

Project Completion Report Validation

Western Sudan Resources Management Programme

The Republic of Sudan

Date of validation by IOE: July 2018

I. Basic project data

			Approval (US\$ m)		Actual (US\$ m)	
Region	Near East, North Africa and Eastern Europe	Total project costs ¹	49		42.59*	
Country	The Republic of Sudan	IFAD financing and percentage of total	25.5	52%	28.50	66.91%
Loan number	655-SD	Borrower	12.8	26%	10.67	25%
Type of project (subsector)	Rural Development	Cofinancier 1: dom.fin.inst.	0.5	1%		
Financing type	Loan and DSF grant	Cofinancier 2: OFID ²	8.6	17.6%	2.65	6.22%
Lending terms	Highly Concessional	Cofinancier 3:				
Date of approval	2 December 2004	Cofinancier 4:				
Date of loan signature	14 February 2005	Beneficiaries	1.6	3.2%	0.75	1.76%
Date of effectiveness	15 December 2005	Other sources				
Loan amendments	(1) 25 Jul 2007; (2) 19 Feb 2009; (3) 3 Aug 2010; (4) 23 May 2011; (5) 10 Apr 2012; (6) 31 Dec 2014; (7) 5 Oct 2015	Number of beneficiaries	Total: 200,000 HH Direct: 51,000 HH ³		Total: 118,481 HH Direct: 269,366 (38,481 HH) ⁴ indirect: 152,319 ⁵ (80,000 HH)	
Loan closure extensions	2					
Country programme managers	Tarek Ahmed (Jul 2017-), Mohamed Abdelgadir (Jun 2016-Jul 2017), Hani Abdelkader Elsadani Salem (Jan 2013-May 2016), Mohamed Abdelgadir (2012-2013) ⁶ , Rasha Omar (2004-2012)	Loan closing date	30 June 2014		30 June 2017	
Regional director(s)	Khalida Bouzar (current), Nadim Khoury (2008-2011), Mona Bishay (2004-2011)	Mid-term review			9 September 2008	
Project completion report reviewer	Antonella Piccolella	IFAD loan disbursement at project completion (%)			99.87%	
Project completion report quality control panel	Catrina Perch, Michael Carbon	Date of the project completion report			30 June 2017	

* This figure includes the DSF Grant approved in 2014. The PCR has lumped the DSF grant with the rest of the project allocation.

Source: Project Completion report, GRIPS (OBI accessed on 5 April 2018), ORMS, President's Report.

¹ Project costs and financing on OBI (GRIPS) differ from figures in the PCR. This PCRV uses the President's Report and PCR figures.

² International financing TBD at approval. During implementation OFID committed to provide an additional loan as parallel financing but did not disburse the full amount.

³ 44,000 settled households and 7,000 pastoralists.

⁴ Average household size is estimated at 5.5 persons but this varies with far larger households among the nomadic and semi-nomadic communities (Appraisal Report page 18).

⁵ According to the PCR the number of indirect beneficiaries is likely even higher because of scaling-up to neighbouring communities, which was however not monitored.

⁶ He had been Country Programme Officer from 2006 to 2012.

II. Project outline

1. **Introduction.** The Western Sudan Resources Management Programme (WSRMP) is a rural development programme benefiting the greater Kordofan Region with a focus on stock routes⁷ (SR) development. The loan agreement was signed on 14 February 2005 and declared effective on 15 December 2005 for an initial period of eight years.
2. The project implementation can be divided into four phases: i) establishment phase (2005-2008); ii) expansion and consolidation phase (2008-2013);⁸ iii) no-cost extension phase (2014); and iv) additional financing phase (2015-2016). The additional financing was requested by the Government of Sudan⁹ to consolidate, ensure the sustainability and scaling up of successful interventions in rural finance and community development.
3. **Project area.** The programme area, the Greater Kordofan,¹⁰ occupies an extensive¹¹ Sahelian area of 380,000 km² with a rural population of 470,000 households between Darfur and the Nile valley.
4. **Project goal, objectives and components.** The project aimed at addressing unequal natural resource endowment between North and South Kordofan¹² and between farmers and agro-pastoralists and pastoralists.¹³ At the start of the programme all three livelihoods were highly vulnerable due to environmental (land degradation and recurrent droughts), political (social unrest in the South), and economic challenges (58.7 per cent poverty incidence in 2009).
5. The overall goal of WSRMP as stated in the President's Report was "to improve the equity, efficiency and stability of the economy of the three Kordofan states¹⁴ through rationalizing the regulation and use of natural resources, and enabling the access of poor households to productive services and fair terms of trade". WSRMP had four specific objectives: a) promote the establishment of a natural resources 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. Equitable natural resource management (NRM) and governance is a key concept in this programme and refers to "an equitable and effective land and water governance that recognizes pastoral and farming usufruct rights".¹⁵
6. The programme approach was to pilot demonstrations on the devolution of natural resources management (stock routes, water points, forest land) to user communities. The experience of the pilot demonstrations would then in turn feed into a consultative process leading to a natural resource management strategy. Additionally, the programme was expected to test mechanisms to improve terms of trade for smallholders and to decrease transaction costs for livestock herders. Moreover, the programme aimed to replicate operational modalities tested and validated in the context of the North Kordofan Rural Development Project and the

⁷ A stock route is a trail having right of way included across private properties and over which cattle and sheep can be herded to grazing grounds or market.

⁸ The PCR refers to the initial phase as the phase from 2008 to 2013, probably because WSRMP – which encountered many challenges before the mid-term review (MTR) – was substantially redesigned at MTR.

⁹ The AF amount, in the form of a DSF grant, was part of the 2013-2015 performance-based allocation system.

¹⁰ Formed by North Kordofan (NK), South Kordofan (SK) and Western Kordofan (WK).

¹¹ Due to the wide distribution of stock routes.

¹² SK is relatively richer in natural resources compared to NK.

