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REPUBLIC OF THE SUDAN

SOUTH KORDOFAN RURAL DEVELOPMENT PROGRAMME

AN ASSESSMENT OF THE IMPLEMENTATION OF THE PROGRAMME



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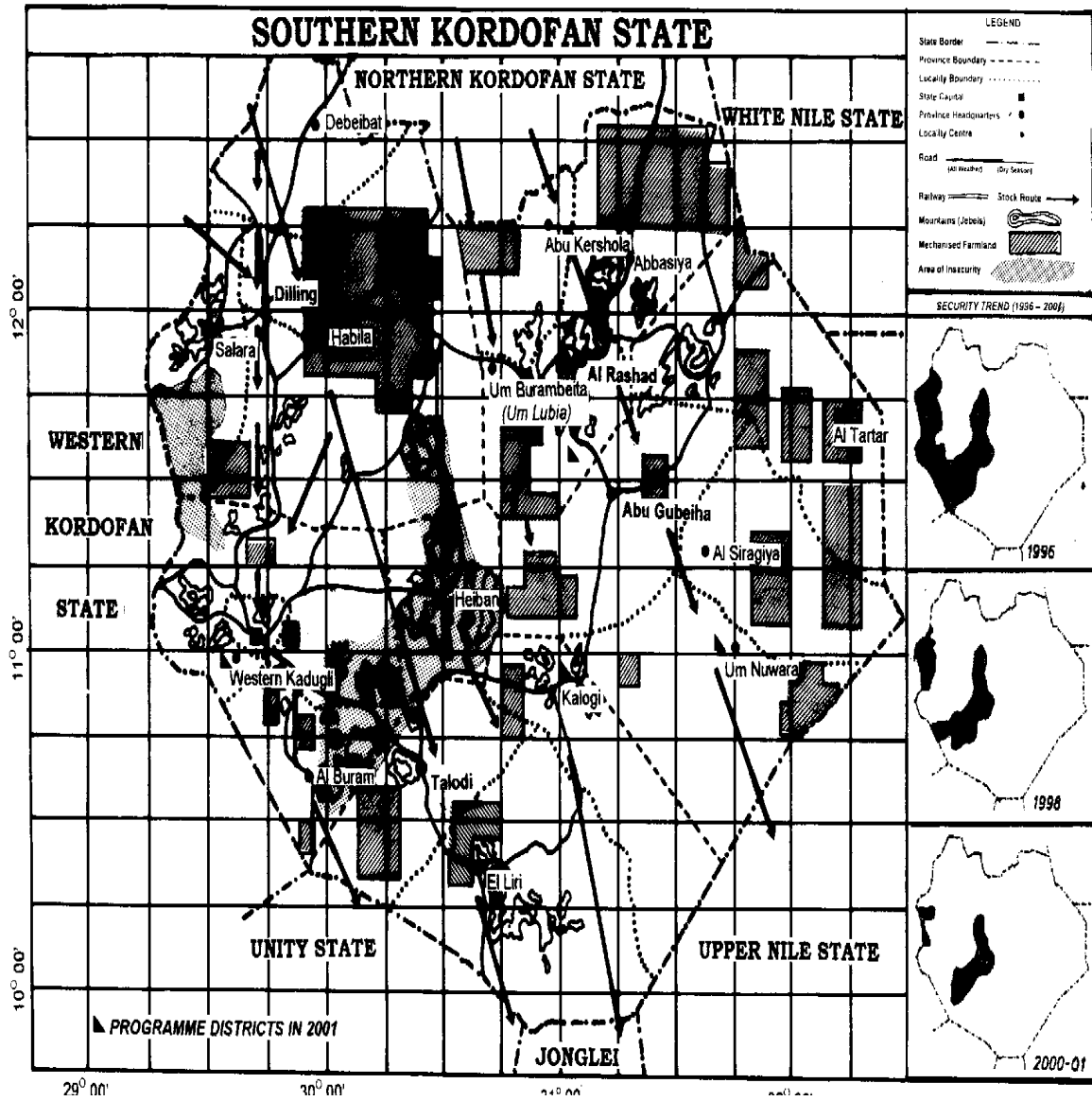
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ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
CSC	Community Selection Committee
FAO	Food and Agriculture Organization of the United Nations
NGO	Non-Governmental Organization
PMU	Programme Management Unit
SCF	Save the Children Fund
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services

MAP OF THE PROGRAMME AREA



Source: Near East and North Africa Division – November 2001

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.



