues: (i) budgetary allocation to the rainfed sector; (ii) devolution of water management to users' organizations; and (iii) sustainable microfinance services supported by an enabling policy framework. The 2013 COSOP listed the priority areas for policy dialogue as follows: (a) land tenure and natural resource management: (b) rural finance; (c) livestock; (iv) climate change; and (v) nutrition.

249. **The investment projects have served as a main vehicle to gain field-level experience and contribute to policy issues, with some tangible results**. Most of the investment projects integrated policy-related interventions. In some cases, developments or changes in the policy and legislations were explicit expected outputs (e.g. seed-related legislations in SDP, a natural resource governance framework in BIRDP). In other cases, the projects have supported analytical work and a platform/forum for policy debate and advocacy, which provided substantial inputs (e.g. land-use mapping in Sinnar in SUSTAIN; Range and Pasture Law of 2015 under WSRMP).

250. **The "bottom-up" approach to tabling and deliberating on policy issues based on the project experience has been an important feature in the portfolio**. Especially on the issues related to natural resource governance, the portfolio has pursued a multipronged approach – strengthening rural organizations to advocate for their rights, improving the capacity and understanding of local-level

[214] IFAD, 2013a.

extension teams, promoting a multi-stakeholder coalition, and creating a space for dialogue. BIRDP has indeed been a remarkable example of such bottom-up consultation processes, culminating in the development of the natural resource governance framework for the Butana area covering the five states.

251. **Policy influence at the federal level has been challenging[215] – so are the implementation of policies/legislations.** There are some examples where the projects supported the preparation of draft policies/legislations, but they have not reached the final stage (e.g. Seed Law under SDP), although this was admittedly due to the government processes rather than project failure as such. WSRMP contributed to the formulation and passing of the Range and Pasture Law of 2015, but the stakeholders interviewed during this CSPE questioned the extent to which the legislation was effectively being applied/implemented.

252. **Analytical studies and policy-related results in the investment projects could have been used more effectively to further inform the overarching national-level policy agenda.** The 2008 CPE found that "the Fund's sphere of influence remained mostly constrained within the project scope" due to "lack of real country presence and little engagement on higher national-level policy issues". This assessment still remains largely valid today, despite increased country presence compared to the earlier evaluation period. The projects had some concrete results, especially relating to natural resource governance, which is commendable, but policy issues are complex and challenging, needing further work at different levels. IFAD's non-project-specific support was mostly oriented towards complementing the investment projects, rather than taking the results/learning from the investment projects to a higher level for policy influence, also in collaboration with other partners. However, it is also recognized that the political and institutional environment has not been particularly conducive, especially on issues related to access to natural resources and land tenure.

253. **Inputs to microfinance-related policy issues have decreased compared to the previous CPE period**. The 2008 CPE found that "a major change in microfinance policy occurred at CBOS and ABS, both of which established separate microfinance departments with the influence of IFAD".[216] It is possible that some of the CBOS policies ("circulars"[217]) were informed by the ABSUMI experience, but there were also other development partners working in the sector.[218] During the CSPE period, the work with CBOS (and ABS) was mostly directed at field level. While this partnership produced tangible results in improving access to finance and empowering poor rural women, there was a missed opportunity to support analytical work, and table and engage in policy issues to support an enabling environment also in collaboration with other partners (e.g. UNDP), despite the intention to do so as indicated in the 2013 COSOP.[219]

[215] 2012 COSOP MTR: "… the country programme management team has been actively involved in policy discussion forums bringing project evidence and the experience from the field. On local and state level, this has led to reforms. Producing tangible actions at the federal level has proved difficult. One of the reasons is the lack of specific budget lines related to influencing policies. This would have allowed undertaking more research and study activities to persuade policymakers".

[216] There were major changes in the microfinance sector around the time of the previous CPE. For example, CBS prepared a vision for the microfinance sector in 2006 and a microfinance regulatory framework in 2008. The Sudan Microfinance Development Facility Project financed by the Multi-Donor Trust Fund and administered by the World Bank, started in 2007.

[217] For example, circular no. 05/2008 (20 March 2008) on non-conventional guarantees related to microfinance operations; circular no. 09/2008 (21 April 2008), Guidelines for banks to work in microfinance, which require banks to allocate at least 12 per cent of the portfolio for micro and small finance.

[218] CBOS hosted a first national consultative forum on microfinance co-sponsored by IFAD, UNDP and the World Bank in 2007.

[219] It appears that the intention of the 2013 COSOP was to tackle microfinance policy issues mainly under the proposed Rural Finance Development Programme, which was replaced by (or merged into) IAMDP. The 2015 country programme issues sheet (by IFAD) noted that: "microfinance policies will need to be upgraded. IFAD and other donors are engaged in sporadic discussions with CBOS on policy reforms. IFAD intends to address Policy reform as part of the dedicated microfinance project."

254. **There are some examples, with varied evidence, of country and regional grants supporting policy issues**. An example of a policy-oriented grant was the one to a national research organization[220] to prepare a strategy on traditional rainfed agriculture. The Government's Sudan National Agriculture Investment Plan (2016-2020)[221] reflects on the previous neglect of rainfed agriculture[222] and proposes "implementation of the traditional rainfed strategy (2014)", which had been (or at least its basis had been) prepared under the IFAD grant. On the other hand, the regional grant to the International Union for Conservation of Nature was claimed to have contributed to the revision of the forest policy in 2012, which included support for participatory forest management, influenced by training on pastoralism under the World Initiative for Sustainable Pastoralism.[223] However, there is no clear evidence linking these, also based on consultation with resource persons. With regard to a grant to the Arab Center for the Studies of Arid Zones and Dry Lands, according to the grant completion report, this project contributed to the establishment of a unified standard specification for camel milk.

255. **Summary.** Throughout the evaluation period, a majority of the projects integrated policy issues and generated some concrete outputs. The projects have served as a main vehicle for financing the policy formulation processes on the one hand, and providing the experience and lessons to feed into the processes on the other. However, more could have been done to utilize the results from the projects for higher-level policy influence, also in collaboration with other partners. Overall performance in country-level policy engagement during the evaluation period is rated as **moderately satisfactory (4).**

D. Grants

256. Most of the IFAD grant-funded projects were initiated by the country team or the regional division. While the relevance to the country programme/portfolio was not obvious for all grants, it is possible to identify the linkage and contributions in many cases. Examples of IFAD grants with a clear linkage to the portfolio include: (i) direct and close linkage with one or more projects (complementary interventions) – e.g. ABSUMI (multiple projects), ICARDA[224] (BIRDP), PENHA,[225] IWMI,[226] UNESCO[227] (GASH); and (ii) capacity-building through training, exposure/exchange – e.g. Procasur (Learning Route to Kenya), Oxfam (household methodology), ICARDA (KM). A couple of grants were intended for stand-alone support: support to agricultural extension in South Darfur (when the engagement in Darfur was being gauged); and for the preparation of the traditional rainfed agriculture strategy.

257. The use of grants directly integrated into or closely associated with investment projects has increased in the latter part of the evaluation period (e.g. GEF, ASAP, European Union, Government of Italy). On the other hand, the use of country-specific grants (or grants clearly initiated by the country team, such as the

[220] Mamoun Beheiry Centre for Economic and Social Studies and Research in Africa Centre (MBC).
[221] The Sudan National Agriculture Investment Plan listed investment programme areas: (i) enabling environment for sustainable agricultural development; (ii) institutional reform, change management and enhanced capacity building of producers and staff in the agricultural sector; (iii) increasing agricultural production and productivity through development and modernization of agricultural systems and improved agricultural management; (iv) development of agricultural support services and establishment of knowledge and information network; (v) agricultural industrialization, development of value chain and market access; (vi) addressing the issues of agricultural land, protecting and developing natural resources including wildlife; and (vii) realization of food security and nutrition and implementation of quality control and safety measures for domestic consumption and export.
[222] "The sector-wise distribution of fund [under the Agricultural Revival Programme 2008-2011] is imbalanced where the irrigated sector received some 45 per cent of the funds going to irrigation infrastructure and 48 per cent to food security and nutrition and sustainable livelihoods. The main beneficiaries were producers in the irrigated sector and the main losers were the producers in the rain-fed sector, especially livestock producers".
[223] Grant completion report by the International Union for Conservation of Nature.
[224] International Centre for Agricultural Research in the Dry Areas.
[225] Pastoral and Environmental Network in the Horn of Africa.
[226] International Water Management Institute.
[227] United Nations Educational, Scientific and Cultural Organization.

Learning Route grant for Kenya-Sudan exchange) has evidently decreased (four out of the five country-specific grants were approved in 2011, and one approved in 2013). This may have to do with the restriction on using the IFAD regular grant resources for a country eligible for grant financing for the investment portfolio under the DSF. Nonetheless, there are opportunities to explore options for mobilizing resources (IFAD or non-IFAD) to more effectively invest in non-lending activities.

258. An overview of selected grants (types and relevance/linkage to the country programme) is provided in annex XI. Some of these are highlighted below.

259. The ABSUMI country-specific grant was one of the grants with high relevance and strong linkage to the portfolio (i.e. SDP and SUSTAIN; see also box 5, paragraph 234). The grant was channeled through the Ministry of Agriculture and to the investment projects and not through ABS/ABSUMI. The grant mainly financed the establishment of ABSUMI units and training, linked to women's groups supported by the investment projects, while the ABS/ABSUMI and CBOS provided portfolio funds. As noted earlier, working with ABSUMI made a visible contribution to improving access to finance by women and to their empowerment – although its significance in the partnerships with IFAD has declined in the recent years.

260. The Learning Route grant (covering Kenya and Sudan) was significant in pushing the KM agenda for the country programme, as the learning route supported under this grant as well as participation in other learning routes (not specifically organized for Sudan) provided the opportunity for the Sudanese partners to experience this KM methodology. This, combined with IFAD support, resulted in the organization of an internal learning route (see also paragraph 221-222).

261. A stand-alone country-specific grant was provided to Mamoun Beheiry Centre for Economic and Social Studies and Research in Africa Centre in 2011 to help the Government prepare a strategy for rainfed agriculture; experiences in IFAD-financed projects were fed into the strategy. Apart from providing inputs to the 2013 COSOP, the strategy prepared is included in the Government's Sudan National Agricultural Investment Plan (paragraph 254).

262. The ICARDA grant approved in 2014 provided technical inputs to BIRDP for piped irrigation systems at Lower Atbara in the River Nile state (as witnessed by the CSPE team), although in a limited geographical area. Two regional/global grants (UNESCO and IWMI) were linked to GASH and produced some knowledge products related to spate irrigation and supported implementation (e.g. exchange visits and knowledge-sharing with other countries practising spate irrigation, such as Ethiopia), but GASH was rather an outlier project and therefore had no far-reaching implications on the country programme. It is also not clear whether and how the results of the grants may have been taken up and sustained by other stakeholders in Sudan.

E. Overall assessment

263. Overall assessment of non-lending activities is rated as **moderately satisfactory (4).**

Table 12
Assessment of non-lending activities

Non-lending activities	*Rating*
Knowledge management	4
Partnership-building	4
Policy engagement	4
Overall	***4***

Key points

- The IFAD Sudan country programme has made good progress in KM. There is evidence of knowledge systematization and cross-learning between the projects. Good practices have also been shared beyond Sudan, On the other hand, partnerships for KM with other development partners have been limited and the performance has declined somewhat during 2019 due to the IFAD's reduced capacity to support KM and insufficient capacity at the CCU. There would be a limit to the extent that the KM performance could be upgraded without substantial strengthening of M&E.
- The evaluation notes relatively strong partnerships with the Government and the achievements in building up civil society. In particular, working with the Native Administration and community-level institutions and their networks contributes to the effectiveness of IFAD support for natural resource governance and empowerment. Rather limited cofinancing may be a reflection of insignificant donor support in the sector in earlier years, but there were missed opportunities to work with other agencies on policy and strategic issues. Recent collaboration and efforts to establish more structured interaction with other agencies are noted.
- Most projects integrated policy issues, with some concrete outputs. The projects have served as a main vehicle for financing the policy formulation processes on the one hand, and providing the experience and lessons to feed into the processes on the other. However, more could have been done to utilize the results from the projects for higher-level policy influence, also in collaboration with other partners.

V. Performance of partners

A. IFAD

264. IFAD has been present in Sudan for a longer period than have many other countries. Sudan is one of the countries where IFAD implemented the "Field Presence Pilot Programme", under which a county presence/programme officer in the UNDP office was recruited around 2005/2006. The national staff member was then joined by the county programme manager (previously Rome-based) who was outposted in 2009. The latter was also one of the very first cases of "country programme manager outposting" (along Peru and Viet Nam.).

265. **The appreciation for IFAD as a trusted and steady partner, especially by the Government, is palpable**. IFAD effectively took up the advantage of the "space" to support rural development and rainfed-based livelihoods for rural poverty reduction, especially given the scarcity of development partners operating in the same sphere. The establishment of the CCU in the late 1990s and the relatively early introduction of the country presence with committed staff when the country was going through significant changes (Comprehensive Peace Agreement, secession of South Sudan) played a vital role in fostering partnerships and effective handling of the portfolio and non-portfolio activities.

266. **IFAD has followed coherent and relevant strategies for its programme in Sudan, manifested in the 2009 and 2013 COSOPs.** The substance of the COSOPs and overall high relevance of the country strategy will be discussed more in section VI.A. The COSOP preparation was based on consultative processes, involving a wide range of partners, including government agencies (federal and state levels, ongoing projects), CBOS, ABS, civil society organizations and NGOs,[228] the private sector (for 2013 COSOP)[229] and other development partners.[230] The COSOP reviews have also been regularly organized and supported by IFAD. The reviews have served as a platform for knowledge-sharing as well as discussion on implementation issues and solutions among project staff and counterpart government officials.

267. **Overall, IFAD has effectively supported the preparation of relevant projects,** based on a combination of the steady involvement of consultants and other resource persons who are familiar with the context and IFAD operations and good consultation processes, which enabled a reflection on and incorporation of lessons and designs that respond to the needs of the country and the target group. For example, the proposal for the latest project (SNRLP) came out of the 2017 COSOP review, during which the participants recognized the importance of consolidating the achievements in natural resource management and governance. On the other hand, while familiarity and institutional memory can be positive, there may have been missed opportunities to introduce fresh ideas and innovative approaches, for example, for micro/rural finance support.

268. **There were also some issues with project designs and relevance – some addressed during project implementation but not always.** For GASH, the IOE evaluation (2014) found the project to have been "well-intended and courageous, but over-ambitious", underestimating the complexities of social, political and institutional contexts. The WSRMP MTR contributed to a change of the course of project implementation, especially in terms of better engagement of pastoral

[228] For 2009 COSOP, Farmers Union, Pastoralists Union, Women's Union, Society for Environmental Conservation; for 2013 COSOP, Farmers Union, Pastoralists' Union, Mamoun Behiry Centre for Social Studies and Economic Research in Arica, Sudanese Environmental Conservation Society.
[229] Including Agricultural Chamber of Business, Hawa Organization, Sudan Seed Trade Association, Agribusiness Sudan Company, Sudan Veterinary Council.
[230] For 2009 COSOP, FAO, UNDP, World Bank; for 2013 COSOP, AfDB, Canada, DFID, European Union, FAO, France, ICARDA, IGAD, International Monetary Fund, Netherlands, Norway, UNDP, USAID, WFP.

communities. As for SDP, which had different characteristics from other projects,[231] the initial approach to the public-private partnership was found to be not workable, but the design/approach was adjusted at the MTR and contributed to improved performance (see below). Lastly, as for the ongoing LMRP, the design was not sufficiently informed by the accumulated experience of the IFAD portfolio (paragraphs 87, 96, 242), possibly due to staff change and the use of mostly different consultants, and a set of recommendations were made at the MTR undertaken in December 2019.

269. **IFAD could have paid more attention to the issue of project staff remuneration at design stage**.[232] Inadvertent inconsistencies in staff remuneration levels between the recent projects at design (which was followed by the Government) presented bottlenecks. There is a consensus that the Government should provide guidance on harmonized salary scales for recruited staff working with externally funded projects – and steps are being taken in this regard. Nonetheless, inconsistencies in costing at design should have been avoided, at least within the IFAD-funded projects.[233] Through a number of official communications to the Government and missions' aide-memoire, IFAD has also sought to resolve this issue with the ongoing projects after implementation started.

270. **IFAD facilitated additional financing and cofinancing.** These include GEF (LMRP, ICSP linked to BIRDP), ASAP (BIRDP, LMRP), IFAD's own additional financing (WSRMP, BIRDP), other donors (Government of Italy, OPEC Fund for International Development, European Union). In the case of GAPM, the World Bank was the initiator (using the Multi-Donor Trust Fund), but the request from the World Bank and the Government for IFAD to provide cofinancing could be indicative of their recognition of IFAD as a trusted partner. It should be noted that cofinancing opportunities for the agriculture/rural sector generally tended to be limited in Sudan.

271. **Supervision and other missions fielded by IFAD have provided useful inputs and contributed to improving implementation and results**. All projects were directly supervised by IFAD except for GAPM and the initial years of GASH and WSRMP (supervised by UNOPS up until around 2007). Supervision missions were regularly organized with teams comprising relevant specialists, jointly with the Government.[234] A review of the sample mission reports indicates that these missions provided a set of relevant recommendations. Some missions that had a particularly important role in adjusting the course of project implementation include WSRMP MTR (soon after IFAD took over the supervision responsibility from UNOPS), SDP MTR and BIRDP MTR.