¹³ With farmers using a greater share of available resources.

¹⁴ Mid Term Review and other supervision reports refers solely to North and South Kordofan states due to Western Kordofan being divided between the other two States in 2005. The state was re-established in 2013.

¹⁵ Appraisal Report page 1.

South Kordofan Rural Development Programme (both ongoing at the time), especially in the area of community mobilization and organization, extension, investment finance and microfinance modalities.

7. The programme had five components: i) natural resource management; ii) rural financial services and marketing; iii) community development and extension; iv) rural feeder roads; and v) institutional support.
8. **Component 1 - Natural resources management.** This component aimed at contributing to: (i) the development of a governance structure for natural resources that was efficient, equitable and environmentally sustainable; and (ii) increasing biodiversity measured by the forage value of rangelands, an increase in the wildlife count and the level of afforestation. Main activities planned at appraisal included: the development of NRM strategy, forestry development, water investments along the stock routes and in under-served areas (including water harvesting, rehabilitation of irrigation canals),¹⁶ establishment of a buffer wildlife preserve and construction of quarantine facilities.
9. **Component 2 - Rural financial services and marketing.** The objective of the rural finance sub-component was to consolidate existing initiatives in North and South Kordofan, improve the capacity of rural financial institutions and their outreach. The marketing sub-component was expected to support the formation of market organizations at the community level, which in turn would lead to apex organizations at regional levels thereby assisting small producers to access markets on better terms.
10. **Component 3 - Community development and extension.** In order to improve the productive asset base and coverage of social and extension services of poor households, support included capacity-building of community organizations, restocking activities, and starter pack (seeds and tools) distribution. Extension agents were to be linked at the village and state level to increase agricultural productivity. Additionally, the WSRMP was to support the establishment and consolidation of revolving funds for veterinary drugs and plant protection.
11. **Component 4 - Rural feeder roads.** The programme supported the development of rural feeder roads to enhance trade and food security, and consolidate civil security. Specifically, 11 rural feeder roads that needed to be rebuilt or constructed were identified in the central and southern parts of the WSRMP area.
12. **Component 5 - Institutional support.** This component aimed at strengthening the state's capacity for equitable economic planning and management, and to establish a mechanism to support effective interstate collaboration and decision-making. Activities included the establishment of a regional land policy committee as a forum for policy review and advocacy on natural resource governance.
13. The additional financing was mainly expected to consolidate activities under the NRM, rural financial services and marketing, and community development and extension components.¹⁷ However, it was also used to finance training and operating costs for the state and local government, under the institutional support component.
14. **Target group.** 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.

¹⁶ Irrigation canal of Semeih downstream of the Khor Abu Habil catchment.

¹⁷ DSF grant President's memorandum EB 2014/LOT.P.10.

15. Depending on the type of intervention, the programme adopted either community-wide targeting (e.g. for NRM governance and marketing activities) or direct targeting based on socio-economic and geographic characteristics¹⁸ (e.g. the community development and extension component). Along with wealth ranking and gender analysis, pro-poor targeting was expected to be facilitated by Community Development Committees adapting the eligibility criteria for certain activities to ensure the participation of the poor.¹⁹ Women and pastoralist communities engagement was crosscutting.
16. **Financing.**²⁰ The total WSRMP cost at approval was estimated at US\$49 million, of which the IFAD loan amounted to US\$25.5 million. The Government of Sudan planned to contribute (at the federal, state and local level) US\$12.8 million; beneficiaries US\$1.6 million;²¹ and participating financing institutions US\$500,000. Expected international co-financing amounted to US\$8.6 million to be used for rural feeder roads construction and rehabilitation.
17. Activities under the two-year extension period were to be financed by an additional US\$3.19 million DSF grant from IFAD, US\$1.19 million from the Government of Sudan, and US\$30,000 from the local communities.²² See tables below to compare actual project costs with figures at approval.

Table 1
Project costs

<i>Source of funding</i>	<i>Estimated amount (m US\$)</i>	<i>Estimated amount (% of total)</i>	<i>Actual expenditure (m US\$)</i>	<i>Actual expenditure (% of total)</i>	<i>Disbursements (% of Approval)</i>
IFAD	25.5	52%	28.50	66.91%	111%
Borrower	12.8	26%	10.67	25%	83.35%
Beneficiaries	1.6	3.26%	0.75	1.76%	46.87%
Participating financial institutions	0.5	1%	-	-	n.a
Co-financier (OPEC)	8.6	17.55%	2.65 ²³	6.22%	30%
Total financing	49	100%	42.59	100%	86.91%

Source: President's Report, DSF grant President's Memorandum, Project Completion Report.

¹⁸ Priority was given to communities under 20 households, nomadic and semi-nomadic communities along stock routes, communities with average size of household livestock holding below that estimated for the less poor, potential for water and economic development, and communities meeting social poverty criteria (Appraisal Report page 23).

¹⁹ Appraisal Report, pages 22 and 23.

²⁰ There are discrepancies between data in Appraisal and President's Report. This PCRV refers to the President's Report (for approval figures) and to the PCR (for actual figures). Appraisal mentions US\$28.80 million from IFAD, US\$8.60 million from OFID, US\$14.40 million from the Government of Sudan, US\$1.60 million from beneficiaries for a total of US\$53.40 million.

²¹ Through cash contributions, provision of labour and local material.

²² DSF grant President's memorandum EB 2014/LOT.P.10

²³ In fall 2014 road works were suspended as a consequence of OFID decision to suspend disbursements.