REPUBLIC OF THE SUDAN

SOUTH KORDOFAN RURAL DEVELOPMENT PROGRAMME

AN ASSESSMENT OF THE IMPLEMENTATION OF THE PROGRAMME

I. INTRODUCTION

1. The South Kordofan Rural Development Programme was initially discussed during the Sixty-Ninth Session of IFAD's Executive Board in May 2000. At that session, it was agreed that the proposal was technically sound but some members raised concerns about the overall environment in which the programme would be implemented. In particular, they questioned whether the security situation could negatively affect implementation and whether this, in turn, would preclude equitable access to the programme's interventions for all target beneficiaries.

2. The South Kordofan Rural Development Programme was subsequently approved at the Seventieth Session of the Board. At this time, it was agreed that an information note would be presented at the end of the first year of implementation to report progress, address the issues of concern and reassure the Board that the mechanisms were in place for successful implementation.

II. IMPLEMENTATION PROGRESS

3. The programme became effective in February 2001, some four months after the financing agreement between the Government of The Sudan and IFAD was signed. By that time, the subsidiary grant and implementation agreement between the federal Ministry of Finance and National Economy and the state government had been signed; the Programme Executive Board, chaired by the South Kordofan state Minister for Agriculture, Animal Resources and Irrigation had been established; the Programme General Manager, Financial Controller and Monitoring and Evaluation Officer had been appointed; programme financial arrangements had been finalized; the Programme Account had been opened at the El Nilein Bank in Kadugli; and the Government had deposited its initial contribution of USD 30 000 equivalent into the Programme Account. The Special Account was opened in Swiss francs (CHF) at the Bank of Sudan and the initial deposit of CHF 2.15 million has been made by IFAD.

4. An international facilitator was recruited and posted to Kadugli to assist with the programme start-up exercise under IFAD's Special Operations Facility financing. During the exercise the Programme Management Unit (PMU) was established and the full staff complement was appointed through competitive selection. With remuneration packages comparable to those in the private sector, an extremely capable and professional programme management team is in place. The PMU executives are all highly experienced in multinationally and bilaterally-funded rural development. In most cases, they have been drawn from the field management cadre of the United Nations Development Programme (UNDP) area development and area rehabilitation schemes. All members of the staff have their origins in South Kordofan.

5. The state government has provided the PMU with an office and housing complex constructed by the African Development Bank (AfDB)-financed Southern Kordofan Agricultural Development Project in Kadugli. The state Ministry of Agriculture, Animal Resources and Irrigation has made available regional offices for the operations managers in Dilling and Abu Gubeiha.



6. The international facilitator, in collaboration with PMU executives, prepared the draft programme implementation manual, which described the modalities and procedures to be used by programme management and implementing agencies. It contained details of the responsibilities of the programme participants, financial control, work planning and budgeting procedures, procurement guidelines, selection criteria for localities and participating communities, community organization, and the management information system that includes performance indicators. The implementation manual has been approved by IFAD and the United Nations Office for Project Services (UNOPS) and has been adopted as the programme's working document by the Programme Executive Board.

7. The facilitator also assisted the PMU executives with production of the programme's first annual work plan and budget (AWP/B), based on component output, activities and inputs schedules in the form of quantitative monthly targets. The budget was prepared on a monthly cash flow basis for each activity, component and IFAD cost category, together with the financing requirements from the IFAD loan and grant and the Government of The Sudan. The targets were clearly defined, following the programme phasing as described in the Staff Appraisal Report (SAR), with the exception that five rather than four localities were targeted for initial intervention to ensure the most equitable spread of programme activities. UNOPS subsequently approved the AWP/B without amendment.