272. **Direct participation by IFAD staff in these missions has declined**. According to the mission composition records reviewed, the role of "mission/team leader" has tended to be delegated to consultants more in the latter part of the evaluation period compared to earlier.[235] This may be due to the reduced staffing at the country office and at headquarters supporting the Sudan programme, as well as

[231] Many previous projects were on rural development and community development, although including some community-level seed multiplication support. SDP was focused on seed sector development through partnerships with the private sector.
[232] Detailed project cost tables in the project design documents of LMRP and IAMDP indicate substantial differences in proposed salary levels.
[233] In view of the timing of the project designs, it is possible that this was also due to the change of country programme managers.
[234] Normally, government staff join the missions from the federal Ministry of Agriculture, the Ministry of Finance, and also Ministry of Animal Resources.
[235] For example, in 2008, all three missions (for GASH and WSRMP) were led by the country programme manager; out of the three supervision missions fielded in 2009, two were led by the country programme manager (in addition to a design mission for RAP) and the other by the country programme officer. In 2015, five missions were led by consultants, while the country programme manager and other IFAD staff "participated" (most likely not for the entire mission). In 2018, all supervision/implementation support (three) missions, except for a brief one for ICSP, were led by consultants, whereas the country programme manager (director) "supervised" the mission work.

other tasks based on requests from headquarters or in relation to the United Nations country team. While it is understood that even with less direct participation IFAD staff still exercise oversight of the conduct and outcomes of the missions, it would be important for the country office to participate more in the missions, including field work, both to understand the field reality as well as to foster collaboration with field-level partners.

273. **IFAD's processing of requests for no-objections and withdrawal applications is perceived to have been timely overall**. Project capacity on fiduciary aspects was supported by training and capacity-building (e.g. financial management, procurement)[236] organized by IFAD. Close communications between the country office and the CCU are useful in following up on withdrawal applications or requests for no-objections.

274. **IFAD has provided technical and advisory support outside regular supervision missions and oversight over fiduciary issues** – for example, by facilitating linkages with other countries' initiatives and innovations, introducing the Sudanese counterparts to opportunities to improve their skills and knowledge, and providing follow-up (e.g. GALS, learning routes). In some cases, IFAD effectively used grant-funded support – whether initiated by the country team or not (see section on non-lending activities).

275. **The country office, with varied staffing capacity over the years, has played an important role in managing the country programme**. Thanks to the country presence and the CCU, IFAD has maintained close and good relationships with the Government at federal level as well as with the projects. Being close to the partners and projects and having up-to-date understanding of implementation issues and the context enabled IFAD to organize appropriate follow-up and support, as noted earlier. IFAD also supported KM by the projects and the CCU to a great extent, especially when the responsible staff member was in the country office.

276. **IFAD could have done more to strengthen collaboration with other development agencies and policy engagement.** As discussed earlier (section on non-lending activities), some partnerships were realized, especially in terms of cofinancing, but there was a missed opportunity to process knowledge from the projects and to bring the policy-related project achievements to a higher level.

277. **Reduced capacity at the country office has not been filled by support from headquarters or the subregional hub in Cairo**. For some time, the country office had four professional staff and there were also one or two programme officers in the regional division based at headquarters who were supporting the Sudan programme. As part of the recent corporate-level reform and decentralization, the Sudan country office is now placed under the IFAD subregional hub in Cairo, which was officially inaugurated in October 2019, but a pool of regional technical specialists in Cairo is still small, although growing. Nonetheless, the Sudan team has mobilized support and inputs from other divisions (headquarters) for design, supervision and implementation support, capacity-building and knowledge management (e.g. agriculture, land tenure, natural resource management, policy, gender, financial management).

278. **Summary**. In general, IFAD has maintained a strong relationship with the Government and is perceived to be a trusted partner. The country strategies and the projects were coherent and relevant overall, although there were some cases of project design weaknesses, which were rectified during implementation. Supervision missions, implementation and follow-up support by IFAD have been effective, contributing to improving project performance and KM. However,

[236] Financial management training Feb 2017. Fiduciary summary sheet (Oct 2018) "In order to enhance the quality of financial statements, FMD recently hired a consultant to undertake a mission to support projects' team. This mission was to be conducted in collaboration with the staff of the National Audit Chamber in order to enhance partnership and comprehension of IFAD's audit and financial reporting requirements"

partnerships with development agencies and policy engagement beyond the project portfolio could have been stronger. The recent reduction in country office staffing and reduced direct participation in missions (in particular, field visits) are concerning. Based on the foregoing, IFAD's performance is rated as **satisfactory (5)**.

B. Government

279. The assessment of "Government" performance will need to be dissected at different levels: at federal level, with the main counterparts being the Ministry of Agriculture, Ministry of Finance and Economic Planning, FNC and Ministry of Animal Resources and the CCU under the Ministry of Agriculture; at state level (state ministries and local governments); and the project management/coordination units, most of which are located in the project states and not the capital (except for GAPM and ICSP).

280. **The Government (both federal and state levels) has been a collaborative and willing partner in general**. Staff from the federal ministries (agriculture and finance) were regularly part of IFAD-Government joint supervision missions. In BIRDP, based on a recommendation by the 2017 supervision mission, a "supervisory technical committee" was established "to provide strict supervision and assist in solving problems on a short-terms basis."[237] This mechanism worked effectively and contributed to improved implementation in the last years of BIRDP.

281. The state ministries have seconded their staff for the state-level project coordination units and local-level extension teams. The modality of multi-disciplinary extension teams and mobile extension teams (where relevant) promoted by different projects has been well-accepted and taken up by the state ministries, although maintaining the level of extension activities after project completion is challenging due to limited government operational budget. It is difficult to thoroughly assess or generalize the performance of state/locality-level teams, but based on available information and interaction by the CSPE team, staff are highly committed in general and teams function well. An exemplary case of collaboration with the state government was found in the River Nile state with BIRDP: activities supported or promoted by the projects are gradually integrated into the plans of other ministries such as irrigation and health (see box 16).[238]

282. **At the federal level, the CCU has played a pivotal role in facilitating support to IFAD-funded projects and ensuring close liaison with the Ministry of Agriculture**. The CCU has served as an important conduit between IFAD, the government agencies and the projects, given that all project coordination units are located far from the capital (with the exception of ICSP). It very much represents the long-standing partnership between IFAD and the Ministry of Agriculture and the strong institutional relationship. One of the most useful and practical functions effectively performed by the CCU is basically logistical support for the organization of missions. Other regular tasks of the CCU include the execution of procurement of goods/works under international/national competitive bidding methods and consultancy services on behalf of the projects, support to the projects in carrying out procurement under national shopping, and follow-up on withdrawal applications. A mission fielded by IFAD to review the CCU's role and functions (February 2018) found that there was room for strengthening the CCU's capacity and support to the projects for procurement planning and processes. There has been a proposal to strengthen the CCU in coordinating and supporting KM at the country programme level, but along with reduced KM support by IFAD, the level of activities has declined.

[237] BIRDP November 2017 supervision mission report.
[238] Discussion with the River Nile BIRDP SCU.

283. **On the other hand, shortcomings in government performance are observed in terms of following through with project-supported activities.** This was the case when bureaucratic processes and different actors were involved. For example, final steps in passing of the legislations developed with SDP support[239] were not followed through by project completion (reportedly due to heavy workloads at the Ministry of Justice[240]) or by the time of CSPE mission. Even where policy or legislation changes were formally adopted, actual implementation can still be an issue. In BIRDP, the BDA, later replaced by the BDF, was established, but its capacities (human and financial) and strategic guidance remained limited during the BIRDP period and the PCR urged the Ministry of Finance and Economic Planning to arrange for technical and financial capacity-building of the BDF to perform its mandate for participatory community development in Butana area.

284. While it may not be entirely regarded as the Government's performance *per se*, frequent changes in key senior counterpart positions has posed challenges with the need to provide briefings and for the new officials to understand the IFAD-supported operations and issues.

285. **Another area of weakness is in terms of sustaining or upgrading project outputs/outcomes where the Government bears the responsibilities.** This is particularly the case with operations and maintenance of major civil works, especially rural roads and crossings, as well as with the GASH spate irrigation scheme, where further investment would have been needed to maximize the utility of the infrastructure financed under the GASH project.

286. **There were positive and less positive examples of inter/intra-agency collaboration**. Collaboration between units or agencies appears to be better at lower (close to the field/ground) than at higher level or between agencies. Positive examples include inter-ministerial collaboration in the River Nile state in BIRDP, and collaboration between WSRMP and ABSUMI. Less positive examples were noted in terms of coordination between: BIRDP and ICSP (FNC); BIRDP and ABSUMI; and RAP/BIRDP and counterpart government agencies, namely, the state ministries of Physical Planning and Public Utilities (Gadaref and Kassala) and the National Highways and Bridges Authority. The staff at the federal Ministry of Animal Resources feel that they are seen as secondary to the Ministry of Agriculture and are not fully involved in the projects covering livestock and rangeland management (see also paragraph 231).

287. **M&E performance and the quality of impact data have tended to be weak.** In most cases, even when the project received "satisfactory" ratings in most of the self-assessments for M&E (e.g. WSRMP, SUSTAIN), the availability and reliability of data at outcome/impact level were limited. Either there was no proper impact assessment (SDP), or where it was conducted, the rigour of the methodology, sampling approach and comparability of with/without or before/after was questioned. Some impact assessments (e.g. WSRMP) tended to rely on the perception of beneficiaries, with insufficient quantitative data. Sometimes even the reliability of output data was not clear.

288. **The Government's performance with regard to counterpart financing has been mixed**. In terms of the amount of contribution or proportion, overall performance is satisfactory: combined counterpart fund contribution for six completed projects was about 21 per cent of the total costs, almost the same proportion as envisaged (20 per cent). The records show a wide variation for different projects, but it is noted that the government counterpart fund contribution was often underreported. Comprehensive information is not available, as the main form of government contribution is the payment for customs duties and taxes and the data are not provided by the concerned authority. Furthermore, the

[239] Seed Law and Plant Variety Protection Law.
[240] SDP PCR.

Government's contribution in other forms (for example, operating costs for partner agencies, e.g. Federal Seed Administration in SDP) is not always reported. There was also a case of the Government's contribution being higher than what was envisaged(for GASH irrigation infrastructure, for which the actual contribution US$11 million compared to US$8.93 million planned).

289. There were issues with the timing and availability of counterpart fund, especially when the Government was expected to increasingly take up the financing for staff and operating costs. Various project reports indicated that this issue has affected implementation (e.g. SUSTAIN, BIRDP[241]). Furthermore, a combination of weak financial management and delays in receiving counterpart fund contributions has led to the projects using IFAD funding to pre-finance the Government's contributions (e.g. BIRDP, LMRP), which is not allowed. At the time of BIRDP completion, there was over SDG 11 million to be refunded by the Government.

290. **Periodic self-assessments[242] on financial management performance have been mixed.** Supervision missions noted both positive (e.g. reasonably experienced financial management staff at central project coordination units, systematic submission of withdrawal applications, timely submission of external audit reports in recent years) and less positive aspects (pre-financing from IFAD funds to cover government contribution, weak budgetary control, use of unreliable accounting software, financial reports not fully compliant with acceptable accounting standards).[243]

291. **In some cases, procurement delays affected implementation –** for example, GASH (performance rated "moderately unsatisfactory" for more than half of the project period), SUSTAIN (vehicles for the ABSUMI units, affecting their outreach by project completion), and SDP (equipment for the Federal Seed Administration laboratory).

292. **Suspension due to delays in debt repayment during the evaluation period[244] affected the flow of funds and hence project implementation,[245] but after the rescheduling, the obligations were honoured.** While the IFAD investment financing has been on the grant terms since 2009 (under the DSF), the Government has repayment obligations for the previous loans. There were suspensions, although 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 a positive light in the context of the Government's generally difficult fiscal situation and arrears to other financial institutions.

293. **Summary.** The Government has generally been a collaborative partner, with some differences depending on the agencies/institutions and levels. Especially at state and locality levels, the commitment, motivation and performance of state coordination units and extension teams have generally been strong. Some shortcomings were experienced in following through on project-supported activities and investments and ensuring sustainability, counterpart funding (especially the timing) and debt repayment – all of which, at least in part, relate to institutional and financial constraints of the Government. M&E performance and the quality of impact-level data tended to be weak. The performance of the Government is rated as **moderately satisfactory (4)**.

[241] The BIRDP PCR noted, in the section on lessons: "Government/IFAD cost-sharing arrangement at design, consisting of a declining contribution by IFAD, was not realistic. This was not conducive to smooth implementation (the Government is not in a good position to provide its share). A 100 per cent IFAD-financed salary system contributes to staff stability and dedication."
[242] Historical project status reports for different projects. The indicator on "quality of financial management" has tended to be rated better than the other indicator "financial management and execution".
[243] IFAD fiduciary summary report (2018) prepared in the SNRLP design process.
[244] Between May and September 2009 and between June and September 2012.
[245] For example, as noted in BIRDP MTR (2012).

Key points

- In general, IFAD has maintained a strong relationship with the Government and is perceived to be a trusted partner. The country strategies and the projects were relevant overall, although there were some cases of project design weaknesses. Supervision and implementation support have been effective, contributing to improving project performance and upgrading KM. However, partnerships with development agencies and policy engagement beyond the project portfolio could have been stronger. The recent reduction in country office staffing and reduced direct participation in mission field work are concerning.
- The Government has generally been a collaborative partner, with some differences depending on the agencies/institutions and levels. Especially at state and locality levels, the commitment of SCUs and extension teams has generally been strong. Some shortcomings were experienced in following through on project-supported activities and investments and ensuring sustainability. M&E performance and the quality of impact-level data have been weak.

VI. Synthesis of the country programme strategy performance

294. This section assesses the relevance and effectiveness at the country strategy level. In terms of the country strategy documents of reference, the assessment focuses on the 2009 and 2013 COSOPs.

A. Relevance

295. Both COSOPs (2009 and 2013) exhibited similar orientation and areas of focus – namely, focus on rainfed agriculture,[246] access to markets and finance, natural resource management, climate change resilience and community-level institutions. Both documents indicate attention to gender issues, whereas the reference to youth is added in the 2013 COSOP. The 2013 COSOP also makes more explicit reference to value chains and places less emphasis on area-based integrated rural development interventions as well as empowerment of the rural poor compared to the 2009 COSOP. The 2009 COSOP made it clear that the aim was to contribute to the empowerment of the rural poor so that they can increase food security, incomes and resilience to shocks. Empowerment can indeed be an objective in itself, a means, or both.

296. **Overall, the orientation of the COSOPs has been in line with the country's development priorities and needs of the rural poor deriving livelihoods primarily from natural resources**. First, IFAD has consistently invested in the **traditional rainfed sector** (which encompasses crop production, animal resources and forestry) since around the early 2000s, with the exception of spate irrigation support in GASH.[247] There is a consensus that the traditional rainfed sector has been generally under-invested[248] compared to the irrigated sector despite its importance for the national economy as well as rural livelihoods, especially in the southern part of the country. The importance of the traditional rainfed sector also seems to have been increasingly recognized in the Government's policies and strategies, to which IFAD's experience and support for analytical work has contributed (see paragraph 254). Thus, the geographical areas of IFAD operations have been driven by this focus on the traditional rainfed sector as well as on conflict situations.

297. Second, both strategies take due cognizance of the importance of **natural resource governance and management** and their links to conflicts. Although this was/is not explicitly presented as one of the strategic objectives in either COSOP, the issue is highlighted throughout the documents. Natural resource management is also considered to be an integral part of the rainfed agriculture sector. The focus on this area has been highly relevant to prevent (or reduce the likelihoods of) conflicts, strengthen conflict management capacity and mechanisms, and strengthen social capital and empowerment of natural resource users for improved governance and participation in development/policy issues.

298. Third, the somewhat evolved approach to improve **access to markets and services** (e.g. finance, extension) was consistent with general developments in the context. Both COSOPs had similar strategic objectives in this area, but the

[246] Except for a cursory mention of flood plains in the 2009 COSOP, presumably in consideration of the GASH project that was ongoing at the time of the COSOP preparation.
[247] Earlier, IFAD financed a number of irrigation projects.
[248] The 2009 COSOP noted that the traditional rainfed sector received only 3 to 12 per cent of agriculture expenditures. Various other literature indicates general under-investment in the rainfed sector, including in research and extension. The World Bank document (2015) states that "the traditional rainfed sector receives few support services such as credit, research and extension." The same report states that "Sudan's research on rainfed crops is relatively under-staffed compared with research on irrigated crops."

2013 COSOP places more focus on partnerships with the private sector, also linked to the issue of sustainability, which is relevant.[249]

299. **There has been a good balance overall between different elements in the COSOPs,** i.e. natural resource-based productive activities (agriculture, livestock, forestry), natural resource management and governance, institutional support, community development (including basic services and infrastructures), community and women's empowerment, and access to finance and markets, which are all interlinked. While the 2008 CPE recommended a greater emphasis on agriculture,[250] this CSPE finds that it was appropriate that non-agriculture/livestock elements were not neglected at the expense of more investment in agriculture *per se*. In rainfed production systems, it is vital to diversify livelihoods and risks and these measures need to be accompanied by support to address basic needs (e.g. physical access and mobility, domestic water, health services), much of which is still unmet.

300. **Fragility and conflict issues, especially in relation to natural resources, are generally well-recognized in the COSOPs, but their implications on the country strategy are not clearly discussed**.[251] In terms of existing or emerging conflicts and fragile situations, IFAD's approach has been to be cautious about going into these areas and build in some flexibilities in the projects. IFAD did consider going into South Darfur, where rainfed agriculture is widely practised, also in light of the Government's interest (at least around 2005[252]). IFAD supported a small grant-funded activity (extension services) in South Darfur, and the 2009 COSOP proposed a pipeline project covering South Darfur.[253] However, in the portfolio coverage so far, the situation has been assessed to not be enabling for IFAD's support, although it is now improving. At the same time, lessons and strategic approaches to address drivers of conflicts are not necessarily well-addressed in the COSOPs. This is regardless of successful (adjusted) project strategies, especially in WSRMP and BIRDP. In fact, the 2013 COSOP sees "conflict" as a risk that "could disrupt (project) implementation", rather than something that the projects should/could help address before the conflict escalates.