Table 2

Component costs of IFAD loan (US\$ million)

Components	IFAD		Domestic ²⁴		International		Total (Approval)		Total (Actual)	
	Approval	Actual	Approval	Actual	Approval	Actual	Approval	%*	Actual	%*
NRM	8.2	7.9	2.4	0.44	-	-	10.6	21.6%	8.37	19.65%
Rur.fin. services & marketing	3.3	5.8	1.7	5.8	-	-	5	10.2%	11.73	27.54%
Community dev. and extension	6.7	5.7	1.6	0.75	-	-	8.1	16.6%	6.48	15.21%
Rural feeder roads	-	-	5.6	-	8.6	2.65	14.3	29.1%	2.65	6.22%
Institutional support	7.4	8.9	3.6	4.35	-	-	11	22.5%	13.34	31.32%
Total	25.5	28.5	14.9	11.43	8.6	2.65	49	100%	42.59	100%

Source: President's Report, Project Completion Report. * PCRV computations. Any inconsistency is due to rounding up.

18. **Project implementation.** The overall responsibility for the implementation of the programme was given to the Federal Ministry of Agriculture and Forestry (MOAF) due to the interstate nature of the programme. The programme had a decentralised implementation structure with a small Programme Coordination Unit (PCU) established in El Obeid and three state coordination units (WK, SK, NK).²⁵ A Programme Coordination Committee at the federal level was to approve the annual work programme and budget, monitor progress, facilitate and support implementation through inter-agency and inter-state operations.
19. **Significant changes/developments during programme implementation.** Several external factors impacted on the project, namely: i) the conflict in South Kordofan, which brought a heavy influx of refugees and livestock into the region, putting pressure on natural resources, host communities and state finances; ii) turnover of authorities and frequent changes in administrative boundaries;²⁶ iii) artisanal gold mining, which became a key economic activity in many rural areas, including North Kordofan, and led to many de facto female-headed households;²⁷ iv) the growing inflation, impacting on revolving funds and microfinance activities; and v) drought becoming increasingly the norm.
20. According to the PCR the financing agreement was amended seven times (see Annex V for the entire list of amendments). The programme was subject to: i) a no-cost extension in December 2013; and ii) a two-year extension in December 2014, following the approval of additional financing in September of the same year. The two extensions changed the project completion initially from December 2013 to December 2014 and later to December 2016.
21. Following the Mid-term Review (MTR) the programme was significantly overhauled. The PCR comprehensively describes major changes in the rural finance, NRM and rural feeder roads components. The latter, mainly due to political pressure, was upgraded to the construction of one asphalted main road (the Elsimih-Elsamasim

²⁴ Government of Sudan (federal, state and local level), beneficiaries and participating financial institutions.

²⁵ The office in WK remained in place also after the disappearance of the state. Whereas in NK decentralisation worked quite well, institutional capacity was good and localities had power, SK was rather state-centred and characterised by a weak local institutional capacity.

²⁶ At programme start there were 13 localities, which by the end of the programme increased to 24. The Programme initially covered three regions North, South and Western Kordofan. Western Kordofan was dissolved in 2005 and later restored in 2013.

²⁷ Men realised that their absence affected implementation of community plans and proposed that the composition of community development centres (CDC) committees to be changed from 1/3 female and 2/3 male to 1/3 male and 2/3 female.

road), to be financed by an additional loan from the OPEC Fund for International Development (OFID). The construction of the road had to be halted because of the suspension of the OFID loan²⁸ due to delays by the Government of Sudan in settling its outstanding and growing arrears with OFID.

22. The rural finance sub-component was restructured in light of the limitations of grants to village *sandouqs* and use of credit lines to participating financial institutions, observed in previous IFAD projects. Instead of providing grants, the restructured programme focused on the formation and capacity building of Village Saving and Credit Groups (VSCGs), as well as developed a specialized microfinance programme called the Agricultural Bank of Sudan Microfinance Initiative (ABSUMI) to help Agricultural Bank of Sudan increase its rural outreach and establish a saving culture with a strong focus on women.
23. As far as the NRM component is concerned, the number of targeted stock routes was reduced from 17 to 3 to make the programme more manageable and achieve model stock routes which provided quality services to its users. The restructured component, in order to smoothen implementation and mitigate conflicts, included mobile extension teams (METs), conflict resolution centers and the Council of implementing partners. A switch from community development centres (CDCs) to integrated CDCs (ICDCs) was meant to improve services to pastoral groups and encourage peaceful relationships between settlers and pastoral groups. During the additional financing period each stock route segment benefited from a co-management SR sector team with all stakeholders, including from different ethnic groups, represented in the team. Having members of sector teams facilitating pastoral field schools made it easier to identify and solve problems and for METs to follow up on activities and address requests. The promotion of drip irrigation and farm ponds for irrigation was halted, as it was too expensive and ineffective.²⁹
24. Other changes happened organically. These included moving from community nurseries to household nurseries, as the latter avoided transporting seedlings over long distances and benefited from women managing these as a business; developing local extension networks to sustain extension services post-WSRMP; stimulating backyard poultry, beekeeping and fishery as they could quickly produce income for poor households; creating small ponds along SRs instead of *hafirs*³⁰ to allow a more rationale use of range resources;³¹ and introduction of bottom-up planning in the preparation of community environmental action plans.
25. **Intervention logic.** Recognising that settled farmers and (semi)-nomadic pastoralists do not equitably avail of the scarce natural resources in greater Kordofan, the programme focused on the development of the stock routes through low input-low output agriculture, resolution of natural resource conflicts, provision of effective decentralised services (i.e. extension, veterinary, financial), improved water supply, and market development. The programme was based on the assumption that a more *equitable* access to water and land resources and improved NRM governance would improve the stability and economy of the region. Changes were expected to be driven by a process of economic and social empowerment. See annexes III and IV for an illustration of the causal logic between project outputs, specific objectives and project goal.
26. **Delivery of outputs.** The PCR observes that in Component 1 - Natural resource management, the overall physical output achievement stands at 99 per cent; in Component 2 - Marketing and Rural Finance Services, at 104 per cent; in Component 3 - Community Development and Extension, at 94 per cent; in Component 4 - Rural Feeder Roads, at 38 per cent; and in Component 5 -

²⁸ OFID loan was declared ineffective at the end of October 2014. (July-August 2016 SM report).