8. A comprehensive plan was formulated for the procurement of goods and works in the first programme phase, which has been approved by UNOPS. Standard document formats for international and local competitive bidding procedures were prepared in compliance with IFAD procurement procedures. Specifications were drawn up and procurement of the first year's requirements for goods (vehicles, equipment and furniture) and civil works was initiated.

9. The start-up workshop held in Kadugli in May 2001 was well attended by all parties and achieved its main objective of developing a common understanding of the goal of the programme, its approach to implementation and the respective roles of the stakeholders. A comprehensive discussion took place on the selection criteria for localities and communities. There was general consensus that the criteria laid out in the draft implementation manual were fair and realistic, and in compliance with the requirements of the programme's documents.

10. For the selection of localities, priority was based on verifiable information of the greatest need – e.g. the staple grain balance of the rural communities and amenities – and of the commitment of localities to establishing accountable, cost-effective and sustainable community services, and to ensuring the greatest opportunity for the successful achievement of targets and safeguarding of assets.

11. This resulted in agreement by the programme parties that the initial focus for programme intervention would be the localities of Western Kadugli (Kurongo Abdulla district), Salara, Rashad (Tagmalla district), Um Nwara and Kalogi (Dar Es Salaam district). Of these, Kurongo Abdulla and Salara have until recently suffered from civil strife and are contiguous with areas inaccessible to government staff; and Dar Es Salaam is bordered on its western boundary with rebel-held mountainous areas.

12. Since the start-up workshop, the programme has made good progress. The state Ministry of Agriculture, Animal Resources and Irrigation has fulfilled its commitments by posting extension staff to the initial localities. All extension teams comprise a senior extension officer responsible for programme activities at local level, supported by one man and one woman extension officers. The extension cadre has received intensive training in participatory extension methods and in the programme's approach to community organization. To assist in both the training of the extension cadre and in the awareness and mobilization campaigns, national non-governmental organizations (NGOs) with proven experience within UNDP framework have been contracted. The awareness and mobilization campaigns have been successful and have brought the first 20 communities into the



programme as planned. It is expected that their community organization and women's groups will be established by the end of 2001.

13. One of the concerns of IFAD's Executive Board was the equitable spread of programme activities over the statewide target group including people outside areas accessible to government services and pastoralists. To address this concern, the selection of the initial localities will facilitate outreach to people in adjacent uncontrolled areas through population movements and kinship groups with the provision of starter packs of improved agricultural seed and hand tools and extension messages. The necessary mechanisms will be in place before the next cropping season and will involve close collaboration with the local Food and Agriculture Organization of the United Nations (FAO) coordinator and international NGOs. The programme is also in the process of reinforcing the state veterinary services. Mobile veterinary clinic vehicles for each regional office and veterinary officer kits will be delivered by the end of this year. A schedule of clinical sessions has been established which involves routine visits to each locality throughout the state, and regular contact with pastoral groups at their camps and stock watering points.

14. With regard to land use and access to range resources, which have been identified as major causes of conflict, the programme has made significant advances. The state government has formed a land use committee that has approved terms of reference for the range management strategy study prepared by the facilitator, and the requirements for consultant services have been advertised. This has been carried out in close collaboration with the parallel study planned for the IFAD-financed North Kordofan Rural Development Project. The selection of the consultant and commencement of studies will take place once the expatriate programme management advisor arrives at his post in Kadugli.

15. Cofinancing of the community support services has yet to be identified. Until such arrangements are finalized, the programme will work in coordination with the community health and water activities under the child-friendly village initiative of the United Nations Children's Fund (UNICEF), which has a representative on the Programme Executive Board.

16. A contract has been signed between the Government of The Sudan and the expatriate programme management advisor, who will arrive in Kadugli in December 2001. The advisor has proven ability to work in isolated and logistically difficult areas, extensive experience in implementing IFAD projects in the country and familiarity with UNOPS supervision procedures. He has also been closely involved in the programme design and start-up exercises.