301. **On the other hand, at project level, IFAD's strategy has focused on addressing one of the key drivers of fragility in the country**, i.e. conflicts over natural resources between different users (settlers, agropastoralists, pastoralists), which are further aggravated by expanding large-scale agricultural and other investments. As discussed in other sections, the main approach has been strengthening policy and institutional frameworks and local capacity to better mitigate and manage conflicts. The relevance of such an approach was also recognized in IFAD's corporate-level evaluation on IFAD's engagement in fragile and conflict-affected states and situations (2015).[254]

302. **The targeting strategy in the COSOPs could have provided more guidance.** There could have been more reflection on how to best engage with and target marginalized populations, especially the mobile pastoral communities, in light of specific challenges to reach them and their significance as natural resource users.

[249] One of the lessons noted in the COSOP was that post-project sustainability of services required private delivery and community ownership.
[250] The two related recommendations were for IFAD to "further address the root causes of smallholder low productivity by focusing more on agriculture in the next COSOP" and to "redouble efforts in promoting pro-poor agricultural innovations". These recommendations were based on the CPE finding that the investments in rainfed agriculture were given less prominence compared to institutional support or community development and that there had been insufficient technical innovation for agriculture.
[251] IFAD, 2015a. One of the working papers in this evaluation report commented on the Sudan COSOPs (2002, 2009 and 2013) as follows: "Overall, fragility issues well addressed in the COSOP and other documentation in terms of breadth but not always in terms of development of implications for IFAD operations".
[252] Correspondence from IFAD to the Government of the Sudan dated 28 June 2005, responding to the request for the submission of the concept note for what is now BIRDP and the request for the WSRMP to expand into South Darfur.
[253] Jabel Marra Agricultural Development Project.
[254] "… in Sudan and Tunisia…components of the projects were directly focused on strengthening local capacity to manage conflicts over access to scarce natural resources." (IFAD, 2015a)

The targeting strategy section in the COSOPs mostly stops at what groups are to be targeted (e.g. smallholder crop producers, subsistence farmers, pastoralists and small agropastoralists, with a focus on women and young people in the 2013 COSOP); actions for different priority groups are proposed in an annex (key files) – but they are weak on "how".

303. **The previous CPE recommendations for a greater emphasis on agriculture and promoting pro-poor agricultural innovations have been largely followed, even if not necessarily visible in the COSOP documents.** These are reflected particularly in SDP in SUSTAIN, which promoted research, certified/ improved seeds, and conservation agriculture with an improved agricultural technological package. However, specifically on promoting pro-poor agricultural innovations, the collaboration with ARC or other entities (including the private sector) could have been given more strategic consideration – for example, in terms of a possible research agenda, approach, extension and scaling-up. In fact, the 2013 COSOP makes only a general reference (to continue collaboration with ARC) while the 2009 COSOP had almost no discussion on this point.

304. **The CPE recommendation 3 "scaling-up policy dialogue" was not well-articulated in the COSOPs**. Both COSOPs presented a number of possible areas/issues for policy dialogue, but the lists (in particular in the 2013 COSOP) are long and without adequate information on exactly what issues/aspects were to be focused on or a concrete strategy/approach with linkages to the portfolio and non-project-specific activities and support.

305. **The fourth CPE recommendation, "tackling sustainability", has been partially reflected in the COSOPs**. The 2009 COSOP suggested a number of measures and approaches for ongoing and new projects. Most of them seem relevant (e.g. strengthening community organizations, linking them to diverse service providers) but perhaps not sufficient – for example, with little discussion on more integration of projects into government institutions and systems and how to address the critical issue of limited government budget. The proposed cost recovery approach for services may have been too optimistic. The 2013 COSOP, on the other hand, does not discuss the strategy for enhancing sustainability of benefits in detail, except for suggesting service delivery by the private sector and community ownership.

306. **Summary**. The IFAD country strategies have been relevant to the country's priorities and the needs of the rural poor, especially with their consistent focus on the traditional rainfed sector, natural resource governance and management, and empowerment of the rural poor, especially women. Various elements in the country strategies in terms of thematic areas and cross-cutting areas of focus were coherent and balanced. Not all recommendations of the 2008 CPE were adequately reflected in the COSOPs, although some aspects were followed up at project level instead. The relevance of country strategies is rated as **satisfactory (5)**.

B. Effectiveness

307. This section assesses the extent to which the overall strategic objectives (as per the COSOPs) have been achieved. It also takes into account whether and to what extent other significant results have been attained at the country programme level.

308. There are challenges in providing an assessment against the COSOP result management framework indicators at the level of strategic objectives. First, there is an inherent ambiguity in how to set quantitative targets (e.g. whether the target should include the projects ongoing at the time of COSOP preparation) and how to report on them (e.g. how to "aggregate" figures of a different nature to what extent). Second, as noted elsewhere, availability and reliability of data are rather limited. Furthermore, the results against two areas of strategic objectives – agricultural production and productivity, and access to markets and finance –

practically overlap with the effectiveness (and impact) reported in the portfolio assessment section.

309. A summary of the assessment of achievements/progress vis-à-vis three strategic objective "areas" derived from two COSOPs is presented below. It should also be noted that the key elements are similar in the 2009 and 2013 COSOP strategic objectives, except for strategic objective 1 of the 2009 COSOP on empowerment, and that most projects encompass two COSOP periods (WSRMP, BIRDP, Gum Arabic, RAP, SDP, SUSTAIN); hence, the assessment should be seen as a continuum. It should be noted that the strategic objectives did not capture one important area on which the country programme focused and made good achievements: natural resource governance.

310. ***Strategic objective area: empowerment***. The 2009 COSOP strategic objective 1 was "increased capacity of producers' organizations to participate in policy planning and monitoring for sustainable development". The COSOP discusses "producers' organizations" in a broad manner, also encompassing community, women's or pastoralists' institutions. It is related to empowerment of the rural poor and their organizations, which has been a common running focus over the decade, even if it was not presented as a strategic objective in 2013. The portfolio has supported various institutions, most commonly CDCs/VDCs (900), but also SCGs (3,600, with membership over 55,000), GAPAs, among others. The significant development under BIRDP was "networking" of communities. In general, the achievements in this area have been among the most visible throughout the evaluation period and in almost all projects, as already assessed in the portfolio section (especially effectiveness, rural poverty impact).

311. ***Strategic objective area: better access to agricultural services, improved agricultural production/productivity in rainfed systems.*** The 2009 COSOP strategic objective 2 focused on access to agricultural services, whereas the 2013 COSOP strategic objective 1 looked more at the outcome/impact level, stating that "productivity of crops, livestock and forestry in rainfed farming systems is enhanced and made more resilient".

312. As noted in the investment portfolio section, significant achievements have been registered in terms of improving access to inputs and agricultural services (with increased involvement of the private sector) and technology transfer. Areas where more could have been done are: agricultural research; strengthening of M&E to generate more rigorous data on adoption and yields as well as to inform the implementation approach; diversification of service providers; and enhancing the sustainability of service provision.

313. ***Strategic objective area: improved access to finance and markets***. The 2009 COSOP SO3 was "increased access of poor rural women and men to markets and microfinance" and the 2013 strategic objective 2 used similar but slightly different wording: "access of poor rural households to sustainable rural finance services, markets and profitable value chains is increased".

314. According to the 2013 COSOP, the performance on "access to markets" in the previous period was seen as "moderately unsatisfactory", based on lack of progress in the construction/rehabilitation of market facilities, marketing groups and rural roads. Over the evaluation period, in general, the portfolio substantially contributed to improving physical access to markets (and other services) through construction/rehabilitation of rural roads. However, for rural roads, there is a question on the quality of works in some cases and the prospects for sustainability. The projects also supported other interventions, such as partnerships with the private sector and strengthening of producer groups to increase bargaining power and interaction with the markets, but the results are still modest with work in progress.

315. The 2013 COSOP assessed the progress on "access to microfinance" in the previous period as moderately satisfactory, through SCGs, ABSUMI and Baraah (total outreach reported as 25,318, presumably the membership). In general, the portfolio, also supported by the ABSUMI grant, made a substantial contribution to improved access to finance, mostly for women, and women's empowerment. However, the achievement in the country programme beyond ABSUMI and women's groups, although there were opportunities and needs (e.g. crop finance, insurance), is still limited.

316. **Other considerations**. Although not explicitly captured in the COSOP strategic objectives, in the area of **natural resource governance and management**, the programme registered important achievements. The portfolio has gained experience and introduced some good approaches and practices. The projects generated a substantial amount of information and knowledge, and some have informed policies. Nonetheless, good practices introduced and knowledge generated are still to be scaled up and translated to wider institutional practices, policies and their implementation. There were missed opportunities to bring the project-related achievements to a higher level (see table 13).

317. With regard to some other policy agenda items proposed in the 2013 COSOP, while relevant operational and field-level results have been notable in many areas, concrete progress at *policy level* is still modest (see table 13).

Table 13
Priority areas for policy dialogue proposed in 2013 COSOP

Priority areas	*CSPE comments*
Land tenure and natural resource management – to improve rights of pastoralists and smallholders, including establishment of a natural resource management framework at state level and enhanced policy dialogue at national level	Notable achievements, especially through BIRDP and WSRMP. However, less on "enhanced policy dialogue at *national* level" (see also paragraphs 160-162, 250-252).
Rural finance – to engage the Central Bank of Sudan in alternative models that address the bottom layers of the market and strengthen the regulatory framework to encourage transparency, investments and more service providers	Partnerships with CBOS and ABSUMI produced tangible results on the ground, but there was a missed opportunity to support analytical work, and table and engage in policy issues to support an enabling environment. Inputs to microfinance-related policy issues have declined compared to the previous CPE period (see also paragraphs 234, 253).
Livestock – to improve sustainable management of rangelands, demarcation and regulation of stock routes, control of animal diseases, taxation, quality standards and trade	Range management and stock routes are related to the first area above (natural resource management/governance). For other points, it is not entirely clear what were to be specific policy issues. Some of these might be addressed under LMRP, but its implementation has been slow and the progress on policy engagement was assessed as less than satisfactory at MTR.
Climate change – to raise awareness of climate change and bring adaptation into focus	The evaluation acknowledges the portfolio achievement at field level in climate change adaptation (see paragraphs 210-213). ICSP has also contributed to preparing carbon baseline and development of REDD+ reference level. LMRP has a subcomponent on climate change preparedness and policy facilitation. The project supported the preparation of the National Adaptation Strategy for the Livestock Sector. However, in general, the project and subcomponent progress were found to be lagging behind (LMRP MTR). The COSOP did not make it clear what specifically was intended for policy engagement in this area and how it was to be achieved.
Nutrition – to support the development of policies and guidelines to bring nutritional aspects into focus and help implementation	The portfolio is likely to have contributed to reducing malnutrition but there are insufficient data and evidence to understand effective approaches, pathways and impact, which could indeed inform best practices beyond the IFAD portfolio and policies (paragraphs 154, 325). A formalized partnership agreement with other agencies to address malnutrition issues is a positive step, but concrete steps and outcomes are not yet clear (paragraph 237).

Source: 2013 CSPE and CSPE team assessment.

318. **Summary.** Overall the country programme has made satisfactory progress relative to two strategic objective areas of the 2009 and 2013 COSOPs, concerning empowerment and agricultural production/productivity. Good progress was also made on improved access to finance and markets, but somewhat less than the other two areas. More investment and better performance of non-lending activities would have upgraded the effectiveness of the country strategy and programme as a whole. The effectiveness of the country strategy and programme is rated as **moderately satisfactory (4)**.

Table 14
Country strategy and programme performance assessment

	Rating
Relevance	5
Effectiveness	4
Overall	***4***

Key points

- IFAD's country strategies have been relevant to the country's priorities and the needs of the rural poor, especially with the consistent focus on the traditional rainfed sector, natural resource governance and management, and empowerment of the rural poor and especially women. Various elements in the country strategies in terms of thematic areas and cross-cutting areas of focus were coherent and balanced. However, not all recommendations of the 2008 CPE were adequately reflected in the two COSOPs.
- The country programme registered generally good progress on the three strategic objective areas in the COSOPs: empowerment; agriculture productivity/production; and access to finance and markets. Good results have also been achieved in terms of strengthening natural resource governance, even though it is not explicitly included in the strategic objectives. These satisfactory achievements in the portfolio would have had greater and more sustainable impact with more investment in and better performance of non-lending activities.

VIII. Conclusions and recommendations

319. Sudan is at crossroads: it is going through fundamental changes in the political context. Aspirations and expectations of the population are high. An increasing focus on the agriculture sector to support the national economy, since secession of South Sudan and the loss of key oil reserves, should be translated into investments in the traditional rainfed sector also to reduce rural poverty, and food and nutrition insecurity. Pressure on and competition for natural resources are increasing due to not only climate change but also economic activities such as expansion of mechanized agriculture or other large-scale agricultural investments, or mining exploitation at the expense of livelihoods of smallholder farmers, agropastoralists and pastoralists. There is now a more conducive political environment in Sudan to explore dialogue and political commitment to issues of human rights, natural resource management and governance, and climate change – issues that were previously neglected. IFAD has a lot to offer in these areas.

A. Conclusions

320. **With uninterrupted support since 1979, IFAD has been a seen as a valued partner in development for rural poverty reduction.** IFAD has consistently and continuously supported agriculture and rural development, throughout the period of economic sanctions and when most aid was directed at humanitarian assistance. IFAD effectively took up the advantage of the "space" to support rural development and rainfed-based livelihoods for rural poverty reduction, given the scarcity of development partners operating in the same sphere. The establishment of the CCU in the late 1990s and the relatively early introduction of the country presence with committed staff when the country was going through significant changes (Comprehensive Peace Agreement in 2005, secession of South Sudan in 2011) played a vital role in fostering partnerships with the Government and the mostly effective handling of the portfolio.

321. **During the evaluation period, IFAD has pursued a largely consistent strategy that is relevant to the context and the needs of the rural poor, including efforts to address the drivers of fragility and conflicts**. The IFAD portfolio has rightly focused on the areas of traditional rainfed agriculture, and the evaluation finds this focus to have been appropriate. In this context, most of the projects have adopted a clear and strong stance in support of natural resource governance and management in areas where environmental degradation and issues of climate change, compounded by competition over natural resources, are adversely affecting the livelihoods of poor rural households. Linking crop and livestock interventions to natural resource management, as well as empowering communities to mitigate and resolve conflicts and to advocate for sustainable practices, have been relevant and critical. Incorporating a mechanism to support demand-driven development to address basic needs of the communities has also been crucial, although this aspect is less featured in the ongoing portfolio.

322. **The IFAD-supported country programme has generated important outcomes and impacts at field level in a number of key areas**. The portfolio has been particularly strong on strengthening the capacity of and empowering the rural poor and their organizations – for strengthening the local-level mechanisms to promote sustainable natural resource management, conflict mitigation and resolution and advocacy. Community mobilization and empowerment have been successfully complemented by support for productive activities and for addressing basic needs (e.g. water, access roads). The evaluation noted the positive impact on agricultural/livestock productivity and production. The performance on gender equality and women's empowerment has been significant. While savings promotion and improved access to microcredit have been one of the main contributors, a gender lens has effectively been mainstreamed into most project activities, with consistent attention and support, and backed by accumulated experiences. It is

worth underlining that these achievements were made in the context of a relatively conservative rural society. Furthermore, approaches and interventions oriented to youth have progressively been integrated.

323. **The evaluation confirms the importance of an integrated approach and ensuring a synergy between different interventions to address rural development challenges.** Experience has demonstrated that in many rural areas in Sudan, addressing unmet basic needs – including access to water and sanitation, health services and mobility – is a pre-condition for targeted populations to engage in productive activities as well as sustainable natural resource management. With the exception of rural roads, the investment can be relatively small but can ensure that communities are less concerned with basic needs and are able to build livelihood opportunities. For large-scale infrastructures, particular attention is needed to ensuring adequacy of engineering designs, good contract management and quality of works, as well as to developing and operationalizing a strategy for effective operations and maintenance and sustainability.

324. **The portfolio experience also demonstrated the importance of an inclusive approach to improving natural resource governance.** Given the inter-dependence between natural resources and crop and animal production, it is critical that different user groups (e.g. pastoralists, agropastoralists and settled farmers) are involved in processes of developing natural resource management-related rules and regulations, as demonstrated by WSRMP and BIRDP. However, the evaluation has noted a case of some disconnect between the experience in previous projects and the recent project designs. Lessons, especially on community mobilization and empowerment and the engagement with pastoral communities, are not adequately taken up in the ongoing LRMP. This shows a weakness in knowledge management and learning, despite valuable experience and lessons acquired.

325. **Although the projects have reported reduced levels of food insecurity and malnutrition, analysis and knowledge are still limited regarding what interventions and approaches can have impact, and to what extent.** Sudan has a very high and persistent level of malnutrition, and stunting of children under five is higher than the national average in most of the states where IFAD operates. Sudan has a long history of responding to food and nutrition insecurity through humanitarian interventions rather than longer-term solutions which address the underlying causes. The CSPE has observed that impact on nutrition security has been generated through various activities. However, project designs and monitoring lacked attention to identifying the pathways (with monitoring indicators) that contribute to both improved food security and enhanced nutrition of children and women in particular, especially along the dietary pathway. This is key for impact assessments, but can also inform best practice across the IFAD portfolio, the Government and other development partners at a time when there is a high demand for better analysis and understanding of the impact of sustainable nutrition-sensitive interventions through agriculture and food systems.

326. **A number of projects have generated important outputs and outcomes on institutions and policies, but greater efforts in non-lending activities and more effective engagement with the Government would have been required to take these to a higher level.** A number of projects had a policy component. While the attempt to influence the policy framework was not always successful (e.g. land tenure reform in Gash; seed-related legislations in SDP; sustainable natural resource management in SUSTAIN), some projects achieved important milestones, such as the Pasture and Range Law (2015) based on WSRMP support, and the natural resource governance framework for Butana in BIRDP, in a bottom-up manner. On the other hand, the inputs from the country programme to microfinance-related policy issues have decreased compared to the previous evaluation period.

327. Challenges in influencing policies and operationalizing them are well-recognized, especially with the non-conducive overarching policy environment (e.g. inconsistencies between different policies/legislations), the incongruity between the policy documents and the reality, and vested interest. It also requires time. Still, for more effective policy engagement, the country programme could have built a stronger alliance with relevant partners (e.g. development agencies, NGOs, academics) and made greater efforts in M&E, knowledge management and analytical work, capitalizing upon the project outcomes.