²⁹ PCR page 5.

³⁰ Big underground reservoirs.

³¹ Small ponds allow spreading pressure over range resources and reduce conflicts.

Institutional Support, at 100 per cent, for an overall percentage of 87 per cent. See Annex VII for details on main outputs. The high achievement in component 2 was due to the rural finance sub-component.³² The main drawbacks in delivery of outputs were related to market infrastructure and rural feeder road construction.³³

III. Review of findings

A. Core criteria

Relevance

27. **Relevance of objectives.** WSRMP was firmly grounded within the national policy framework³⁴ and aligned with the main thrusts of the 2002 Country Strategic Opportunities Paper (COSOP).³⁵ The last COSOP Results review (2016) confirmed its continuous relevance. The programme was also in line with the current Sudanese National Agriculture Investment Plan (2016-2020) and adequately responded to the needs of the targeted population.
28. **Relevance of design.** According to the President's Report the programme design built on lessons learnt from IFAD experience in tackling rural poverty in the country, namely the importance of the decentralisation process, transition from conflict to peace, community organization and empowerment of women.
29. The PCR clearly explains that the design was complex and over ambitious. It was characterised by a broad coverage (in terms of both geography and communities), including a long list of activities which were not initially fully understood by the programme management unit, and was built on the erroneous assumption that livestock and natural resources development are similar to pastoral development.³⁶ This resulted in an initial focus on settled communities and marginal involvement of pastoral communities. The last supervision mission highlights that the weak outreach of mobile livestock keeping households took a lot of efforts to adjust. Furthermore, the design did not pay enough attention to climate change and knowledge management.³⁷ The fact that the rural finance, NRM and rural feeder roads components – which accounted for over 60 percent of total costs at approval – had to be significantly restructured at MTR indicates that the original project design had some weaknesses.
30. However, many of the adaptive measures taken were both relevant and appropriate. e.g. METs and pastoral field schools allowed reaching out and genuinely engaging distant and scattered pastoral communities; conflict resolution centres and Council of Implementing Partners played an important role in mitigating the growing conflicts over natural resources; the small saving and credit approach of VSCGs and ABSUMI proved to be important to women and, through the engagement of women, resulted in increased participation of men. Finally, the PCR acknowledges that the programme emphasis on access to water delivered multiple benefits such as women empowerment, improved health conditions, agricultural productivity, enhanced asset base, environmental conservation and income generation.
31. The project was well aligned with Government and IFAD policies and strategies. It made appropriate adjustments and was able to remain relevant. However, because

³² The number of VSCGs, members per group, saving per group achieved 163 per cent, 168 per cent and 242 per cent of targets (PCR).

³³ It is interesting to note that despite this was the least effective component during implementation, the Mid-term Review raised the target from 440 Km to 500 Km of rural feeder roads.

³⁴ The national poverty eradication strategy included: i) macro-economic stabilization; ii) strengthening the decentralisation process and empowerment of local communities; iii) prioritising investments in traditional rainfed areas and sound natural resources management (President's Report).

³⁵ 2002 COSOP thrusts include: i) support livelihoods of target groups focusing on improving the productive capacity and creating an enabling institutional environment; ii) empower both women and men to participate in the development process; iii) promotion of good local governance.

³⁶ PCR, paragraphs 13, 64 and 65.

³⁷ PCR page 9.

of some design weaknesses as discussed above, relevance is rated moderately satisfactory (4), one point below the PMD rating.

Effectiveness

32. Because of significant investment in human and social capital both at the community and government level, and a positive collaboration between IFAD and the programme, WSRMP was able to continuously adapt and overall meet the programme objectives. Initially, certain objectives and approaches were not well understood by the Project Management Unit (e.g. the difference between pastoral development and livestock development and between NRM and co-management), which led to settled communities being favoured over nomadic groups.³⁸ The additional financing helped rebalance targeting and at programme completion 60 per cent of the households served were settlers and 40 per cent (semi-)/nomadic, beyond the target of 30 per cent.³⁹ The total number of direct beneficiaries (269,366) was in line with estimated figures at approval. Due to security issues, 12 communities in South Kordofan (out of the total 37 targeted in the programme) could not be covered from 2011 onwards. Although the PCR states that the majority of the households served were vulnerable and poor and there was no problem of elite capture, this is not substantiated by strong evidence. The extent to which each objective was achieved is described below.

Objective (a): Promote the establishment of a natural resources governance system that is equitable, economically efficient and environmentally sustainable

33. This objective and the related NRM component were at the core of the programme and this partially justifies the stronger attention received in the PCR compared to the other objectives and components. Among the key achievements: the NRM strategy for Kordofan region was established and adopted; 8,827 households benefited from drinking water supply (312 per cent of target);⁴⁰ and 23,000 people were trained in NRM (130 per cent), resulting in enhanced environmental awareness especially among women. Overall there was an increased adoption of improved natural resources management practices: *hima*⁴¹ protected and registered (250 per cent of target), agroforestry plantation (125 per cent of target), sand dune fixation (122 per cent of target), and forestry nurseries constructed and rehabilitated (250 per cent). As a consequence of improved water harvesting, among other things,⁴² crop yields improved. The reduction of conflicts along SR by 28 per cent was also a result of improved access to water points.

Objective (b): Enable the development of effective market chains to produce added value that are accessible to both women and men

34. Under this objective, WSRMP included both marketing and financial services activities. Whereas the latter performed very well, the performance of the former was quite poor. The envisaged rehabilitation of the large markets failed to produce the desired results. Livestock marketing groups never materialised. The gap in marketing support emerged more clearly after the MTR when the re-organised rural finance sub-component stimulated livestock value chain business. WSRMP improved targeted beneficiaries' access to financial services in two main ways: (i) by supporting the establishment of VSCGs benefiting over 30,000 households (HH); and (ii) by facilitating over 18,000 HH access to financial credits from micro-finance institutions, such as ABSUMI. Over the years the VSCGs demonstrated to

³⁸ According to MTR criteria for community targeting in the programme implementation manual were not strictly followed.