17. With regard to the other programme technical assistance requirements, terms of reference have been drawn up and pre-qualification under UNOPS procedures is under way. It is expected that by the end of the first quarter of 2002, all technical assistance will be in place, including that required for formulating the modalities of rural credit facilities. In preparation for the provision of financial services to the target group, the Agricultural Bank of Sudan has re-established and staffed its branch in Kadugli in compliance with the conditions of the IFAD financing agreement.

III. CURRENT SECURITY SITUATION WITH RESPECT TO IMPLEMENTATION

18. A map delineating the security situation in South Kordofan was presented at the Seventieth Session of the Executive Board. Since then there have been some local improvements to the south of Kadugli, but within the state the overall situation of government-controlled and uncontrolled areas remains essentially unchanged and the boundaries between the areas are ill defined. There are still isolated outbreaks of conflict, which are seasonal and largely consist of raiding after the wet season when crops are ready for harvest. After two such incidents in early October 2001, United Nations security officials closed road access between Dilling and Kadugli to United Nations and international



NGO staff until the position could be assessed. Nevertheless, this did not affect the movement of government or private vehicles, or programme staff. With regard to direct access to Kadugli from Khartoum, a scheduled airline service has been inaugurated following upgrading of the local airstrip.

19. The programme team has found that it can operate effectively in the field and has the full cooperation of the Government. In this context, the state is providing transportation for PMU staff to undertake their activities until the programme's vehicles arrive. Similarly, the locality extension teams and the supporting NGOs have been able to undertake the awareness and mobilization campaign throughout most of the localities selected for initial community-based activities. This has had the full support and involvement of the local authorities.

20. Even so, the programme management is conscious of risk and is closely monitoring the security situation related to staff movement and safety in the field. It has equipped the Kadugli office and operations staff with mobile direct-link satellite telephones to maintain effective communication as a preferred alternative to high frequency radios. In addition, the Government – through the Federal Ministry of Agriculture and Forestry – has provided travel permits promptly and without restriction to the expatriate advisor and IFAD and UNOPS officers to allow them to work in South Kordofan State and monitor programme activities.

IV. ACCESS TO PROGRAMME SERVICES BY THE TARGET GROUP

21. As a means of reducing administrative overheads, the Government has rationalized localities within each state in order to concentrate and optimize the staff cadre and funding resources available to provide services to the rural population. In South Kordofan, this has involved the amalgamation of the 30 localities that existed when the programme was designed to form 19 new localities, paying due attention to population spread and tribal composition. In addition, and contrary to the expectations of many observers, local government elections are being organized and will be held by the end of 2001.

22. The implications of this reorganization for programme implementation and target group access are positive:

- (a) the lead implementation agency will have greater capacity to post qualified and experienced staff in locality headquarters;
- (b) the overhead costs of programme infrastructure will be reduced and will allow better allocation of available loan funds to target group activities; and
- (c) within the new localities, there will be greater opportunity of equitable outreach to all prospective beneficiaries under local or traditional rules, and ability to take into consideration fluctuations in population movements.

23. During its Seventieth Session, the Executive Board raised concerns that, in the design of the programme, activities targeting people in insecure or uncontrolled areas would be limited to the provision of survival kits of seed and basic agricultural hand tools. It should be clarified that the supply of kits is not intended to be an ad hoc humanitarian exercise; rather, the kits are intended to provide an opportunity for the poorest communities to improve their productive well-being by using improved seed and adopting improved crop husbandry practices as part of the programme's extension strategy, in both government-controlled and uncontrolled areas. Such starter kits are now also being used by United Nations agencies and international NGOs in the country as an entry point for the disadvantaged to gain food self-sufficiency rather than continue to rely on humanitarian aid.



24. The programme team believes that in principle the initiative is a sound one provided it is combined with proper technical backstopping. To this end, the initial participating communities are selecting their own agricultural extension agents with the support of the locality extension teams. In the case of communities that have until recently been in uncontrolled areas in the localities of Western Kadugli and Salara, it has been found that the rebel movement had organized such agents. They will continue to be supported and strengthened within the programme's extension network and will be responsible for the distribution of starter kits in their communities and wider kinship groups. Dialogue has been initiated with the local FAO coordinator and Save the Children Fund (SCF) staff to provide assistance where it is inappropriate to use locality extension staff as the link with the programme, and the number of agricultural starter packs has been increased to match the wider outreach that will result.