328. **Sustainability of benefits is a persistent challenge, especially for the aspects that require the Government's resources and commitments.** Uncertainty on sustaining the benefits generated by the projects was an issue critically assessed in the 2008 CPE and it still remains an issue. In some aspects, the projects have done well to enhance the sustainability likelihoods, especially at community/field level – for example, sustainability of small-scale community-level infrastructures (demand-driven with sense of ownership, strengthened capacity for operations and maintenance), fostering linkages with private sector players to provide services (although there is still more to be done). Nonetheless, there are other aspects where the Government needs to play a role – for example, continued public service deliveries (e.g. agricultural advisory services), research, maintenance of major infrastructures, and policy implementation. Even though the sustainability issue is somewhat masked by the existence of successive projects in the same states, the indication is that the progress in this regard has been limited in light of the 2008 CPE assessment. The main challenges have been, on the one hand, the Government's fiscal health and difficult economic situation, and on the other, institutional capacity and commitments.

329. **The *modus operandi* of project implementation and management has been highly effective for delivering project services but is less conducive to building institutional capacity of the partner government agencies**. As noted above, the effectiveness and the impact of the IFAD programme have been satisfactory. This was thanks to a pragmatic approach adopted for project service delivery, in an environment where the Government lacks resources and capacity. On the other hand, this approach is likely to have reduced the scope of institutional capacity development in the counterpart government agencies beyond the project teams, thus also affecting the likelihood of scaling-up, policy impact, and sustainability of benefits.

330. **The reduced IFAD capacity (including staffing at the country office) to support the country programme is a concern.** This is particularly so because now, in the new Sudan context, is a moment of tremendous opportunity to share and scale up the positive results that were achieved in a less enabling environment. A number of development partners are expected to increase support or re-engage with the new Government. IFAD has a lot of experience in supporting agricultural and rural development in Sudan, as well as knowledge to offer, and it is important to ensure sufficient capacity and support for the country programme, especially for non-lending activities.

B. Recommendations

331. Based on the evaluation findings, the evaluation presents the following key recommendations for consideration by IFAD and the Government of Sudan. These recommendations are also made on the premise that the new political context offers opportunities to consolidate and take the achievements made to date to another level.

332. **Recommendation 1: Identify opportunities for partnerships and cofinancing to scale up achievements in key areas and generate greater impact**, including the following:

(i) *Explore options to mobilize resources for integrated programmes, including basic infrastructure interventions*. The rural infrastructures funded by IFAD's portfolio, such as rural roads and water provision (for humans and animals), have proven effective and often necessary interventions to address rural poverty, complementing productive activities (crop and livestock production, forestry) and natural resource management. IFAD should explore options for mobilizing cofinancing resources for this purpose so as to facilitate enabling conditions for rural communities to be engaged in productive activities and to reduce the risk of a more commercialized approach favouring the better-resourced and more accessible communities. At the same time, there should also be policy engagement with the Government to develop and operationalize a strategy and mobilize resources for adequate operation and maintenance. Support for water provision (for humans and animals) is key in rainfed areas and needs to be integrated into IFAD investment or complementary interventions.

(ii) *Identify and strengthen partnerships with non-state actors and development agencies fundamental to the achievements of the projects and the COSOP.* IFAD needs to be more inclusive and gain from the comparative advantage of other organizations and institutions with complementary expertise (e.g. academic and research institutions, civil society organizations, NGOs, bilateral and multilateral development agencies and international agricultural research centres). This is important to strengthen: poverty, food and nutrition analysis and assessments; conflict analysis; agricultural research; community development; natural resource governance; agriculture policy dialogue; technology transfer; and innovation.

(iii) *Refocus attention on institutional and policy influence to promote inclusive finance.* IFAD should, in collaboration with CBOS and other partners, identify opportunities to address policy-level and systemic issues to develop an enabling environment for inclusive finance. This should build on the experience on the ground in Sudan, as well as IFAD corporate experience and knowledge elsewhere. Support may be within the project framework as well as by mobilizing technical assistance or a grant. Furthermore, the relationship with ABSUMI and ABS should be revisited to clarify a long-term vision and the scope for reinforcing the strategic partnership.

333. **Recommendation 2: Ensure an inclusive and differentiated targeting strategy**. In particular, greater attention is needed to more effectively engage mobile pastoral communities as well as vulnerable households based on sound diagnostic analyses, and to monitor their participation and outcomes, while building on the solid achievements made in promoting gender equality and women's empowerment and reinforcing support for the rural youth.

334. **Recommendation 3: Support the institutional capacity development of key government counterpart agencies at local and state levels, while building stronger links with IFAD-financed projects, to enhance sustainability.** IFAD needs to adopt a strategy of closer integration with relevant line ministries and agencies at a decentralized level (especially those responsible for agriculture, animal resources and range, and water). Key entry points for support could be in the areas of essential functions of these institutions – for example, data collection and collation (e.g. agricultural statistics), the development of M&E systems for government and non-government interventions in the sector(s), shared extension services, and the formulation of strategies and policies.

335. **Recommendation 4: Better articulate the theory of change in country and project strategies that underlines the expected poverty impact.** Greater attention is required at the level of project conceptualization to identify the pathways through which the project goals (e.g. reduced poverty, food insecurity

and malnutrition) will be attained, with relevant and consistent indicators to measure the effectiveness and impact of project interventions along those same pathways. This will contribute to more effective monitoring and analysis of the activities, leading to a scaling-up of good practices that bring fundamental changes to rural communities engaged in different livelihoods in different contexts.

336. **Recommendation 5: Strengthen the KM platform for IFAD-financed projects to foster information-sharing across the projects and partnership, as well as to bolster effective monitoring of the IFAD portfolio**. The strategy for KM is ambitious and well intentioned, but without sufficient resources, technical support and leadership it will not be realized. It is important that IFAD, the Government of Sudan and other development partners benefit from the rich experience of the IFAD portfolio in the country, including good practices and lessons learned**.**

337. **Recommendation 6: Strengthen IFAD's capacity to be better engaged in project supervision and reviews, KM, coordination across strategic partnerships (especially on natural resource management), and policy dialogue.** This could involve human resource and technical capacities (e.g. staffing at the country office, technical support from headquarters or the subregional hub), as well as resource allocation to upgrade non-lending activities (e.g. grant funding to pilot innovative approaches and/or to engage strategic partners; analytical studies). It is important that the country office be more actively engaged in project oversight, supervision and conceptualization to ensure consistency in approach. This in turn needs to draw upon an effective and informative knowledge platform. Furthermore, the country office, in collaboration with relevant partners, should be more active in policy engagement in the new political environment emerging in Sudan.

Definition of the evaluation criteria used by IOE

Criteria	*Definition* *	*Mandatory*	*To be rated*
Rural poverty impact	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions. *Four impact domains* • Household income and net assets: Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value. The analysis must include an assessment of trends in equality over time. • Human and social capital and empowerment: Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grass-roots organizations and institutions, the poor's individual and collective capacity, and in particular, the extent to which specific groups such as youth are included or excluded from the development process. • Food security and agricultural productivity: Changes in food security relate to availability, stability, affordability and access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields; nutrition relates to the nutritional value of food and child malnutrition. • Institutions and policies: The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.	X	Yes No No No
Project performance	Project performance is an average of the ratings for relevance, effectiveness, efficiency and sustainability of benefits.	X	Yes
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design and coherence in achieving its objectives. An assessment should also be made of whether objectives and design address inequality, for example, by assessing the relevance of targeting strategies adopted.	X	Yes
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.	X	Yes
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.	X	Yes
Sustainability of benefits	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.	X	Yes
Other performance criteria			
Gender equality and women's empowerment	The extent to which IFAD interventions have contributed to better gender equality and women's empowerment, for example, in terms of women's access to and ownership of assets, resources and services; participation in decision making; work load balance and impact on women's incomes, nutrition and livelihoods.	X	Yes
Innovation	The extent to which IFAD development interventions have introduced innovative approaches to rural poverty reduction.	X	Yes
Scaling up	The extent to which IFAD development interventions have been (or are likely to be) scaled up by government authorities, donor organizations, the private sector and others agencies.	X	Yes
Environment and natural resources management	The extent to which IFAD development interventions contribute to resilient livelihoods and ecosystems. The focus is on the use and management of the natural environment, including natural resources defined as raw materials used for socio-economic and cultural purposes, and ecosystems and biodiversity - with the goods and services they provide.	X	Yes
Adaptation to climate change	The contribution of the project to reducing the negative impacts of climate change through dedicated adaptation or risk reduction measures.	X	Yes

Criteria	*Definition* *	*Mandatory*	*To be rated*
Overall project achievement	This provides an overarching assessment of the intervention, drawing upon the analysis and ratings for rural poverty impact, relevance, effectiveness, efficiency, sustainability of benefits, gender equality and women's empowerment, innovation, scaling up, as well as environment and natural resources management, and adaptation to climate change.	X	Yes
Performance of partners			
• IFAD	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. The performance of each partner will be assessed on an individual basis with a view to the partner's expected role and responsibility in the project life cycle.	X	Yes
• Government		X	Yes

* These definitions build on the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Glossary of Key Terms in Evaluation and Results-Based Management; the Methodological Framework for Project Evaluation agreed with the Evaluation Committee in September 2003; the first edition of the Evaluation Manual discussed with the Evaluation Committee in December 2008; and further discussions with the Evaluation Committee in November 2010 on IOE's evaluation criteria and key questions.

Ratings of IFAD lending portfolio in Sudan[a]

Criteria	*GASH*	*WSRMP*	*BIRDP*	*GAPM*	*RAP*	*SUSTAIN*	*SDP*	*LMRP*	*IAMDP*	*Overall portfolio*
Rural poverty impact	4	5	5	5	4	5	4	n.a,	n.a.	***5***
Project performance										
Relevance	3	4	5	5	5	5	4	4	4	***5***
Effectiveness	3	5	5	5	3	4	4	n.a.	n.a.	***5***
Efficiency	4	4	4	4	3	5	4	3	3	***4***
Sustainability of benefits	2	4	5	5	3	4	4	n.a.	n.a.	***4***
Project performance[b]	**3**	**4.25**	**5**	**4.75**	**3.5**	**4.5**	**4**	n.a.	n.a.	***4.75***
Other performance criteria										
Gender equality and women's empowerment	5	5	5	4	4	5	4	n.a.	n.a.	***5***
Innovation	3	6	5	4	3	5	5	n.a.	n.a.	***5***
Scaling up		5	4	5	3	5	5	n.a.	n.a.	***4***
Environment and natural resources management	3	5	5	5	3	5	5	n.a.	n.a.	***5***
Adaptation to climate change		5	5	4	-	5	5	n.a.	n.a.	***5***
Portfolio performance and results[c]	**3**	**5**	**5**	**5**	**3**	**5**	**4**	***n.a***	***n.a***	***5***

[a] Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.p. = not provided; n.a. = not applicable.

[b] Arithmetic average of ratings for relevance, effectiveness, efficiency and sustainability of benefits.

[c] This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for rural poverty impact, relevance, effectiveness, efficiency, sustainability of benefits, gender, innovation, scaling up, environment and natural resources management and adaption to climate change.

Final ratings of the country strategy and programme in Sudan

	Rating
Project portfolio performance and results[a]	**5**
Non-lending activities[b]	
Country-level policy engagement	4
Knowledge management	4
Partnership-building	4
Overall non-lending activities	**4**
Performance of partners	
IFAD[c]	5
Government[c]	4
Country strategy and programme performance (overall)[d]	
Relevance	5
Effectiveness	4

[a] Not an arithmetic average of individual project ratings.

[b] Not an arithmetic average for knowledge management, partnership-building and country-level policy engagement.

[c] Not an arithmetic average of individual project ratings. The rating for partners' performance is not a component of the overall assessment ratings.

[d] This is not an arithmetic average of the ratings of relevance and effectiveness of the country and strategy programme and performance. The ratings for relevance and effectiveness take into account the assessment and ratings of portfolio results, non-lending activities and performance of partners but they are not an arithmetic average of these.

IFAD-financed projects in Sudan

Project Id	*Project name*	*Project Sector*	*IFAD financing[255] (US$ mill)*	*Co-financing (US$ mill) (main international co-financiers)*	*Total project cost (US$ mill)*	*Approval date*	*Signing date*	*Entry into Force*	*Current Completion date*	*Closing date*	*Cooperating Institution*
1100000020	Southern Region Project	AGRIC	12.01 (HC)	27.82 (DFID, Germany/ KfW, IDA[256])	39.82	27-Jun-79	11-Jul-79	14-Feb-80	31-Dec-84	30-Jun-85	IDA
1100000039	Halfa Irrigation Project	AGRIC	13.14 (HC)	113.7 (AfDB, IDA)	126.84	07-May-80	04-Jun-80	17-Feb-81	30-Jun-88	31-Dec-88	IDA
1100000134	Northern Region Project	AGRIC	8.9 (HC)	13.1 (OFID)	22	13-Sep-83	12-Nov-83	19-Jul-84	30-Jun-93	31-Dec-93	IDA
1100000155	Stock Route Project	LIVST	5.78 (HC)	13.6 (IDA)	19.38	12-Sep-84	14-Nov-84	18-Oct-85	31-Dec-91	31-Dec-92	IDA
1100000181	Western Savannah Project	RURAL	9.63 (HC)	33.6 (DFID, IDA)	43.23	06-Dec-85	16-Dec-85	27-Nov-86	31-Dec-93	30-Jun-94	IDA
1100000268	Southern Roseires	AGRIC	10.38 (HC)	4.27	14.65	02-Oct-90	19-Nov-90	10-Jan-92	31-Mar-00	31-Mar-00	UNOPS
1100000304	Northern Prov. Irrig. II	IRRIG	12 (HC)	20.51 (IsDB, OFID)	32.51	15-Apr-92	02-Jun-92	10-Mar-93	30-Jun-98	31-Dec-98	IDA
1100000448	En Nahud Coop. Credit	CREDI	9.5 (HC)	7.2 (Finland)	16.7	30-Nov-88	08-Dec-88	15-Mar-89	30-Jun-98	31-Dec-98	UNOPS
1100000459	Northern Province Irrig.	IRRIG	8.90 (HC)	5.2 (Germany/ KfW)	14.1	03-Dec-86	09-Dec-86	07-Dec-87	31-Dec-97	30-Jun-98	IDA
1100000465	White Nile Agricultural	IRRIG	10.68 (HC)	4.3	14.98	15-Sep-93	25-Jan-94	18-Jan-95	31-Dec-01	30-Jun-02	UNOPS
1100001045	North Kordofan Rural Development Project	RURAL	10.48 (HC)	13.19 (IsDB)	23.68	28-Apr-99	14-Jul-99	14-Jun-00	30-Jun-08	31-Dec-08	IFAD

[255] HC: loans on highly concessional terms; DSF: debt sustainability framework; ASAP: Adaptation of Smallholder Agriculture Programme (grant)
[256] International Development Association.

Project Id	*Project name*	*Project Sector*	*IFAD financing[255] (US$ mill)*	*Co-financing (US$ mill) (main international co-financiers)*	*Total project cost (US$ mill)*	*Approval date*	*Signing date*	*Entry into Force*	*Current Completion date*	*Closing date*	*Cooperating Institution*
1100001140	South Kordofan Rural Development Project	RURAL	18.02 (HC)	11.74 (Netherlands, Swedish Comp)	39.14	14-Sep-00	26-Sep-00	12-Feb-01	30-Jun-12	31-Dec-12	IFAD
1100001263	Gash Sustainable Livelihoods Regeneration Project (GASH)	AGRIC	24.95 (HC)	14.09	39.03	18-Dec-03	27-Jan-04	12-Aug-04	30-Sep-12	31-Mar-13	IFAD
1100001277	Western Sudan Resources Management Programme (WSRMP)	RURAL	28.66 (HC, DSF grant)	24.71 (OFID)	53.37	02-Dec-04	14-Feb-05	15-Dec-05	31-Dec-16	30-Jun-17	IFAD
1100001332	Butana Integrated Rural Development Project (BIRDP)	AGRIC	38.1 (HC, DSF grant, ASAP)	8.59 (Italy)	46.69	14-Dec-06	16-Feb-07	07-Jul-08	30-Sep-19	31-Mar-20	IFAD
1100001476	Revitalizing the Sudan Gum Arabic Production and Marketing Project (Gum Arabic)	AGRIC	3 (DSF Grant)	7.88 (SMDTF)	10.88	15-Sep-09	03-Nov-09	03-Nov-09	31-Dec-14	17-Jan-17	IDA
1100001503	Rural Access Project (RAP)	RURAL	12.95 (DSF Grant)	2.01	14.96	17-Dec-09	04-Apr-10	04-Apr-10	31-Dec-15	12-Apr-17	IFAD
1100001524	Supporting Small-scale Traditional Rainfed Production in Sinnar State (SUSTAIN-Sinnar)	AGRIC	13.54 (DSF Grant)	7.65	21.19	15-Dec-10	28-Mar-11	26-Apr-11	30-Jun-18	31-Dec-18	IFAD
1100001612	Seed Development Project (SDP)	MRKTG	10.07 (DSF Grant)	7.39	17.46	13-Dec-11	24-Feb-12	24-Feb-12	31-Mar-18	30-Sep-18	IFAD
1100001732	Livestock Marketing and Resilience Programme (LMRP)	CREDI	41.07 (DSF Grant, ASAP)	87.63 (GEF/LDCF, EU)	128.7	16-Dec-14	31-Mar-15	31-Mar-15	31-Mar-22	30-Sep-22	IFAD
2000001517	Integrated Agricultural Marketing Development Project (IAMDP)	CREDI	26.02 (DSF Grant)	21.5	47.51	11-Dec-17	15-Feb-18	15-Feb-18	31-Mar-24	30-Sep-24	IFAD

List of IFAD-supported grants which include Sudan among benefiting countries approved since 2009