³⁹ Appraisal report p.22.

⁴⁰ Through four main sources, namely stock water earth tank (dug-out reservoir/hafirs), fenced excavations in the ground for collecting rainwater (water yards), stock water dams and water containment structures (natural ponds) (July-August 2016. SM Report).

⁴¹ Communal grazing areas surrounding villages.

⁴² Survey respondents also reported increase in: areas of soil that have experienced an increase in water content (83 per cent), plant length (46 per cent), tree growth rate (280 per cent), tree survival rate (116 per cent), rangeland productivity (22 per cent), grass diversification (350 per cent), herd size at the household level (20 per cent).

be one of the most successful WSRMP interventions, with internal capital growing continuously as a result of regular savings and ploughing back of the profits from group investments.⁴³ VSCGs with women in leadership position achieved 800 per cent of the target.

Objective (c): Improve the livelihoods of rural poor households headed by both men and women and their access to productive and social services

35. The programme was very successful in improving the livelihoods of poor rural households and their access to veterinary and extension services. Multidisciplinary decentralised extension teams were formed, trained, equipped and deployed. Local extension network members (1,739) were selected by their communities and trained as crop protection agents, midwives, literacy trainers, natural resource agents, SCG agents,⁴⁴ and contact farmers and pastoralists. The establishment of pastoralist field schools was also an important achievement because of the problem-solving orientation of this extension approach. The PCR would have benefited from more details on the decentralised extension approach and the reasons of its success. The successful contribution of the programme to the development of fisheries in the El Rahad area (not included in design) opened up new opportunities (e.g. restaurants, shops selling fish and nets) using resources previously unknown to the communities.

Objective (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.

36. In the original design, stock routes management had been left largely to state authorities and technical committees and this proved ineffective. While achievements were made regarding inter-state management of SRs, changes in boundaries with disappearance and re-establishment of West Kordofan suggested that management should have been initiated primarily by the users of the SRs, despite the complexity of the process. Successful stock-route co-management was finally put in place in the last two years of the programme but there is no evidence of the establishment of the planned regional land policy committee. According to the PCR, the number of reported conflicts along stock routes was reduced by 28 per cent (the target was 35 per cent).
37. As a result of the programme, livelihoods of rural poor households significantly improved, the NRM governance system became more equitable and the state and interstate capacity to manage regional natural resources was advanced. Since the programme was centered on NRM governance – specifically on reducing pressure on grazing resources and related conflicts – the marketing activities and the rural feeder road component can be considered peripheral and their poor performance did not impact the capacity of the programme to achieve its objectives. The rating for effectiveness is satisfactory (5) in line with the PMD rating.

Efficiency

38. The loan became effective one year after approval. This is slightly above IFAD and NEN average (around 10 months) but significantly above the average for Sudan (around 8 months). Disbursement started soon after entry into force (less than 4 months). This is below the average for Sudan (around 11 months), NEN and overall IFAD portfolio (around 9 months).⁴⁵ The PCR reports that the flow of funds for the additional financing phase was delayed by eight months,⁴⁶ due to the slow-down in the approval process at the Federal Ministry of Finance and Economic Planning,

⁴³ SM report, July-August 2016, PCR page 23.

⁴⁴ A large part of the success of SCGs is attributable to the activities of the community trainers, village volunteers trained in SCG formation by extension officers who became instrumental for replication.

⁴⁵ PCRV computations based on GRIPS/OBI data since 1978, accessed May 2018.

⁴⁶ According to GRIPS/OBI, the grant entered into force 3 months after approval and disbursement started 10 months after approval.

resulting in an effective implementation period of only 16 months.⁴⁷ However, this did not hamper the planned consolidation of stock routes development and rural finance activities.

39. An economic and financial analysis for the programme was conducted both ex-ante and ex-post. All financial models have proven financially viable and produced incremental monetary benefits at the farm level. Also at the economic level, the economic models representing social and environmental benefits generated by the investment in improved water supply and liquid petroleum gas (LPG) showed to be viable. Despite some doubts on the actual comparability of the two analyses,⁴⁸ the evidence emerging from these analyses is abundant and seems convincing.
40. The economic internal rate of return estimated at completion (24 per cent) was higher than at approval (16 per cent).⁴⁹ This can be attributed to the extension of programme activities and the additional grant which consolidated results and generated additional benefits. In fact, the ex-post analysis was based on the actual activities and investments implemented, recorded in the monitoring and evaluation system and corroborated during the field visits. Net present value discounted at 12 per cent, was US\$48.4 million.
41. According to the President's report the cost per beneficiary household was estimated to be about US\$245.⁵⁰ This was significantly higher at completion, equal to US\$359.5.⁵¹ Project management costs were included under the institutional support component which included support to service providers (METS and Multi-Disciplinary Extension Teams -MDETs) and local government and state coordination. For this reason it was not possible to extract the exact management costs from this overall component.⁵² The relatively high cost of this component (31.6 per cent of total costs at completion) can be explained with loan reallocations to fund increased salaries⁵³ and allowances,⁵⁴ high transport costs (because of the wide area covered), investment in staff capacity building,⁵⁵ offices renovation and other hard investments such as veterinary clinic construction/rehabilitation.
42. On the basis of the above considerations the efficiency rating is moderately satisfactory (4) in line with PMD rating.

Rural poverty impact

43. A number of studies were conducted in view of assessing the project impact. These included: a baseline survey (2006), an environmental screening and scoping study (prepared at Programme inception), and an IFAD environmental assessment study undertaken in conjunction with the formulation exercise. In addition to the PCR several studies were conducted as part of the exit strategy, namely: HH impact

⁴⁷ Referred to implementation since first disbursement.