V. COMPLIANCE WITH LOAN COVENANTS AND ASSURANCES

25. To date, the Government of The Sudan has complied with all the requirements of the Financing Agreement and the assurances contained in the programme documents. Counterpart financing has been adequate, with the initial deposit made at the time of opening of the Programme Account and regular disbursements from the federal Ministry of Finance and National Economy to maintain the account balance. This reflects commitment at both federal and state levels to the programme and its goals.

26. The target group remains the global rural population of South Kordofan, including those living under conditions of uncertain security or lack of access to government services. With the selection of the initial localities, equitable outreach has been achieved; some 40% of the initial communities targeted for full programme benefits are located in areas where rural households have suffered civil unrest or, until recently, have been outside government control.

27. The expatriate programme management advisor has been appointed under a contract that contains the terms, conditions and responsibilities as stipulated in the Financing Agreement, which includes residency in Kadugli.

28. The management information system in the implementation manual is based on the programme logical framework and contains data collection, collation and reporting procedures for periodic progress reporting of physical performance, physical performance indicators, financial statements, financial performance indicators and impact indicators, including the triggers for the second phase of the programme.

LOCALITY SELECTION

**(Source: Programme Implementation Manual
incorporating criteria agreed at the Start-up Workshop)**

1. The selection of the localities for the introduction of the complete package of programme interventions will be made by the PMU and the state authorities (through the Programme Executive Board) in such a way as to ensure the greatest opportunity for the successful achievement of targets and safeguarding of assets. Priority between the localities is on the basis of greatest need, i. e. the staple grain balance of the rural communities and lack of basic services and amenities, and the commitment of the localities to establishing accountable, cost-effective and sustainable community services.

2. The parameters for the selection of the initial localities will be based on existing data that is considered reasonably reliable and that can be verified. They are also key indicators for the separate component outputs of the programme. The parameters, which are not intended to be exclusive and may be modified as the programme progresses, are:

- (a) locality population (from the estimates of the Bureau of Statistics in Kadugli);
- (b) staple grain production per head of locality population (from the Save the Children Fund (SCF) Crop Assessment Survey, 1997/98);
- (c) economic purchasing power as additional staple grain not produced per head of locality population (from the SCF Crop Assessment Survey, 1997/98);
- (d) percentage of locality population enrolled in schools (from state Ministry of Education records);
- (e) number of locality population per operating hand water pump (from state Ministry of Engineering Affairs and UNICEF records);
- (f) number of locality population per operating locality health facility, including clinics, dispensaries and dressing stations (from state Ministry of Health records); and
- (g) number of locality population per number of locality technical services staff (from state Ministry of Finance and Economic Planning).



COMMUNITY SELECTION

(Source: Programme Implementation Manual)

1. The Community Selection Committee (CSC) appointed in each locality, will be responsible for selection of communities, villages and village clusters hamlet to be included in the programme, each year. The CSC will meet once each year to approve a short-list of communities recommended by the locality and will meet a second time following detailed field surveys of short-listed communities for the final selection of communities.

2. The selection process will be carried out in accordance with pre-defined procedures and according to the following selection criteria:

- (a) demonstrable and genuine food deficit - e.g. the long-term staple grain balance of the smallholder men and women, and the willingness of the smallholders and potential to improve productive capacity;
- (b) interest and degree of commitment of the potential beneficiaries to co-operate with, and to participate in the programmes' approach of self-supporting activities and user-pays agricultural extension and social services through fiscal responsibility and partnership at locality level;
- (c) sufficient population density to ensure that the Community Development Committee will be financially viable and that community activities will be sustainable;
- (d) lack of existing social services and lack of presence of activities run by other organisations;
- (e) demonstrable practical ability to participate effectively in programme interventions, e.g. presence of active spontaneous associations, unions or other local organisations, including women's interest groups;
- (f) recourse to the Native Administration for such issues as conflict resolution; and
- (g) communities that are, or have been, affected by social disruption through civil unrest or out-migration for various reasons.