A. Country-specific, global and regional grants financed by IFAD

Grant Project ID	*Grant title*	*Grant Recipient*	*Effective*	*Closing Date*	*IFAD financing US$*	*Benefiting countries*
Country-specific						
1000003984	Restructuring community-level sanduqs into professional managed and sustainable central sanduq named Al Garrah	Ministry of Agriculture and Forestry	31/03/2011	31/12/2014	500,000	Sudan
1000003985	Supporting agricultural extension in South Darfur (SAID)	Ministry of Agriculture and Forestry	28/03/2011	31/12/2012	470,000	Sudan
1000003996	Resilience and livelihood analysis and study in the Sudan in the framework of the "Sudan institutional capacity programme: Food security information for action (SFISFIA)	FAO	05/07/2011	05/2014	47,000	Sudan
1000004175	Preparation of strategy for rain-fed agriculture in Sudan	Mamoun Beheiry Centre for Economic and Social Studies and Research in Africa Center (MBC)	22/12/2011	31/12/2013	473,000	Sudan
1000004478	Scaling-up the Agricultural Bank of Sudan microfinance initiative ABSUMI	Ministry of Agriculture and Forestry	21/02/2013	30/09/2016	925,000	Sudan
Global-Regional						
1000003612	Programme for enabling sustainable land management, resilient pastoral livelihoods and poverty reduction in Africa	International Union for Conservation of Nature	24/03/2010	30/09/2014	950,000	Chad, Eritrea, Ethiopia, Kenya, Mali, Sudan, Tanzania
1000003701	Improving the livelihoods of rural communities in the dry areas-sustainable crop and livestock management	ICARDA	19/07/2010	31/03/2014	1,000,000	Egypt, Sudan, Eritrea, Ethiopia, Yemen
1000003835	Spate irrigation for rural growth and poverty alleviation	UNESCO	11/01/2011	30/09/2015	1,200,000	Ethiopia, Pakistan, Yemen, Sudan

Grant Project ID	Grant title	Grant Recipient	Effective	Closing Date	IFAD financing US$	Benefiting countries
1000003888	Smart information and communication technology and advice to smallholders in Africa	International Water Management Institute (IWMI)	11/02/2011	30/09/2014	1,800,000	Egypt, Sudan, Ethiopia, Mali
1000003907	Hands-on methods to measure development effectiveness and enhancing knowledge-sharing	Center for Evaluation at the Saarland University (Ceval)	01/01/2011	31/12/2013	250,000	Albania, Sudan
1000003982	Assessment and improving camel milk production in some Arab countries	Arab Center for the Studies of Arid Zones and Dry Lands (ACSAD)	22/03/2011	31/12/2013	300,000	Algeria, Morocco, Sudan
1000004119	A learning route on innovative livestock marketing from Northern to Eastern Africa	PROCASUR	07/12/2011	30/09/2013	120,000	Kenya, Sudan
1000004364	Alternative uses of prosopis juliflora for animal feed in Eastern Sudan and Somalia	Pastoral and Environmental Network in the Horn of Africa (PENHA)	19/10/2012	30/09/2015	270,000	Sudan, Somalia
2000000172	Support for dry-lands systems	ICARDA	13/03/2014	30/09/2016	1,500,000	Kenya, Sudan, Egypt, Yemen, Ethiopia
2000000112	South-South Cooperation between NENA and ECA	UNOSCC	21/05/2014	31/12/2018	1,800,000	Algeria, Hungary, Morocco, Turkey, Uzbekistan, Kazakhstan, Kyrgyzstan, Sudan, Tunisia
2000000399	Technical support to six ex-post impact evaluations using mixed method approaches	ICF Macro	04/07/2014	31/03/2016	500,000	Yemen, Nicaragua, Egypt, Colombia, Sudan
2000001020	Promoting inclusive value chains development through South-South cooperation in the NENA Region	Institut National de la Recherche Agronomique d'Algérie (INRAA)	18/01/2016	30/09/2020	1,500,000	Sudan, Djibouti, Algeria
2000001628	Scaling-up empowerment through household methodologies: from thousands to millions	Oxfam	07/05/2018	11/12/2022	2,250,000	Uganda, Rwanda, Kenya, Tanzania, Sudan, Madagascar, Zambia, Ghana, Nigeria, Liberia, Sierra Leone, DRC, Burundi, Chad, Mali
2000001661	Strengthening KM for greater development effectiveness in the NENA, Horn of Africa, Central Asia and Europe	ICARDA	08/06/2018	31/12/2022	1,800,000	Sudan, Morocco, Moldova

B. Non-IFAD grants (all country specific)

Grant Project ID	Grant title	Grant Recipient	Effective	Closing Date	Grant Source	Grant financing (US$)
Co-financing investment projects						
20000001462	Development of pro-poor warehouse systems for improvement of access of small producers to markets and value chains (Kassala State) (co-financing BIRDP)	Government of Sudan	07/11/2016		Government of Italy	381,245
20000001633	Cofinancing BIRDP	Government of Sudan	17/09/2016		ASAP	3,000,000
20000000776	Cofinancing LMRP	Government of Sudan	16/12/2014		ASAP	7,000,000
20000000911	Cofinancing LMRP	Government of Sudan	16/12/2014		GEF Least Developed Countries Fund	8,526,000
20000002419	Livestock Epidemio-Surveillance Project (cofinancing LMRP)	Government of Sudan	2018		European Union	9,600,000
Not part of investment project costing						
20000000305	Integrated Carbon Sequestration Project (ICSP)	Government of Sudan	11/03/2013		GEF	3,650,000

List of key persons met/consulted and sites visited

A. During preparatory and main missions and interviews at/from IFAD headquarters

Government institutions – Federal level

Ministry of Agriculture and Forestry

Mr Issa Osman Al Sharif, Minister
Mr Babiker Hassan Adam, international relations
Ms Abla Malik Osman, international relations
Ms Nawal Mohamed Rahmallah,
Mr Nabeel Ahmed Saad, DG planning
Mrs Samia Mohamed, international & regional organization
Ms Salma Youssef Shalawani, undersecretary office
Ms Asma Ali Hassan
Mr Adil Osman Idris, senior coordinator, central coordination unit for IFAD-financed projects (CCU)
Mr Abdelgasim Abdallah, deputy central coordination unit (CCU)
Ms Ekhlas Salih Elomiry, knowledge management officer (CCU)
Mr Ali Abukbashar Ali, assistant procurement officer (CCU)
Ms Manal Basheer Mhammed, secretary (CCU)

Ministry of Finance and Economic Planning

Mr Maki Merghani, undersecretary
Mr Faysal Gumaa, director of international organizations, directorate of foreign financing
Ms Latifa Taha Mohamed, general directorate of foreign finance
Mr Ibrahim Omda Khatir, general directorate of foreign finance
Mr Ahmed Sharif, general directorate of foreign finance
Ms Wisal Ahmed, general directorate of foreign finance
Mr Salah Ankoush, general directorate of foreign finance
Mr Musa Makin Kabbashi, general directorate of foreign finance
Ms Kawther Mohamed
Mr Greeballah Omar Hamid, general directorate of sectoral development and projects
Mr Siddig Elobeid, former manager of organizations
Mr Abdellatif Jaber, external financing

Ministry of Animal, Fisheries, Resources and Wildfire

Dr. Ammar Elshikh Idriss, director general, department of planning and livestock
Ms Hawaa Omer Hasbelnabi, department of planning and livestock
Ms Hagir Omer, department of planning and livestock
Ms Zeinab Mohamed, department of international relations and investments
Mr Abdelnoueim Hassan, department of range and pasture
Ms Selwa Abdallah, department of organizations
Ms Lamia Ahmed, department of organizations
Mr Osman Adam, department of organizations
Ms Nadia Raja, department of organizations
Ms Amna Yousif, department of organizations
Ms Magda Adam Haroun, department of international relations
Ms Amal Abdelrahim Majzoub, department of bilateral cooperation
Ms Zeinab Hagag Ali

Ministry of Labor and Social Development

Ms Manazel El Sharif, director, general directorate for women and family affairs
Ms Aisha Elbohra, national rural development project
Ms Nedal Omer Ishag, national rural development project

Ministry of Irrigation and Water Resources
Mr Ammar Ali Ahmed, director general, *Dams Implementation Unit (DIU) – Water harvesting*
Mr Ali Ahmed Abd El Rahim, head of supervision department DIU

Central Bank of Sudan
Mr Mohamed Ali Elhassien, director, microfinance unit
Ms Rania Hassan Mohamed, banking supervisor

Forests National Corporation (FNC)
Mr Mohamed Ali Elhadi, director general
Mr Adam Mohammed Babiker Jubara, general directorate extension and information
Ms Sayda Mohamed Elhassan, head of projects and development administration
Ms Faiza Siddig Mohamed, director, gum Arabic
Mr Ismael Hassan Abdallah, investment directorate
Ms Somaya Omer Abdoun, FNC officer
Ms Osman Omer Abdallah, FNC officer

Agricultural Research Cooperation
Mr Abu Baker Hussein, director

Government institutions – State level
Ministry of Production and Economic Resources, El Gezirah State
Mr Idris Khailfa, director of agricultural affairs
Mr Mohamed Omer, deputy director
Ms Tawhida Babikir Mohamad Ahmed, general manager

State Water Coorporation, El Gezirah
Mr Abdelmoniem Omer, executive director
Mr Mohamed Omer, deputy director
Mr Abu Baker, geological engineer

Ministry of Production and Economic Resources, North Kordofan State
Mr Mohammed Elhafiz Elsharief, director general

Ministry of Production and Economic Resources, Sinnar State
Mr Fadel Hussein, director, plant protection department
Ms Widad Ahmed, director, pasture and range department
Ms Asma Osma Ali, director, horticulture department

Ministry of Production and Economic Resources - DG Agriculture, Kassala State
Mr Ali Mohamed Ali, director general
Mr Kamal Abdelgadir, GAS director
Mr Diaa Aldeen Mamoun, civil engineer, training unit
Ms Alawia Atta, rural women department
Ms Rehab Mohamed, extension team, Aroma locality
Mr Badredeen Hassan, agriculture engineer, extension team, Aroma locality

IFAD-financed projects
Butana Integrated Rural Development Project (BIRDP), PMU
Mr Rashid Abdelaziz Musaad, project coordinator
Mr Mohamed Ahmed, natural resource management officer
Mr Yassin Doleep, M&E officer
Mr Wagee Osman, financial controller
Ms Ayda Osman, community development and gender specialist

BIRDP/State coordination unit – Al Gezira
Mr Mohamed Ahmed Omer, coordinator
Mr Alsadig Mohamed Osman EL Hassan, animal production
Mr Mohamed Elgassim Elmobark Nor, animal health
Mr Abdelaziz Elbagir Elfaki Ali, forestry
Ms Gamila Khider Abdallah Abed, rural microfinance
Mr Hatim Gafour Mohammed Bakheit, Agriculture team
Ms Eman Mustafa Mohamed Saeed, rangeland
Ms Afaf Mohamed Yousef Ragab, community development and business
Ms Amal Mobarak Hassan Madni, accountant
Ms Ramia Abdelmoneim Osman, procurement officer

BIRDP/State coordination unit – River Nile
Mr Ahmed Abdelghani, state coordinator
Mr Abdallah Bashir, agriculture officer
Mr Mohamed Morgani, animal officer
Mr Khaled Mohamed Ali, procurement officer
Mr Alhadi Tag Elssir, forest officer
Mr Mohamed Osman, range officer
Ms Ebtihag Abdallah, community development officer
Ms Asma Mohamed, community development officer
Ms Amna Jafar, rural finance officer
Mr Mohamed Abdallah, accountant

BIRDP/State coordination unit – Abu Dlek
Mr Hisham Saeed, state coordinator
Mr Waleed Al Nour, agriculture officer
Mr Almagdad Alawad, forest officer
Ms Tayseer Abdallah, range officer
Ms Eiman Abdelgleel, animal health officer
Ms Samia Babekir Mohamed, community development officer
Mr Mohamed Amo, rural finance officer
Ms Ahlam Ahmed, Accountant
Mr Atif Abdelmoneim, assistant accountant
Ms Amna Abdel Haleem

BIRDP/State coordination unit – Gedarif
Mr Abdel Adam, state coordinator
Mr Amjad Ibrahim, rural finance officer
Mr Hussien Hassan Mugua, consultant, head of supervision team (for road construction)

Integrated Agriculture and Marketing Development Project (IAMDP)
Mr Mohammed Yousif, project coordinator (former coordinator for Western Sudan Resources Management Programme [WSRMP] and Seed Development Project [SDP], both closed)
Ms Attika Marouf, community development & gender specialist (previously worked with WSRMP and SDP)
Mr Abulgasim Ali, M&E officer (previously worked with SDP)
Mr Tareq Amin, KM specialist, consultant IAMDP (previously worked with WSRMP and SDP)
Mr Musa Mohammed, M&E officer (North Kordofan State) (previously worked with WSRMP and SDP)
Mr Babikir Ibraheem, financial controller (previously worked with Supporting Small-scale Traditional Rainfed Producers in Sinnar State, [SUSTAIN] - closed)
Mr Eltigani Mukhtar, coordinator North Kordofan State

IAMDP/State project implementation unit- Sinnar
Mr Khaled Abdel Salah, coordinator
Mr Al Rashid Aldoma, M&E officer
Ms Aisha Mohammed Abedlrahman, community development and gender specialist

Livestock Marketing and Resilience Programme (LMRP)
Mr Nadir Yousif, project coordinator
Mr Ibrahim Hamed, coordinator, West Kordofan

LMRP/State Implementation Unit (North Kordofan)
Mr Babiker Ahmed Adam, coordinator
Mr Amin Habani, LAT-business development officer
Mr Noureldeen Hassab, LAT-animal husbandry
Mr Elsadig Hashaba , LAT-business development officer
Ms Sara Hashim, LAT-vet
Mr Ibrahim Eltaib, natural resource management officer

Integrated Carbon Sequestration Project in the Sudan (ICSP)
Mr Bakri Mahmoud Hinet Idris, project coordinator
Mr Fathi Ismail Omer, M&E officer
Mr Abdallah Ibrahim Abdallah, finance officer

International organizations
Mr Elwathig Mukhtar, assistant representative, FAO
Ms Adjaratou Fatou Ndiaye, country representative, UN Women
Ms Fatma Abdel Fattah Mohamed, national programme specialist, UN Women
Mr Hamid Omer Ali, water consultant, UNEP
Ms Hanan Mutwakil, team leader, sustainable livelihoods unit, UNDP
Ms Intisar Ali Salih, programme officer, sustainable livelihoods unit, UNDP
Ms Gwi-Yeop Son, UN resident and humanitarian coordinator
Mr Masayuki Yokota, head of country programme, UN-Habitat
Mr Abdel Rahman Mustafa Ahmed, national programme coordinator, UN-Habitat
Mr Raubil Durowoju, country manager, African Development Bank (AfDB)
Mr Yousif Eltahir, senior country economist, AfDB
Mr Namawu Alolo Al Hassan, country programme officer, AfDB
Mr Cosimo Lamberti Fossati, programme manager, resilience and sustainable development, livestock and agriculture sector, EU
Ms Nada Al Mirgani, project manager, resilience and sustainable development, livestock and agriculture sector, EU
Mr Babagana Ahmadu, country representative, FAO
Mr Waheid MOHAMED, field security associate, UNDSS

Civil society
Fisherman Association (North Kordofan)
Mr Abdallah Al Amin, chairperson,
Mr Ismail Elagib, secretary, Fishermen Association

Sudanese Environment Conservation Society (SECS)
Mr Omer Egemi, member
Mr Adil Seed Ahmed, member
Ms Milok Mohamed Said, member

Community Network
Mr Elfadil Abdalati, chairperson, El Tasab Network (River Nile State)
Mr Musa Abdallah, chairperson, El Shrough Network (Kassala State)
Mr Mohamed Zain Elhog, chairperson, Elwidian Network (Khartoum State)

Non-governmental organizations (NGOs)
Mr Omer Fadlallah, operation manager, Practical Action
Mr Eltayeb Hamid, head of project, ZOA
Mr Mustafa Naser, Sudanese Encyclopaedia of Agriculture and Food
Ms Aisha Alsiafi, Sudan Development Association (SDA)
Mr Abdelrahim Salih Fedail, SOS Sahel
Mr Elkheir Salih, Sudan University
Mr Altahir Khatir, Al Massar
Mr Hanafi El Khahja, JASMAR

Private sector
Mr Faycal Mohamed Ali Ahmed, Sudanese Agro-chemical Association, (SAGA)
Mr Mohamed Abdallah, SAGA
Mr Adel Hamed, Agro-Nectar group
Mr Ayman Rajab, Nour Agro Science
Mr Nasreldine Hamid Omer, Nour Agro Science
Mr Izzei Abdallah, Arab Sudanese Seeds Company (ASSCO)
Mr Zuheir Ibrahim, Nile Sun Seed Company
Mr Hussein Melki, Nile Sun Seed Company
Ms Sulaima Ahmed El Gaddal, Central Trading Company Limited (CTC group)
Ms Enaam Enaam Eisa, Rans Agricultural Service and Investment
Mr Mahmood Fadul, manager, Shekian Insurance Company (North Kordofan branch)

Others
Agriculture Bank of Sudan – Federal level
Mr Ahmed Al Mutalib, ABSUMI national coordinator
Mr Salih Mohamed Salih, financial manager
Ms Mahasin Giha Giha, ABSUMI officer

Agriculture Bank of Sudan – State level
Mr Dawi Abdelrahman Alnoor Mohamed, director, (Aroma branch) - Kassala
Mr Mukhtar Ibrahim, manager, ABSUMI (Al Rahad branch) – North Kordofan
Mr Mohamed Abdallah, officer, ABSUMI (Al Rahad branch) – North Kordofan
Mr Asim Yousif, manager, ABSUMI (Sheikan branch) – North Kordofan
Mr Al Hadi Ahmed, officer, ABSUMI (Sheikan branch) – North Kordofan
Mr Khalid Ali, officer, ABSUMI (Sheikan branch) – North Kordofan
Mr Mustafa Bashir Adam, rural finance officer, ABSUMI (Sinnar branch)
Mr Ahmed Al Haj, ABSUMI, (Sinner branch)
Mr Al Bashir Aldoma, M&E officer, ABSUMI (Sinnar branch)