⁴⁸ The representative farm models used in both analyses are not the exact same models. The ex-ante EFA was initially designed for a period of eight years and it did not include the grant additional funds that generated additional benefits. While the ex-ante economic aggregation was based on the estimated total number of households expected to be reached by the end of the project, the ex-post EFA was based on real data and aggregates activities by either households or feddans.

⁴⁹ President's report.

⁵⁰ Total project cost divided the number of total targeted households.

⁵¹ PCRV computations.

⁵² Total cost for the institutional support component at approval were US\$11 million (22.4 per cent of the total), of which US\$3.6 million for programme coordination (7.6 per cent of total), the rest was devoted to support to local government and state coordination. The completion total amount for this component is US\$13.3 million. It is unclear how much was actually used for programme coordination.

⁵³ As per the 2007 loan amendment the NK and SK state coordination units were fully financed by the loan. Staff paid by the loan increased from 22 to 42 and a rural finance officer was recruited (Reallocation memo, July 2010). In April 2012, a second reallocation was necessary for the recruitment of a rural finance officer.

⁵⁴ Increased allowances were due to the increasing number of the locality extension teams (increased from 13 to 23) and MDETs (increased from 8 to 18) working with the programme. This was linked to the decentralisation process and the decision to work on the entire stock route from the rainy season grazing ground in the north to the south grazing grounds in the south.

⁵⁵ This enhanced staff motivation, along with capacity, contributed to trust building, and better understanding of the programme.

assessment;⁵⁶ assessment of the NRM component; assessment of service delivery through CDCs/ICDCs; evaluation of SR co-management as well as other minor studies. The latter were still draft at the time of writing the PCR but their results - validated by workshops and field visits during the PCR mission - were largely used to compile the report. The EFA in the PCR also provides useful information on impacts. Unless otherwise indicated, the results for each impact domain come from the HH impact assessment. Rural poverty impact was significant especially because of the multidimensional impacts of water, fisheries and community-based interventions. However, this PCRV recognises that much of the data presented in the PCR is based on respondents' perceptions in the HH impact assessment and that the comparability of the control in this impact assessment may also be questioned.⁵⁷

44. **Household income and assets.** Farm income increased by 23 per cent and off-farm income by 18 per cent. According to the HH impact study the percentage of households perceiving poverty in targeted communities declined from 68.4 to 27.5 per cent and that of households perceived as very poor from 17 to 1.3 per cent. The PCR does not mention any specific intervention which could be held specifically responsible for poverty reduction. It seems instead to suggest more generally that the combination of the different programme activities - with special reference to investing in human and social capital, water interventions, LPG and rural finance - drove dramatic socio-economic changes.
45. The impact study reports positive changes and improvements in the household asset ownership index.⁵⁸ Respondents indicated that, although agriculture and natural resources are still the backbone of the economy, after the programme there were more livelihood options.⁵⁹ In particular, the fisheries intervention resulted in employment creation (500 including fishermen, traders, middlemen and brokers), 14 fish selling shops and other small businesses related to it (e.g. selling nets, restaurants). Overall the HH impact assessment showed increased ownership of the main capital assets (e.g. animal-driven carts, home vegetable gardens, manual farming implements, gum gardens, shops etc.). This included improved houses and more household equipment (furniture, utensils, gas stove). The number of livestock increased as a consequence of improved access to water and veterinary services (i.e. checkpoints and vaccination centers) and more efficient use of feed and fodder.
46. **Food security and agricultural productivity.** Sorghum productivity increased to 500-900 kg per feddan throughout the three states compared to 180-270 kg/fed under traditional practices and/or conventional tillage cultivation.⁶⁰ The impact of improved land and water resource management on the food security of rural households over time was tracked by measuring several indicators. The percentage of households purchasing food staples/crops (sorghum, millet) for the region declined from 59.2 to 46.1 per cent as a result of the programme boosting agricultural productivity and production of the main food and cash crops to ensure household food security. Households storing crops increased from 49.2 (2006) to 66.8 per cent (2016), thus reducing the hunger gap. Households experiencing food shortage not only declined from 48.6 before the programme to 31.7 per cent but households also reported reduced frequency of these events. However, it is worth noting that comparing single year figures can be misleading due to high variations

⁵⁶ Partners in Development Services, 2017.

⁵⁷ The assessment covered an extensive randomly selected sample of 600 households distributed proportionally over 30 targeted communities. The control group was formed by only 286 households from 15 communities. Also the PCR notes that the targeted communities were much poorer than communities in the control group. Respondents' perceptions in presence of this discrepancy between targeted and control group should be read more cautiously.

⁵⁸ Composed by the following indicators: (i) working adults and engagement in economic activities; (ii) land and livestock ownership; and (iii) capital asset ownership.

⁵⁹ I.e. fattening of sheep and cattle, stabilized sand brick production, cheese-making, beekeeping, fishing and fish trading, handicrafts, etc.

⁶⁰ RIMS data in 2015 Supervision Mission report page 4 and Appendix 4.

between years in rainfall and other factors that affect crop yields. Reduction in debt and borrowing to purchase food was reported by 29.6 per cent of households.