3. The first stage in the community selection process will be a study by each Locality Extension Teams or, as the case may need, an NGO. This will be done in conjunction with field visits for the awareness campaigns undertaken by the Programme and be done in consultation with local resource persons such as Native Administration Leaders to the greatest extent possible. During the awareness campaigns all communities will be informed in each locality, or a sub-locality (district) in the larger localities through printed material and by direct contact from the Locality Extension Team or a contracted NGO, of the following:

- (a) objectives of the programme, with special reference to the poverty alleviation focus;
- (b) details of the process of community selection;
- (c) process for beneficiary selection; and



APPENDIX II

- (d) activities to be supported under the programme, with special emphasis on sub-projects and credit.

4. Existing data and statistics will be referred to assist in the community short-listing process. Information sources include the latest population census (Bureau of Statistics), available maps and geographic information, agricultural and livestock production data (state Ministry of Agriculture, Animal Resources and Irrigation (MAARI)), and socio-economic data at locality and village level (Ministry of Finance and Economic Planning, Locality Councils, Popular Committees and the Baseline Survey).

5. The Locality Extension Teams will rank communities, with respect to their living standards, based on the availability of the following information:

- (a) **infrastructure:** drinking water, number and % of houses constructed in the past five years and currently under construction, degree of damage from civil strife;
- (b) **services:** schools, health clinics, shops, markets;
- (c) **sources of income:** % income from:
- agriculture
 - off-farm activities in the village
 - working in neighbouring towns
 - remittances from outside the state or from overseas;
- (d) **cost of labour:** average cost of:
- skilled labour
 - unskilled labour;
- (e) **agriculture and forestry:**
- type field, horticulture and tree crops (rainfed and irrigated) and area of each crop
 - % of produce used for home consumption
 - crop prices and if marketed, method of marketing;
- (f) **livestock:**
- number of sheep and goats in the community group, and average per household
 - number of cattle in village, and average per household
 - number of donkeys and camels in village, and average per household.

6. Each Locality Extension Team, with the support and assistance of the relevant Programme Operations Manager, the Women's Development Officer and her counterparts in the MAARI, and the Monitoring and Evaluation (M&E) Officer, will prepare a report to the CSC. The report will demonstrate the methodology used in preparing the short-list and processing results on the basis of which communities have been included on the short-list. It will also propose a methodology for evaluating community eligibility and final community/village selection, which would be discussed by the CSC before village mapping surveys are carried out.



BENEFICIARY SELECTION CRITERIA

(Source: Programme Implementation Manual)

1. Beneficiary selection and participation will be based on the community and men and women farmers' involvement and interest in the programme. This will be determined by the Community Development Committees with the assistance of the Locality Extension Teams. The following are some general selection criteria for participating households:

- (a) the responsible head of the household resides in the village;
- (b) the household's principal activities are agricultural and/or pastoral;
- (c) the household does not have a record of frequent unjustifiable loan defaults (to either formal or in-formal credit sources);
- (d) willingness of each potential beneficiary to make a financial or in-kind contribution to activities supported by the Programme;
- (e) interest and readiness to participate and support community self-help institutions, namely the Community Development Committee and its sub-groups, and village-level men and women extension agents;
- (f) willingness to participate in the community sanduq for savings mobilisation; and
- (g) households that provide a commitment to abide by the terms and conditions of participation, including post-programme responsibilities for community-owned and controlled infrastructure maintenance.

2. Some flexibility in beneficiary selection will be maintained and there will be no objection to the inclusion of a limited number of knowledgeable and dynamic members of the community who could provide leadership for the beneficiary groups, as long as they do not dominate them. Regardless of poverty status or other considerations, the over-riding criterion will be a demonstrated willingness to participate as a full partner in the exercise and willingness to accept the specified responsibilities and contribution to community development in return for the programme's support.