Sudan Sustainable Natural Resources Management Project (SSNRMP)
Mr Ibrahim Doka Al Bashir, project coordinator
Mr Ali Hamid Osman, M&E, natural resource management officer
Mr Mohamad Saadallah, safeguard specialist
Ms Belgise Osman, communication officer, M&E assistant

Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD+)
Ms Sayeda Khalil, project coordinator
Mr Mohamed Abdelatif

Native administration, Sinnar State
Mr El Fadel Ibrahim, leader of Kenna Tribe
Mr Salah Mohamed Elagab, leader of Rufaa Tribe, Ed Dinder East Sinnar
Mr Eltayeb Ahmed Yousif, leader of Rufaa Elhoi, West Sinnar
Mr Omer Elnour, former head of Farmers Union
Mr El Badri Mohamed Elhaasan- pastoralists' representative

Native administration, Kordofan State
Mr Nazer El Zain Mergani, leader of El Bederyia Tribe
Mr Haroun Elteyb, leader of El Gawamaa Tribe
Mr Obied Mohamed Akam, leader of El Shanabla Tribe
Mr Yousif Ali Elbalal, former head of Pastoralists Union
Mr Amir.Abdelbagi Ahmed Elshiwaihat

Native administration and Conflict Resolution Center (CRC), Al Rahad
Mr Tarek Al Haroon, head of CRC
Mr Mahmoud Garad, legal advisor
Mr Mohktar Ahmed Hussein, native administration – member of CRC
Mr Mohamed Musa Ali Osman, native administration – member of CRC
Mr Mohamed Adam, native administration – member of CRC
Mr Traig Amin, member of CRC
Ms Sababel Musa, member of CRC member, member of Women for peace

Sudanese Microfinance Development Company (SMDC)
Ms Nagwa Shaikheldin Mohamed, general manager
Mr Abubakar Asman Abubakar, head IT
Ms Asawir Elsayed Zaki, M&E assistant officer

IFAD (in alphabetical order)
Mr Mohamed Abdelgadir (previous country programme officer and acting country programme manager)
Mr Abdelhamid Abdouli, IFAD consultant
Mr Tarek Ahmed, country director, Sudan
Mr Aziz Al-Athwari, Finance Officer, Financial Management Services Division
Mr Majid Benabdellah, IFAD consultant (on mission)
Ms Khalida Bouzar, Director, Near East, North Africa and Europe Division
Mr Robert Delve, lead global technical advisor – agronomy, Sustainable Production, Markets and Institutions Division
Mr Harold Liversage, lead global technical specialist – land tenure, Sustainable Production, Markets and Institutions Division
Ms Lucy Maarse, IFAD consultant (on mission)
Ms Mia Madsen (previous programme officer based in Khartoum)
Mr Yonas Mekonen (previous programme officer based in Khartoum)
Ms Rikke Grand Olivera, senior global technical specialist – natural resource management, Sustainable Production, Markets and Institutions Division
Ms Rasha Omar (previous country programme manager)
Mr Hani Abdelkader Elsadani Salem (previous country programme manager)
Mr Ahmed Subahi, country programme officer, Sudan

A. Sites visited - CSPE main mission

Date	Relevant project	State	Locality	Community/group	Male	Female
19/09	SUSTAIN	Sinnar	Al Dinder	Hedia	17	17
19/09	SUSTAIN/ IAMDP	Sinnar	Abu Hajar	Ajula	38	18
19/09	SUSTAIN	Sinnar	Sinja	Native administration/Conflict resolution center	5	-
21/09	WSRMP	Kordofan (North)	Al Rahad	Native Administration	7	1
21/09	WSRMP	Kordofan (North)	Al Rahad	Fishery group	2	1
21/09	WSRMP/LMRP	Kordofan (North)	Um Rawaba	Goz Luban	19	17
21/09	SDP/WSRMP	Kordofan (North)	Sheikhan	Farig al Bagar	9	4
21/09	SDP/WSRMP	Kordofan (North)	Sheikhan	Abu Umsaden	18	7
22/09	WSRMP	Kordofan (North)	Al Obeid	Native administration	6	-
22/09	WSRMP/LMRP	Kordofan (West)	Al Nuhud	Hila al Gedida	60	55
22/09	WSRMP/LMRP	Kordofan (West)	Abu Zabad	Al Himair	19	16
26/09	BIRDP	River Nile	Damer	Qub Jnub	8	76
26/09	BIRDP	River Nile	Atbara	Abar	20	18
27/09	BIRDP	Khartoum	Sharg al Nile	Al Dalu wal Tumama	30	200
27/09	BIRDP	Khartoum	Abu Dlek	Wadi el Haj Shamal	8	6
28/09	BIRDP	Gedarif	El Subagh	Albugaa	1	28
28/09	BIRDP/ICSP	Gedarif	El Subagh	Adadat wad al Zein (Network)[257]	60	25
29/09	BIRDP	Gedarif	El Subagh	Farj Allah	-	27
29/09	BIRDP	Gedarif	El Subagh	Pastoralist (rural market)	62	1
29/09	GSLRP	Kassala	Degain		4	-
30/09	BIRDP	Al Gezira	Wad Rawah	Al Shouna	20	30

[257] The network represents six communities: Al Adadat al Toual, A Adadat Shaa`eldin, Adadat al Humur, A Adadat al Samina, and Adadat Mabrouka

B. List of attendees at CSPE main mission wrap-up meeting (7 October 2019)

Ministry of Agriculture and Forestry
Ms Abla Malik Osman, international relations
Mr Adil Osman Idris, senior coordinator, central coordination unit for IFAD-financed projects (CCU)
Mr Abdelgasim Abdallah, deputy central coordination unit (CCU)

Ministry of Finance and Economic Planning
Mr Maki Merghani, undersecretary
Mr Faysal Gumaa, director of international organizations, directorate of foreign financing

Ministry of Animal, Fisheries, Resources and Wildfire
Ms Zeinab Hagag Ali

Central Bank of Sudan
Mr Mohamed Ali Elhassien, director, microfinance unit

Forest National Cooperation
Ms Sayda Mohamed Elhassan, head of projects and development administration

Agriculture Bank of Sudan – Federal level
Mr Ahmed Al Mutalib, ABSUMI national coordinator
Ms Mahasin Giha Giha, ABSUMI officer

Ministry of Production and Economic Resources – Sinnar State
Mr Ali Kashmelmus, director general

Ministry of Production and Economic Resources – Sinnar State
Ms Tawhida Babiker, director general

IFAD-financed projects
Mr Rashid Abdelaziz Musaad, project coordinator, Butana Integrated Rural Development Project (BIRDP)
Mr Mohammed Yousif, project coordinator Integrated Agriculture and Marketing Development Project (IAMDP)
Mr Nadir Yousif, project coordinator, Livestock Marketing and Resilience Programme (LMRP)
Mr Bakri Mahmoud Hinet Idris, project coordinator, Integrated Carbon Sequestration Project in the Sudan (ICSP)

IFAD
Mr Tarek Ahmed, country programme manager
Mr Ahmed Subahi, country programme officer

IOE – CSPE team
Ms Nakai Fumiko, senior evaluation officer
Ms Diane Abi Khalil, evaluation analyst
Mr Nigel Nicholson, leading portfolio assessment; food security and nutrition
Mr Anwar Ali Abu Baker Ammar, micro and rural finance
Mr Adil Mohamed Elkhidir, civil engineer – rural infrastructure
Mr Mohyeldeen Taha, and and water governance, local institutions and conflict management
Ms. Saada Naeil Ahmed Elmahi, agriculture, environment and natural resource management, climate resilience

C. During field visits focusing on pastoral communities (10-17 October 2019)

People met

Name	Place	Position
1. Tarig Eltayeb Haroun	ElRahed-North Kordofan (NK)	Head of CRC
2. Dr. Dalia Ahmed Ismaeil	Rahad-NK	Member in CRC Committee
3. Dr. Haroun Eltayeb	Rahad-NK	Nazir of Gawamaa
4. Omda: Mohktar Ahmed	Rahad-NK	Native administration –Committee Member
5. Sheikh: Mohamed Adam	Rahad-NK	Native administration –Committee Member
6. Sheikh: Mohamed Musa	Rahad-NK	Native administration –Committee Member
7. Eltigani Khalifa Mukhtar	Obied-NK	IAMP/Former DG MOA
8. Dr. Babiker Ahmed	Obied -NK	LARMP Coordinator
9. Ms. Samira Ahmed	Obied-NK	DG of f Range Department
10. Fatima Mustafa	Obied-NK	Head of LR and Makharfs
11. Amal Hussein Ali	Obied- NK	Head of Range Rehabilitation
12. Sahar Sidig	Obied- NK	Extension
13. Aisha Omer	Obied- NK	Extension
14. Ibrahim Bagadi	El Fola-West Kordofan (WK)	State Coordinator IAMP/M&E WSRMP
15. Mahmoud Ismaeil Ahmed	EFola-WK	Ministry of Production and Economic Resources
16. Hejazi Ismael Mohamed	Elfola-WK	Community Mobilization and Gender Officer
17. Yasir Abuelgasim	ElFola-WK	IAMP- Marketing Officer/WSRMP
18. Ibrahim Mohamed	Elfola-WK	IAMP-Rural Finance /WSRMP
19. Mahmoud Abdalla	Elfola-WK	Head Directorate of Livestock
20. Ahmed Mohamed Eltom	Elfola-WK	Head of Rage and pasture Department
21. Awadalla Kershoom	Elfola-WK	DG-Ministry of Production and Economic Resources

Sites/communities visited

State	Stock route	Locality	Village	Ethnic group	Total	Female	Male
North Kordofan	Eastern stock route	Er Rahad	Farig Gadem Elnour	Hawazma-	9	8	1
			Hawar-	Shanabla	8	5	3
			Elgafeel- Farig Atyia	Kababish	10	7	3
West Kordofan	Western stock route	Abu Zabad	Eloddayia-Sunut	Messeryia	13	8	5
			Eldebebat	Messeryia	7	2	5
Total					**47**	**30**	**17**

Sudan CPE (2009): extract of conclusions and recommendations

I. Conclusions

Agriculture as a key sector of intervention

1. Though the Fund's Official Development Assistance (ODA) contribution in support of The Sudan's rural poverty reduction efforts may seem modest relative to total ODA, IFAD is still the largest donor in the agriculture sector, making the Fund a major partner in the current period of rising agricultural commodity prices. The Evaluation notes that the agricultural sector budget, which had declined to low levels in 2001, has since regained its former position of 2000 (45 per cent of total development expenditure). However, the irrigated sector received most of these investments, while the rainfed crop and livestock sectors, on which most of the rural poor depend for their livelihood, received the least. The CPE also indicates that components to strengthen rainfed agricultural services are explicitly present in only two out of the five ongoing IFAD projects, but subsumed under different components in all projects. Components to strengthen agricultural services in ongoing projects received 19 per cent of IFAD financing. This is less than institutional support (27 per cent) or community development (20 per cent) components, which are present in all five projects. Considering that smallholder agriculture in Sudan generates economic growth that builds peace and reduces poverty, a key lesson of this CPE is that IFAD strategy and activities in Sudan could further address the root causes of smallholder low productivity by focussing more on agriculture.

Promoting pro-poor agricultural innovations

2. The Evaluation found that though the programme had performed moderately satisfactorily with regards to rural finance or institutional innovations [e.g. development of Community Development Committees (CDCs) in project areas], little technical innovation has been developed by research, under the impulse of IFAD and GoS, to be adopted as technical packages by the projects. More support to research is needed. For example, the evaluation found that farmers are already beginning to experiment themselves with more intensified use of manure and could be assisted with technical advice for on-farm trials, with pastoralists assisted with corral systems for manure collection. Where innovative models for development are adopted within IFAD projects from previous Non Governmental Organization (NGO) experience in the field (as with stock route demarcation in WSRMP from Save Our Souls Sahel, and village CDCs that have a similar structure and purpose to Village Development Committees (VDCs), that first emerged from CARE's 30 year experience in the area), greater emphasis and resources are required to support further adaptation and evolution of the innovation.

Scaling up policy dialogue

3. The COSOP did not capture the privileged status of IFAD at the time of its preparation in 2002, when IFAD remained among the few funding development agencies in Sudan. There was a missed opportunity for IFAD to systematically follow-up on policy issues at the national level. The Fund's sphere of influence remained mostly constrained within the project scope. Lack of real country presence and little engagement on higher national level policy issues reinforced the narrow role of policy dialogue initiatives undertaken by the Fund during implementation of the Country Programme.

4. Most results at policy level have taken place within the project context. This comprises measures to improve access to land and water resources, the development of community organizations, or the promotion of gender equity.

This is considered a positive characteristic of IFAD in Sudan and should be used for building forthcoming institutional and policy change objectives in the Results-Based COSOP. They also attest to IFAD's ability to influence policy,
an aptitude which could well be exercised beyond the project context.

Tackling sustainability

5. The Evaluation confirmed that project sustainability, which has been identified as a key weakness since the Portfolio Evaluation of 1994, requires broader efforts beyond the simple scope of project activities. The COSOP did not provide a comprehensive strategy for ensuring sustainability of IFAD-financed activities. Some IFAD-financed operations, such as increased livestock development, have translated into additional concerns. These tend to introduce substantial changes over a short time period in fragile environments with a weak carrying capacity, often resulting in adverse environmental effects.

6. Despite laudable efforts, there has been a gap between the IFAD intent in the 2002 COSOP seeking to promote conflict resolution as well as peace-building and outcomes on the ground. In addition, the fragile and volatile environment, weak implementation capacities and recurrent conflicts increase the exposure of existing project benefits to risks that may hinder the continuation of benefits after completion of IFAD support.

II. Recommendations

Agriculture as a key sector of intervention

7. The Evaluation recommends that IFAD further address the root causes of smallholder low productivity by focussing more on agriculture in the next COSOP. Localities where basic services and infrastructure that have proved to support labour productivity and market access are available could be favoured. In today's environment of rising prices, the issues of value-chain marketing and market access require more consideration than these issues received in the past. IFAD could also build on current efforts such as the decentralised agricultural extension services which have been beneficial to smallholders. Land tenure, irrigated cultivation, overgrazing and livestock should continue to be addressed. However, consideration should be given to pursuing these in a more focused and systematic manner to ensure greater integration and synergies in these areas.

Promoting pro-poor agricultural innovations

8. The Evaluation recommends that IFAD redouble efforts in promoting pro-poor agricultural innovations. These have been weaker than innovations in the other programme components. The Fund's focus on agricultural innovation should be realised within projects through allocation of greater resources for suitable staffing, links to relevant research organizations and to undertake adaptive research components. A more systematic approach to replication and scaling up of agricultural innovations should also be developed. In particular, technical innovations need to be developed by research, under the impulse of IFAD and GoS, and be adopted as technical packages by the projects. Greater practical support to innovation in the agricultural sector should be given both at research level and in support to farmer's own experimentation and innovation.

Scaling up policy dialogue

9. Building on project-level policy dialogue initiatives that are currently being pursued, the division should scale up agricultural policy dialogue to the national level. This could be done by presenting a limited set of strategic themes for dialogue in the forthcoming Sudan COSOP, which could include, inter alia, such themes as: Agricultural Pro-poor Innovation, Partnership and Sustainability. Policy dialogue on these strategic themes could then be enhanced and sustained through the life of the next COSOP through the regular follow-up and analysis mandated in the RB-COSOP framework, including annual workshops and the mid-term review

exercise. Regularly revisiting dialogue on policy issues also presents the potential to establish a more transparent partnership and consultation mechanism, making it possible to better engage with national and local level authorities, civil society and the wider donor community. The end result would be a more holistic country programme and, ultimately, more sustainable development impact.

Tackling sustainability

10. The Evaluation recommends that the next COSOP ensure sustainability is incorporated in the broad framework of the strategic elements of the Country Programme in terms of design (e.g. clarity of exit strategies), and partnership (e.g. stakeholder ownership) at the outset of the new country programme. Also, recognizing the contextual realities of Sudan, where conflict over natural resource is an integral part of the daily reality of farming and pastoral communities, IFAD should include the capacity building of the field staff in conflict prevention and disaster management as an integral component of its programmatic interventions in Sudan in order to enhance sustainability.