47. The HH impact assessment notes the remarkable impact of development of fisheries - and subsequent increased fish consumption - on food security and nutritional status among children and pregnant and breastfeeding women due to its direct impact on the variety of diet and availability of relatively inexpensive protein. A total of 3,230 direct and 16,000 indirect beneficiaries benefited from the averaged 52-ton fish produced per season which gained an average price of 8.5 SDG per kg of fish (El Rahad lake) compared to marginal fish catch before the intervention.⁶¹
48. **Human and social capital and empowerment.** The programme invested significant resources in capacity building and community development. The emergence of community governance structures and institutions that gained full recognition at the various levels of governance in the region and empowered community members are without doubt the most emphasised impact in the completion report. CDC became hubs for advocacy and change. They ran water facilities, generators, schools, the village shop, etc., using the organisational and managerial skills obtained through the programme. They were also used by the extension teams (MDET, MET and local extension networks - LENS) as the entry window for extension activities with the communities. METs played a crucial role in providing services to the nomadic communities in terms of capacity building programs, advocacy and other basic services besides linking these communities with supportive government institutions. They contributed to reduction of conflicts between farmers and pastoralists through participatory NRM mechanisms and the establishment of conflict resolution institutions. Almost all households surveyed reported strengthened social relations and cohesion at the community level, greater community participation and consolidation of people's attachment and belonging to the community as the three top programme impacts.
49. As a consequence of increased peace and stability in the region and improved access to drinking water, the HH impact study also reports important social changes: higher school enrolment (reported by 86.2 per cent of respondents) and decreased dropout (by 85 per cent), general improvement in health (by 87 per cent), and reduced mother and child mortality (reported by 88.6 and 87 per cent of respondents, respectively).
50. **Institutions and policies.** The project worked on harmonising natural resources related laws. This work resulted in the first Range and Pasture law (2015). This law governs the demarcation of traditional wet and dry pastoral grazing areas, thus contributing to a general decline in conflicts. The first open rangeland areas were demarcated and registered under this framework law.
51. The PCR states that key concepts in the programme were embraced by MoAF/MoAR (state and locality level): (i) operating in a multi-disciplinary manner (at the state and locality level); (ii) acceptance of and building upon community-based centres and committees, related interest groups and LENS; (iii) gender sensitivity; and (iv) a functional micro-finance unit within the MoAF. Fisheries development received full support of the Fishery Department, which committed to ensure monitoring of the fish population. The PCR does not explicitly address how this happened but suggests that capacity building and awareness-raising of government institutions was effective. Overall the collaboration among different stakeholders developed harmoniously as all shared the same concerns over natural resource scarcity and related conflicts.
52. The rating is satisfactory (5) in line with PMD rating.

⁶¹ July-August 2016 SM report, page 32.

Sustainability of benefits

53. At MTR the programme was considered unsustainable and in the following years sustainability continued to be identified as an issue⁶² mostly because of the weak capacity of the institutions established by the programme. Additional financing in the form of the DSF grant and the related 2-year extension were requested by the Government of Sudan to scale-up and ensure sustainability of successful programme interventions in NRM, rural finance and community development, with a particular focus on institutional capacity-building. Whereas the PCR does not elaborate on the sustainability of rural finance activities, the last supervision mission reports both encouraging (such as strong repayment culture) but also worrisome sustainability indicators (reduced membership of ABSUMI units or downsizing of credit officers).⁶³ Despite the efforts (e.g. through the early development of an exit strategy), the PCR maintains that "there is ample evidence that the community organisations and structures created will remain and will continue to function, but the extent to which the present enthusiasm will be maintained is an open question." While some community institutions such as CDCs/ICDCs and related activities were considered sustainable⁶⁴, some form of light support from MET and MDETs was still needed. Support was also needed for the co-management of SR, women's capacity issues and LENS. The PCR recommended that a capacitated project management unit be established in the relevant ministries for the purpose of follow-up, continued support, and the sustainability of the programme. The rating for this criterion is moderately satisfactory (4), one point below the PMD rating. This should be read in light of the underlying political dynamics prevailing in the Greater Kordofan region, characterised by complex and recurrent political-administrative changes.

B. Other performance criteria

Innovation

54. The programme introduced a number of pivotal innovations. Whereas some of these, such as the use of *cooking gas* and *fisheries*, were not innovative per se but only new to this geographic area, other innovations especially aimed at reducing conflicts between nomadic pastoralists and settled farmers were unique to this programme. The State Ministries of Agriculture and concerned localities pooled staff and resources to carry out a joint survey and planning for the demarcation and development of the stock routes using *participatory Geographic Information System*.⁶⁵ In order to do so mixed *mobile extension teams* – with members from both North and South Kordofan – accompanied nomads along the migratory routes.⁶⁶ The innovation of *co-management of natural resources and stock routes* resided in the opportunity to plan and implement the management of resources not only horizontally (among communities) but also vertically (linking communities with their respective government levels). The programme established the *Council of Implementing Partners* including traditional leaders, *integrated community development centres* and *conflict resolution centres*. Also, *Pastoralist Field Schools* - by contributing to integrating nomads in the development process - enhanced social harmony. Since the innovations were many and effective, the rating for this criterion is highly satisfactory (6), in line with PMD rating.

Scaling up

55. The PCR lists the many initiatives and partners which contributed to scaling up. This PRCV notes that it could have expanded on how proactive the programme was

⁶² COSOP Review report 2016, DSF Memo.

⁶³ 2016, July-August SM report page 9.

⁶⁴ CDCs proved to be active and dynamic even in the communities graduated as early as 2010.

⁶⁵ The Participatory Geographic Information System was used to prepare community environmental action plans. The programme built on similar experiences in East Sudan and benefited from the expertise of the International Union for Conservation of Nature, which provided training and capacity-building in participatory mapping (IFAD, 2013. Increasing Adaptive Capacity through Participatory mapping).

⁶⁶ IFAD, 2013. Increasing Adaptive Capacity through Participatory mapping.

in this and could have been more specific on what was scaled up and why. Scaling-up was the focus of the additional financing period. Many interventions were scaled-up both horizontally and vertically with minimum programme support (e.g. soil and water conservation, agroforestry based on gum Arabic, VSCGs). Scaling-up of VSCGs was widespread. During the additional financing phase, 60 per cent of newly formed VSCGs were outside the targeted area.⁶⁷ Notably the natural resource management model offered by the programme was picked up by many projects including Khor Abu Habil Project, Wadi El Milk project and the Gum Arabic project in North Kordofan state. Also the UNEP-DFID ADAPT, the Sudan Social Safety Net project, the World Bank-funded Sudan Peacebuilding for Development project, as well as local (e.g. Environmental Society Sudan) and international NGOs (Practical Action, CARE) contributed to scaling up. ADAPT, for example, provided scope for documenting and sharing relevant experiences in NRM and climate change under the WSRMP. The rating is satisfactory (5), in line with PMD rating.