Key elements and schematic presentation of 2009 and 2013 COSOPs

Summary of key elements

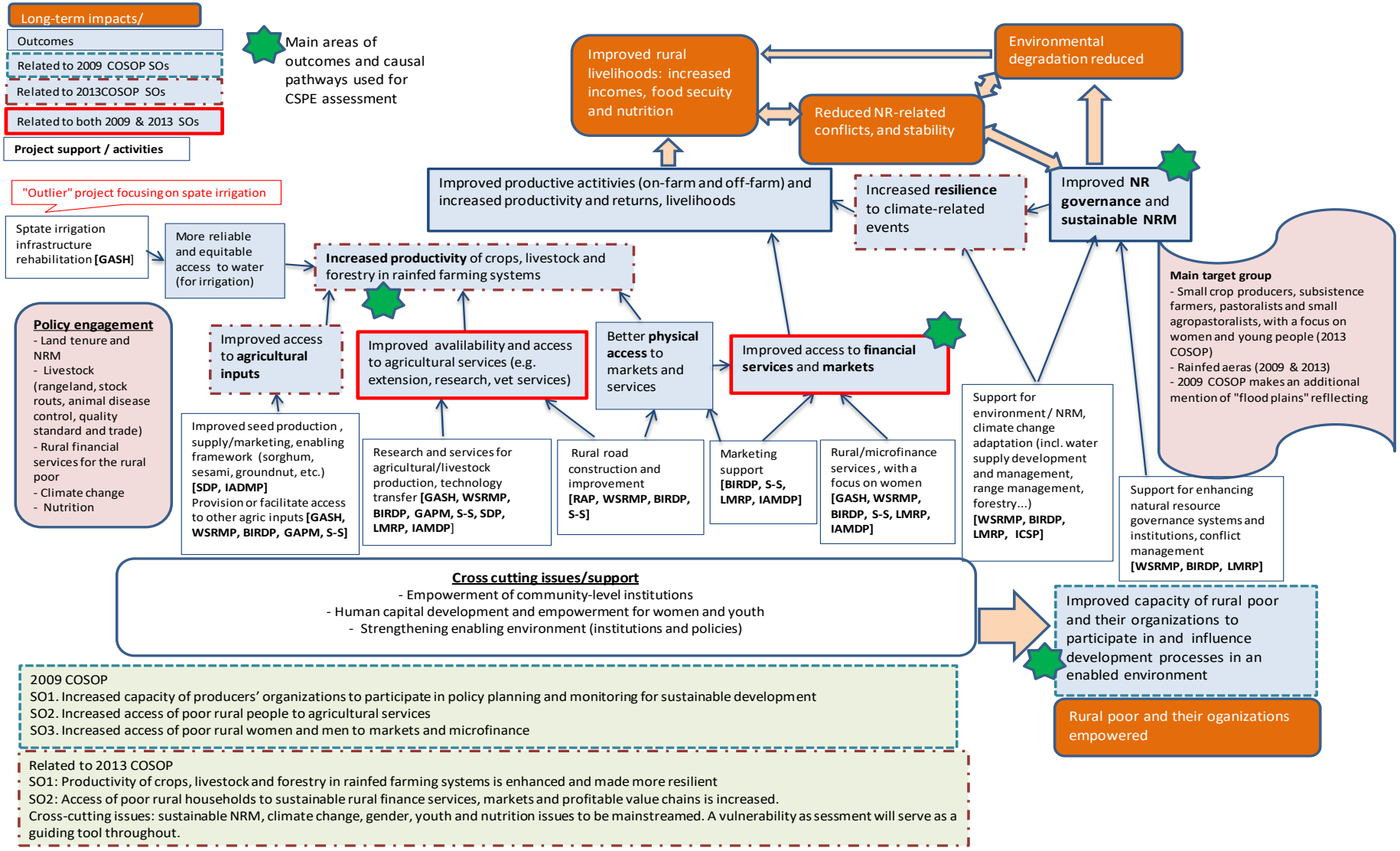
	COSOP 2009	COSOP 2013
Strategic objectives	1. Increased capacity of producers' organizations to participate in policy planning and monitoring for sustainable development 2. Increased access of poor rural people to agricultural services 3. Increased access of poor rural women and men to markets and microfinance	Strategic objective 1: Productivity of crops, livestock and forestry in rainfed farming systems is enhanced and made more resilient. [Reducing vulnerability of smallholders by: (i) increasing access to basic agricultural services; (ii) providing inputs; (iii) increasing resilience of agricultural systems and communities to climate change impacts; and (iv) restoring the ecosystem.] Strategic objective 2: Access of poor rural households to sustainable rural finance services, markets and profitable value chains is increased. [focus on livestock, Gum Arabic and other promising value chains. (i) scaling up successfully piloted models for delivery of rural financial services; (ii) investing in value addition, marketing and market access, including road infrastructure and maintenance; (iii) promoting diversification in smallholder livelihood systems; (iv) training, structuring and building the capacity of communities, producers, women and young people and government institutions] Cross-cutting issues: sustainable natural resource management, climate change, gender, youth and nutrition issues to be mainstreamed. A vulnerability assessment will serve as a guiding tool throughout. The RB-COSOP will generally promote the implementation of proven pro-poor measures aiming to increase sustainable climate resilience of natural resources and the communities who depend upon them.
Targeting strategy	• Geographically, the programme will focus on rainfed production systems, in addition to the flood plains, dry hilly areas and green belt agroecological zones in southern Sudan • The household targeting approach to be inclusive. • Self-targeting approaches based on livelihood systems will be used to channel proportionately more resources to the poorer households (smallholders, woman-headed households and returnee households). • As for gender mainstreaming, enabling measures through awareness-raising, capacity-building of community leaders and women, and quota-setting for women's participation.	• Overall focus of the country programme: agriculture, livestock and forestry in **rainfed areas**. The target groups (within these areas) include small crop producers, subsistence farmers, pastoralists and small agropastoralists, with a focus on women and young people • Priority geographical areas – driven by the vulnerability assessment (climate vulnerability maps overlaid with population density, soil productivity, poverty areas, food-insecure areas, disaster-risk areas) and areas with potential for increasing agricultural productivity. • Due to the severe conflict, this RB-COSOP will not focus on the Darfur region unless opportunities become available.
Opportunities for innovation	Under strategic objective 2: • Financing the recurrent costs of public extension services • identifying, testing and replicating technological packages that improve productivity and constitute an adaptation to climate change such as technologies for increased soil fertility, herd and range management in drought-affected areas, cost-effective environmental conservation and energy efficient agro-processing Under strategic objective 3:	New innovative approaches to be tried: including developing public-private partnerships (PPP) in livestock and seed production. Collaboration with research agencies, such as the Agricultural Research Corporation (ARC), will be continued to develop new technical innovations to enhance productivity and resilience [*IOE note: In addition, this section also indicates innovative approaches and activities under the previous RB-COSOP that could be scaled-up (or replicated), namely (i) rural finance: different delivery models (banks, community-owned apex institutions, women's savings and credit groups) and opportunity to focus on gender equity and women's empowerment; (ii) community-based organizations*

	COSOP 2009	COSOP 2013
	• supporting local government to meet the demand for good coverage of road networks despite competing claims on local budgets and limited allocation for operation and maintenance • supporting producers so that they can organize to obtain higher output prices	*with potential to improve productivity, resilience to climate change, good stewardship of natural resources and community-based extension, and to create and improve value chains; (iii) rangeland management - good management of social fencing, relations between the settled communities and agropastoralists]*
Policy linkages	• Policy dialogue will be based on the development of a road map for policy engagement with the two Governments • IFAD will also participate in the main policy discussion forums, such as the natural resource management sector budget group in the Government of Southern Sudan and the working groups of the Executive Programme for Agriculture Revival in the Government of National Unity, as well as the Southern Sudan Microfinance Forum and its counterpart in the north. • The participation of the representatives of apex producers' organization in project supervision will be pursued systematically especially in projects where evidence of the potential impact of policy change can be assessed and documented	IFAD's policy dialogue agenda will be carried out through the IFAD country office in coordination with other donors. Key priority areas for IFAD policy dialogue will be: • Land tenure and natural resource management – to improve rights of pastoralists and smallholders, including establishment of a natural resource management framework at state level and enhanced policy dialogue at national level • Rural finance – to engage the Central Bank of Sudan in alternative models that address the bottom layers of the market and strengthen the regulatory framework to encourage transparency, investments and more service providers • Livestock – to improve sustainable management of rangelands, demarcation and regulation of stock routes, control of animal diseases, taxation, quality standards and trade • Climate change – to raise awareness of climate change and bring adaptation into focus • Nutrition – to support the development of policies and guidelines to bring nutritional aspects into focus and help implementation.
Non-lending activities	Funds under the small country grants window will be used to support the following activities: (i) capacity-building programmes on financial management, procurement, M&E and learning systems; (ii) support to an innovation-scouting facility to harvest solutions; (iii) support to the assessment of the environmental and livelihoods impact of oil concessions; (iv) seed funds for the replication of successful project activities; and (v) support to policy analysis work.	[No specific provision under this heading]
Partnerships	• Under strategic objective 1, IFAD will support community and producers' organizations in advocating for policy change. The main partners are FAO, the European Commission, the Dutch Embassy, and farmers', pastoralists' and women's unions. Moreover, IFAD is planning to provide regular support to the microfinance forum organized by the Central Bank of Sudan in collaboration with UNDP and the World Bank. • Under strategic objective 2, IFAD will enter into partnerships with the Arab Organization for Agricultural Development, ICARDA[258], FAO and NGOs working in the agricultural sector with a view to harvesting good practices for appropriate technology transfer and effective extension systems, and disseminating these within ongoing projects. For disaster preparedness, IFAD will work closely with, FAO, UNDP and the WFP to monitor the risk situation and take preventive measures accordingly.	• IFAD's current partners are the Ministry of Agriculture and Irrigation, the local government, CBOs, ARC, the Agricultural Bank of Sudan, the Mamoun Beheiry Centre (a Sudanese civil society organization) and the private sector. New partnerships will be sought, particularly with the Ministry of Livestock, Fisheries and Rangelands; the Ministry of Welfare and Social Security, on gender and microfinance; the Ministry of Foreign Trade, on trade points; and the CBS on rural finance development. • IFAD will coordinate with United Nations agencies wherever possible, particularly on nutrition issues. IFAD and FAO will seek to support national agricultural development issues. A donors' coordination group for the agricultural sector is currently being considered, and IFAD and FAO are discussing the development of an agricultural investment plan for the Sudan. Possibilities for synergies with UNIDO in agro-industry will be explored.

[258] International Centre for Agricultural Research in the Dry Areas

	COSOP 2009	COSOP 2013
	• Under strategic objective 3, IFAD will seek partnerships with the African Development Bank, the Arab Authority for Agricultural Investment and Development, the European Commission, the Multi-Donor Trust Fund, the UNIDO, specialized producers' organizations and the private sector, among others.	• Partnerships with regional donors including the IDB and the Group of Arab Funds are being nurtured. • Partnerships with bilateral donors are limited by unwillingness to engage with the Government outside the framework of the 2005 Comprehensive Peace Agreement and the Multi-Donor Trust Fund (MDTF). At present the country is not eligible to benefit from the European Union's 11th European Development Fund; however, the European Union will make smaller sources of funding available to. DFID will be active in the area of land tenure, and partnership with them would be a win-win situation. A partnership is currently being developed with the Turkish International Cooperation and Development Agency. Partnership with the private sector is especially important to this strategy in terms of PPPs for productivity enhancement, value chain development and possibly service provision.
Knowledge management	The main KM&C activities: • Under strategic objective 1, generating knowledge from project implementation to influence policy formulation and implementation. This will be done through the development of results-oriented M&E and joint policy analysis. • Under strategic objectives 2 and 3, scouting for good and new practices to fulfil the innovation opportunities identified will be done through consultation with the communities of practice established in IFAD for the design of new projects, the Karianet regional network that links projects funded by IFAD and by the International Development Research Centre (IDRC) in the region, and the country programme team networks.	It is expected that knowledge will be generated from structured discussions among stakeholders in workshops and case studies, and this may be complemented by data generated through M&E and commissioned studies. Regular workshops will be held to enable discussion of lessons learned with stakeholders and the development community, and to influence national policy. Policy briefs, brochures, one-on-one meetings and technical assistance will also be tools. In progress reports, project coordination units will be asked to report on progress made in knowledge management and communication. Past best practices in knowledge management, such as learning routes for project staff to address technical gaps, documentation workshops and publications, will be pursued. In addition relevant global knowledge sources will be identified, such as the agricultural research institutes of the Consultative Group on International Agricultural Research
COSOP monitoring Country Programme /Portfolio Management	The country programme management team (CPMT) encompasses Government partners, project directors and representatives of producers' organizations. Its main tasks are to (i) directly supervise programme performance; (ii) monitor and document projects' results, impacts and sustainability; (iii) follow-up on the timely loan service payments by the Government; and (iv) mobilize resources for cofinancing and capacity-building. The central coordination unit for IFAD-cofinanced projects, established in 1998 in the Ministry of Agriculture and Forestry of the Government of National Unity, is a key member in the CPMT. It will continue to follow up on payment of counterpart funds and facilitate project procurement; it will also strengthen its own capacity to facilitate effective project start-up, management and closing. The unit will continue to convene project coordinators on a quarterly basis to discuss and resolve recurrent implementation issues. In addition, the country presence in Sudan has expanded with the outposting of the country programme manager as of 2009.	The RB-COSOP management and monitoring will be undertaken through an annual review, organized by the Country Programme Management Team (CPMT). The monitoring and evaluation (M&E) systems of individual projects will report the status of indicators. A central system for M&E will be designed and implemented by the Central Coordination Unit for IFAD Projects in Sudan. An RB-COSOP mid-term review is planned for early 2016, and arrangements for self-evaluation at RB-COSOP completion will be in 2018. The IFAD country office will be in charge of country programme management. It will organize meetings of the in-country CPMT to review progress, create opportunities for knowledge-sharing, identify opportunities for innovation and scaling up, and draw lessons. The country office will also coordinate activities with donors and develop partnerships. The Central Coordination Unit for IFAD funded Project in Sudan will be strengthened to take a stronger coordination role in M&E and knowledge management. Periodic meetings will be held with projects
Scaling up and South-South Cooperation	N/A	N/A

Schematic presentation of country programme intervention areas and strategic objectives



Investment projects: basic project information[259]

Project *Project areas*	*Target group*	*Project objectives*	*Components*	*Project lead/implementing agencies, implementation arrangements*
GASH Kassala State in the eastern part of Sudan, covering the entire locality of Gash and parts of Hamaish Koraib and Kassala localities.	Poor rural households in the project area, estimated at 67,000 households out of the total 87,000 households (75,000 rural) in the project area. The targeted 67,000 poor rural households covered: 30,000 tenant farmers who would benefit from more secure and equitable access to irrigated land; 10,000 landless households including some 4,500 woman-headed households who were expected to gain access to irrigated land; and 27,000 non-tenant households who would benefit from improved infrastructure for livestock production and non-farm income-generating activities	(i) the elaboration and maintenance of a shared vision of development [in respect of an equitable, secure, transparent access to economically viable land and water rights]; (ii) establishment of the related institutional arrangements appropriate to the shared vision; (iii) rehabilitated water and other social infrastructure and water harvesting devices; (iv) improved crop and livestock husbandry practices; (v) establishment of financial services; and (vi) strengthened state planning capacity.	(i) irrigation infrastructure rehabilitation; (ii) animal production and rangeland management; (iii) community development, capacity-building and empowerment; (iv) financial services and marketing; and (v) institutional support.	The key institutions: (i) Federal Ministry of Agriculture and Forestry; (ii) Federal Ministry of Irrigation and Water Resources responsible for river control; (iii) Ministry of Agriculture, Animal Wealth and Irrigation of the Kassala State; (iv) Gash Agricultural Scheme; (v) Gash River Training Unit (vi) Kassala Drinking Water Corporation; and (vii) ABS for financial services.
WSRMP The programme area, the Greater Kordofan, occupies an extensive Sahelian area of 380,000 km2 with a rural population of 470,000 households between Darfur and the Nile valley	The programme targeted 380 pastoralist and farming communities with an estimated 200,000 households, living around 17 stock routes and six markets in the programme area of North, South and West Kordofan. Out of these, both the President's report and Appraisal report anticipated that beneficiaries of technical packages would include 44,000 settled households and 7,000 pastoralist households.	Overall goal (EB) "to improve the equity, efficiency and stability of the economy of the three Kordofan states through rationalizing the regulation and use of natural resources, and enabling the access of poor households to productive services and fair terms of trade". Four specific objectives: a) promote the establishment of a NR governance system that is equitable, economically efficient and environmentally sustainable; b) enable the development of effective market chains to produce added value that are accessible to both women and men; c) improve the livelihoods of rural poor households headed by both men and women and their access to productive and social services; and d) strengthen capacity at the state and interstate levels to manage regional natural resources in a way that is sustainable and equitable, both socially and in terms of gender.	(i) natural resource management; (ii) rural financial services and marketing; (iii) community development and extension; (iv) rural feeder roads; and (v) institutional support	Federal Ministry of Agriculture and Forestry, with a decentralised implementation structure with a small PCU established in El Obeid and three state coordination units (WK, SK, NK).

[259] Mostly focused on project design documents, financing agreements (FAs) and the president's report submitted to the executive board (EB)

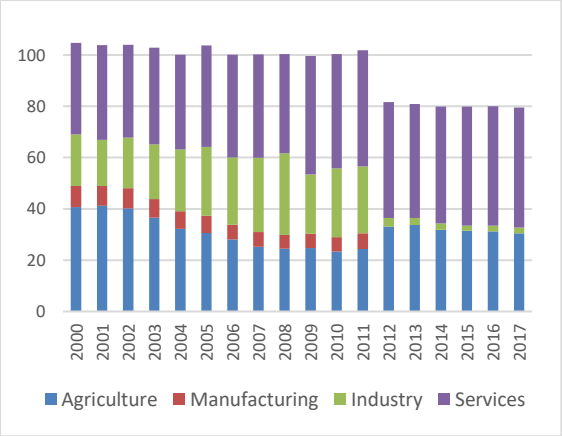
Project *Project areas*	*Target group*	*Project objectives*	*Components*	*Project lead/implementing agencies, implementation arrangements*
BIRDP Rectangular area that is bounded by River Atbara to the northesast, the River Nile to tnhe northwest, the Blue Nile to the southwest and the road from Gedaref to Kassala to the southeast. States included: Khartoum, Gedaref, River Nile, Gezira and Kassala	Smallholder agro-pastoralists in the sand and clay zones and the smallholder irrigated sector as well as the smallholder transhumans. 2006 EB "The project area comprises approximately 100,000 households, and an estimated 80,000 households will benefit from the project."	2006 FA: **Goal** - to improve in a sustainable manner the livelihoods and resilience to drought of the poor rural households. **Objectives** - (i) establish a coherent and cost-effective governance framework that ensures regulated access to land and water resources of the Butana; (ii) improve the access and bargaining position of women and men in the marketing of livestock; (iii) develop the capacity of community-based organizations to engage in environmentally sound, socially and gender equitable development initiatives. 2016 EB Goal - same as 2006 (specifying 140 communities). Objectives - almost the same	2006 FA: (i) institutional support and project management; (ii) agricultural, range and water development; (iii) livestock and marketing development; (iv) community development 2016 EB: (i) policy and institutional support; (ii) natural resource management; (iii) livestock development and marketing services (including rural roads); and (iv) community development and business options.	Butana Development Agency (later renamed as Butana Development Fund) PCU in Ruffa in Al Jazeera state. Five SCUs in five states
Gum Arabic 11 localities in five states along the gum belt: South and North Kordofan, Sinnar, White Nile and Blue Nile.	Small-scale gum arabic producers who were organised into GAPAs located in the rain fed gum arabic belt. Eight localities were selected under phase one of implementation with a further three localities to be included during phase two under the IFAD grant.	The overall objective of the project was to "increase the production and income of small-scale gum producers in selected areas of the gum belt through improved performance of production and marketing systems".	(i) Gum Arabic sector reform and support; (ii) institutional and capacity-building support to Gum Arabic Producers Associations (GAPAs); (iii) project management and supervision	Forest National Corporation of the Federal Ministry of Agriculture and Forests
RAP Butana area in Eastern Sudan where IFAD is co-financing the ongoing BIRDP	The project aimed at serving the poor and less poor communities located along the road alignment in the two localities of the central Butana area namely Butana in Gadaref State and River Atbara in Kassala State. For poor households, the project targeted them with labour intensive activities in the context of the soil and water conservation works to protect the road from gulley erosion. For less poor households who own vehicles, the project targeted them with awareness campaigns to encourage them to pay road and market fees which would be used for the preventative maintenance of the road. The total expected number of beneficiaries were 130,000 persons, equivalent to about 15,000 producer households. The RAP also expected to benefit 1,700 additional women trading in the main markets serviced by the road.	The main objective of the project was to improve the access of the rural population to markets and social services. The logical framework included three specific results: (i) Rural roads upgraded in Central Butana and regularly maintained; (ii) Communities are trained to manage road tolls and to engage in labor-based maintenance contracts; (iii) State capacity strengthened to plan, design, supervise, and maintain rural feeder roads, using the spot improvement approach. *[NB: The spot improvement approach was abandoned as it was found not suitable in light of the soil conditions*]	(i) physical rehabilitation and construction of rural feeder roads; (ii) capacity building and institutional development; (iii) project management	Butana Development Agency National Highways and Bridges Authority Ministry of Physical Planning and Public Utilities Project management/coordination integrated into that for BIRDP

Project *Project areas*	*Target group*	*Project objectives*	*Components*	*Project lead/implementing agencies, implementation arrangements*
SUSTAIN-SINNAR Localities of Dinder, Abu Hujar and Dali & Mazmoum in Sinnar State. 100 villages distributed over the three localities	(i) smallholders who cultivate 9 feddans or less and own about five small ruminants or less and are thus not able to meet basic food and non food requirements; (ii) settled pastoralists in registered villages in the three localities who cultivate a smaller area but raise a larger number of animals and who are constrained in their access to water and fodder; (iii) destitute displaced women in Mazmoum area and currently living on welfare assistance.	The Project goal shall be to reduce rural poverty, increase food security, and incomes of about 20 000 households in the project area. Its objective shall be to increase productivity of staple and cash crops as well as small ruminants for approximately 20 000 households	(i) technology transfer; (ii) market access and post-harvest management; (iii) capacity building and institution strengthening	Lead project agency: Ministry of Agriculture, Animal Wealth and Irrigation in the State of Sinnar. Additional project parties:Federal Ministry of Finance and National Economy, Federal Ministry of Agriculture, Federal Ministry of Animal Resources and Fisheries and State Ministry of Physical Planning and Public Utilities in the State of Sinnar.
SDP Four localities: Rahad and Sheikan in North Kordofan; Abbassiya and Abu Gubeiha in South Kordofan	Smallholder producers, traders/agro-dealers, women and women headed households, youth (FA)	Goal: to improve food security, incomes and resilience to shocks of the smallholder producers (including youth and women) in rainfed areas of North and South Kordofan. Devt objective: to increase crop productivity for about 108,000 smallholder producers adopting certified seeds in North and South Kordofan	(i) institutional and regulatory environment strengthening and development; (ii) improvement of the seed production system; (iii) support seed supply/market development; (iv) project management and coordination	Federal Ministry of Agriculture. Project managed by WSRMP PCU National Seed Administration, Agricultural Research Corporation;
LMRP To be concentrated on the heartland of the semi-arid livestock producing areas in five States, namely Blue Nile (Al-Damazin and Al-Tadamon), North Kordofan (Shaikan, Bara, Al-ahad and Um-Rawaba), Sennar (Abu Hugar, Al-Dali & Al-Salam and Al-Sunut) and While Nile (Al-Gabalein and Al-Salaam).	Smalalholder pastoral and agro-pastoral communities and households, women, including women headed households, rural youth, particularly unemployed youth , and oung women, small traders/agro-dealers/enterpreneurs as well as pivate sector for value chain and pro-poor public private partnership activities	Goal: increased food security, incomes and climate resilience for poor households in pastoralist communities Devt objective: increased earning opportunities and improved living conditions in livestock-based communities LMRP aims to lift 60.000 rural people sustainably out of poverty, improve asset ownership index to 100,000 HHs compared to baseline and increase climate resilience for 60,000 HHs	(i) livestock business development' (ii) community-led natural resource management and enhanced adaptive capacities; (iii) rural enterprise and social development; (iv) programme management, M&E	Federal Minsitry of Livestock, Fisheries and Rangelands Federal Minister of Agriculture and Irigation - to chair IMC MoFNE, MoLFR, Min of Environment, Forests and Physical Development; Min of Electricity and Water Resources; State Ministries responsible for livestock and agriculture
IAMDP	(i) the rural poo living in extreme poverty; (ii) subsistence and semi-subsistence farmers willing to	Goal: to enhance food security and reduce poverty in poor rural households, though	(i) enhanced crop productivity and production (sesame, groundnuts,	Federal Ministry of Agriculture and Forestry

Project *Project areas*	*Target group*	*Project objectives*	*Components*	*Project lead/implementing agencies, implementation arrangements*
Four states of Sinnar, North Kordofan, South Kordofan and West Kordofan. Main source of liveliholods in area is traditional rainfed agriculture (crop, animal husbandry) and forest-based activities (mainly gum arabic)	move to more commercial farming; and (iii) service provides, input suppliers or off-takers of agricultural produce with actual or potential strang backward linkages to poor rural communities. Particular attention to women and youth. Targeting 27,000 SH HHs	investment in crop production, marketing and capacity building of public and private service providers Objective: to improve HH incomes and resilience to climate change of the smallholder producers, rural women and youth in rainfed areas of Sinnar, NK, SK and WK states.	gum arabic and sorghum); (ii) market linkage and value addition; (iii) enabling environment	
Integrated Carbon Sequestration Project Butana region and especially the states of Gedarif and Kassala	Approximately 10,000 poor rural households engaged in farming, agro-pastoralist and pastoralist activities, comprising a large proportion of children and youth, in the Butana region.	To promote a climate-friendly rural development path in Central and Eastern Sudan by increasing the carbon stock and reducing net Greenhouse Gas (GHG) emissions in the country, while at the same time sustaining rural development in the Project Area	(i) increasing national carbon sequestration potential; (ii) conservation and improved; (iii) management of forest carbon stock; (iii) promotion of biomass energy technologies; (iv) institutional and technical capacity devt; (v) project management	Lead agency: Ministry of Finance and National Economy, Forest National Corporation Additional project parties: Butana Development Agency, Ministry of International Cooperation and the Higher Council of the Environment

Country context - complementary data

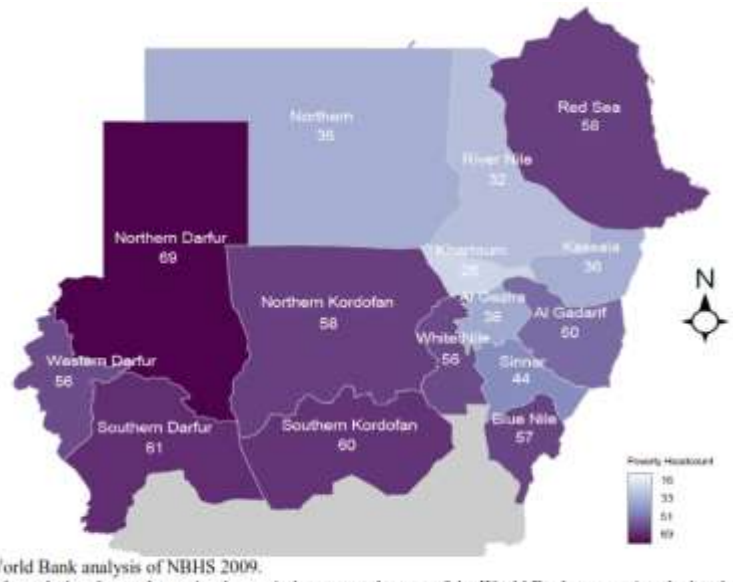
Figure 1
Gross domestic product composition (%) by sector: 2000-2017



Source: World Bank DataBank

Notes from the World Bank DataBank: *(i) The total value added of GDP for a country is made up of agriculture, industry, and services excluding financial intermediary services indirectly measured (FISIM). For countries which report value added at basic prices, net indirect taxes are reported as separate line item. Manufacturing value added is a subset of industry. The value added shares presented in the World Development Indicators for agriculture, industry, and services may not always add up to a 100 per cent due to FISIM and net indirect taxes; (ii) The data include South Sudan up to 2011.*

Figure 2
Poverty headcount by states (percentage of population with consumption below the poverty line) – 2009 data



Source: World Bank analysis of NBHS 2009.
Note: The boundaries shown do not imply any judgment on the part of the World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Table 1
Poverty data by states (2014-2015)

State	Poverty incidence	Population share	Absolute[1] contribution	Relative[2] contribution	Priority index
Northern	12.2%	2.2%	0.3%	0.7%	0.32
River Nile	19.9%	3.9%	0.8%	2.1%	0.54
Red Sea	51.4%	3.7%	1.9%	5.3%	1.43
Kassala	27.9%	5.6%	1.6%	4.3%	0.77
Al-Gadarif	31.6%	5.1%	1.6%	4.4%	0.86
Khartoum	29.9%	17.4%	5.2%	14.4%	0.83
Al-Gezira	18.3%	11.5%	2.1%	5.8%	0.50
White Nile	40.9%	5.9%	2.4%	6.7%	1.14
Sinnar	25.9%	4.6%	1.2%	3.3%	0.72
Blue Nile	34.6%	3.1%	1.1%	3.0%	0.97
North Kordufan	39.1%	9.3%	3.7%	10.1%	1.09
South Kordufan	67.0%	2.5%	1.7%	4.6%	1.84
West Kordufan	40.5%	2.5%	1.0%	2.8%	1.12
North Darfur	42.3%	6.9%	2.9%	8.1%	1.17
West Darfur	64.1%	2.6%	1.7%	4.7%	1.81
South Darfur	49.2%	7.8%	3.8%	10.6%	1.36
Central Darfur	67.2%	3.3%	2.2%	6.1%	1.85
East Darfur	50.4%	2.0%	1.0%	2.8%	1.40

1. The contribution of the state in the total poverty incidence of 36.1%.
2. This represents the state's poverty share (as percentage of total number of poor in Sudan).
3. Priority = Relative contribution/Percentage of Sudanese living in this region - if Priority > 1 the region must be deemed to be priority

Source: African Development Bank Group. 2018. *Summary Results of the 2014-2015 National Baseline Household Budget Survey, Sudan Poverty Profile*

Map
Annual pastoral migration routes in (former) Sudan

Source: UNEP
Note: The map was produced in 2006 before the secession of South Sudan and therefore not aligned with the current border.

Supporting data and tables for CSPE assessment

Table 1
Outreach estimate in completed projects

Project	*Geographical coverage*	*Beneficiary households - target*	*Direct beneficiary households*	*No of communities covered*	*No of SCGs/ ABSUMI groups*
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
Aggregation		*297,000*	*239,439*	*1,060*	*2,993*
***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

Table 2
Timeline between approval to first disbursement (months)

Project name	*Approval to signing*	*Signing to effectiveness*	*Approval to effectiveness*	*Effectiveness to first disbursement*	*Approval to first disbursement*
GASH	1.3	6.5	7.8	2.0	9.9
WSRMP	2.4	10.0	12.4	3.7	16.1
BIRDP	2.1	16.7	18.8	4.7	23.5
GAPM	1.6	0[a]	1.6	41.2	42.8
RAP	3.6	0[a]	3.6	13.6	17.2
SUSTAIN	4.3	0[a]	4.3	3.4	7.8
SDP	2.4	0[a]	2.4	8.0	10.4
LMRP	3.5	0[a]	3.5	5.1	8.5
IAMDP	2.2	0[a]	2.2	6.8	9.0
Sudan average	***1.54***	***11.1[b]***	***13[b]***	***9.8***	***16.1***
North Africa and Near East sub-region average	2.6	10.6[c]	14.0[c]	9.9	20.2

[a] Since the General Conditions for Agricultural Development Financing was amended in 2009, financing agreements between IFAD and governments enter into force upon the signature by both parties (unless the respective financing agreement states that it is subject to ratification). Prior to this, financing agreements used to contain conditions for effectiveness, upon fulfilment of which the financing agreement was declared effective. Hence, for the financing agreements signed after this change, the date of effectiveness, or now called "entry into force" is the same day as the date of the financing agreement.
[b] In light of the point above, the average is computed without data GAPM, RAP, SUSTAIN, SDP, LMRP and IAMDP.
[c] For projects in the North Africa and Near East sub-region under the responsibilities of the IFAD's Nea East, North Africa and Central Europe Division. Approved between 2000 and 2009.
[d] For projects in the North Africa and Near East sub-region approved between 2000 and 2018

Table 3

Missing considerations in EFA in PCRs

Issues	*Descriptions and examples*
Silo-logic in carrying out the EFAs.	Overlapping among WSRMP and SDP activities were not fully taken into account in the two EFA analyses which may have led to an overestimation of projects' beneficiaries and related benefits for both projects. There are also a high level of synergies between RAP and BIRDP, which led to an overestimation of the agricultural benefits directly attributed to RAP in the analysis.[260]
Some inconsistencies between EFA and PCR figures.	Figures used on the EFA analyses for SUSTAIN and WSRMP do not fully match those presented in their respective PCRs, being lower or higher depending on the case (i.e. yields for SUSTAIN and number of livestock per household under WSRMP).
Reliability of the assumptions.	The following is observed: (i) assumption on occasional reduction in crop and livestock production due to climatic was not taken into account for all projects (i.e. not for RAP); (ii) most projects targeted food and cash crops, but self-consumption of sorghum, main staple crop, is missing in some cases (i.e. SDP); and (iii) some benefits expected at design (RAP) related to livestock marketing, which were also observed during the CSPE mission, were not quantified at completion, which might have resulted in under-estimation of the benefits.
Unquantified social and environmental benefits.	Significant benefits were observed in the PCR and during the CSPE mission in terms of natural resources management, gender equity and women empowerment, better nutritional status and improved income generating opportunities. These were not consistently quantified in the EFAs.
Economic benefits not reflected or underestimated.	In the case of SDP, the project's EIRR derives exclusively from the incremental net income of seed growers' and grain producers' groups. Other benefits accruing to the economy as a whole (i.e. benefits to private service providers supported by the project such as agro-dealers/traders, machine/spray service providers or environmental benefits) are not considered in the analysis. Furthermore, a close review of the EFA excel spreadsheet for SDP reveals that the number of beneficiaries and land areas under improved cultivation used in the calculation may have been underestimated (with unclear linkage with the total number of beneficiaries reported).

[260] Improved agricultural practices introduced by BIRDP covered some area benefiting from the construction of roads supported by RAP.

Table 4
Examples of grants with relevance and linkage with country programme

Typology (classification by CSPE)	*Relevant grants*	*CSPE comments [relevance/linkage to country programme and strategy]*
Country specific grants		
Direct and close linkage with multiple projects (complementary interventions)	• CG* - ABSUMI grant (through MOAF)	• Directly linked to the investment projects and generated concrete results on the ground [High]
Support to strategic issues, institutions and policies	• CG - MBC (rainfed agriculture strategy) • CG – Min of Agriculture (South Darfur - extension services)	• Fed into SUDNAIP and reflected in the IFAD strategy [medium] • No clear results – the grant may have been to prepare IFAD to expand to Darfur, but this did not happen [Low]
Largely stand-alone but linked to the strategic area of the country programme and potential indirect link with the portfolio	• Al Garrah (community-level *sanduqs*)	[Medium]
Regional/global grants		
Support to capacity building through training, exposure/exchange with other countries	• Leaning Routes (Sudan-Kenya: innovative livestock marketing)	• The learning led to the establishment of Tamboul slaughterhouse (BIRDP) • [High]
Support to policy-related issues	• International Union for Conservation of Nature (pastoral livelihoods)	• Influence on the 2012 revision of the forest policy reported,[261] but the claimed linkage could not be validated.[Low]
Capacity building in M&E, KM	• Ceval • Learning Routes – Sudan-Kenya (KM)	• Not clear • See above [High]
Linked to a specific project focused on technical aspects (spate irrigation)	• UNESCO – GASH • IWMI - GASH	• Some knowledge products but without far-reaching implication as GASH was an outlier project [Medium]
Linked to a specific project focused on technical aspects (dryland systems)	• ICARDA – support for dry-lands systems	• Technical contribution to BIRDP (e.g. water saving technology, cropping/livestock) [High]
Research-oriented – with unclear or indirect linkage with the projects	• ACSAD	• It is reported that the grant contributed to the establishment of a unified standard specification for camel milk – but further influence and outcomes not clear [Low]
	• PENHA	• Alternative utilization of mesquite [animal feed and charcoal production] – linkage not clear

*CG: country-specific grant

[261] Which included support for participatory forest management and has been influenced by thetraining on pastoralism under the World Initiative for Sustainable Pastoralism.

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Key project related documentation (for projects covered)

Project design documents / appraisal reports

Documentation from project design review processes (quality enhancement, quality assurance)

Project implementation/operational manuals

Financing agreements and amendments

Supervision mission and implementation support mission reports

Midterm review reports

Project status reports

Baseline and impact assessment survey reports

Other knowledge products

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