Gender equality and women's empowerment

56. According to the PCR "the impact on women through social, economic and political empowerment is impressive and possibly the area where the programme's success is most conspicuous".⁶⁸ Women related targets were mostly overachieved (e.g. women accessing services, in NRM/credit and saving groups, number of women trained, number of women with secure access to water) and in some cases slightly underachieved (community groups with women in leadership positions, women trained in income generating activities or veterinary topics).⁶⁹ The PCR confirmed that evidence of impact was found not only among the HH impact assessment respondents but was also consistent with observations of the PCR team during field visits. Overall 34 per cent of programme beneficiaries (or 141,405 individuals) were women. This represents 97 per cent of the target. According to the PCR the high involvement of women was also facilitated by WSRMP systematically following the Arabic version of IFAD's strategy for gender mainstreaming. Being in Arabic allowed a better understanding of the strategy, higher participation and stronger ownership. The following section assesses the project against the objectives of IFAD Gender Equality and Women's Empowerment Policy.
57. Promote economic empowerment to enable rural women and men to have equal opportunity to participate in, and benefit from, profitable economic activities. The interventions that mostly contributed to women's empowerment under this objective include capacity building, participation in Saving Credit Groups (SCGs) and revolving funds (LPG). According to the Results and Impact Management System (RIMS) data, targets for number of women trained in a number of fields were overachieved, namely: in community management (247 per cent), NRM (126 per cent), crop and fish production practices and technologies (130 and 137 per cent of appraisal targets, respectively). In WK women constituted 77 per cent of the community members trained out of the total.⁷⁰ Among the individuals with improved access to animal health advisory services almost 50 per cent were women. SCGs and ABSUMI model proved to be particularly appealing to women⁷¹ who demonstrated to be able to accumulate a substantial capital in short time and paved the way for the engagement of men. As a result of WSRMP women's income raised and women increasingly contributed to households expenditures. The PCR also reports women increased access to markets. More than 60 per cent of respondents in the HH impact assessment survey (i.e. around 360 out of 600) perceived an improvement in women economic conditions.

⁶⁷ 2016, July-August SM Report.

⁶⁸ PCR page xii.

⁶⁹ RIMS data.

⁷⁰ 2016, July-August SM Report.

⁷¹ ABSUMI loans were kept at SDG 3,000 while the normal micro-finance loans had a ceiling of SDG 20,000. Also whereas men initially were not interested in SCGs as they considered the savings amounts too small and not meaningful, women, who had a limited access to cash, found the small credit and small saving approach proposed by the programme more appealing (PCR, Annex 8).

58. **Enable women and men to have equal voice and influence in rural institutions and organizations.** The programme was proactive in achieving gender mainstreaming at both the project management and community level. Women were represented in all programme structures at different levels (PCU, State Coordination Unit, community development structures, extension teams). According to the HH survey "some 64 per cent of respondents believed that the programme had a remarkable impact in terms of women's participation in public life". Although community groups with women in leadership positions achieved only 72 per cent of appraisal targets, SCGs with women in leadership position achieved 800 per cent of the target. Furthermore, targets for women in NRM groups were also exceeded (172 per cent). As a result of the improved conditions of women, the PCR reports an overall impact on household stability and solidarity with women finally taking up public roles previously restricted to men.
59. **Achieve a more equitable balance in workloads and in the sharing of economic and social benefits between women and men.** Women drudgery was significantly reduced by investments in water supplies and alternative energy (i.e. gas stoves). This led to time saving on fetching water (decreased by 80 per cent, from 5 to 1 hour) and distance covered for fetching water reduced by 75 per cent (from 8 km to 2 km on average).⁷² Around 350 women achieved secure access to water, more than three times the appraisal expectations. At household level women - typically collecting wood twice a week - saved about 364 hours per year, on average saving 3.5 hours per wood-collecting day. Because of time saved the routine of women changed and they had more time to devote to entrepreneurial activities which - together with enhanced access to small loans and capacity building opportunities - created a virtuous circle.
60. Considering the very conservative social setting and that before the programme started participation of women in decision making was still nominal⁷³ with different roles assigned to men and women, the results of the WSRMP are noteworthy. Gender is rated as satisfactory (5), in line with PMD rating.

Environment and natural resources management

61. Contributing to a sustainable environment was at the core of the programme and the many activities put in place to this end were satisfactory. An environmental screening and scoping note was prepared at Programme inception and was supported by an IFAD environmental assessment study. The programme was classified in the environmental category B.⁷⁴ There were a range of inter-related interventions which contributed to improving the environment, mitigate climate change, and increase carbon sinks. According to the PCR, the awareness created in terms of caring for the environment and arriving at peaceful co-existence of different groups (pastoralists, semi-pastoralists, and settlers)⁷⁵ was outstanding.⁷⁶
62. Protecting and registering *hima* ranges⁷⁷ was an important step in a context of overgrazing and conflict over access to water and range resources. Hand hay baling became popular and resulted to be sustainable. It did not only provide fodder for family animals in time of scarcity but it had also big market to be sold. Soil and water conservation practices associated to water harvesting enhanced resilience to drought and are the main factors in increasing yields. Community forestry delivered a number of benefits. It increased environmental awareness, production of tree seedlings, diversified sources of fodder and, most importantly, tree coverage increased by 30 per cent. The aforementioned activities had a high

⁷² PCR, Appendix 11 page 73.

⁷³ President's Report.

⁷⁴ The project may have some environmental and social impacts on human populations or environmentally significant areas but which are site specific and less adverse than Category A. These require mitigation measures in the design.

⁷⁵ Through co-management of natural resources and stock routes, establishment of conflict resolution institutions.

⁷⁶ PCR page 69.

⁷⁷ Communal grazing areas surrounding villages.

adoption rate and were well-accepted by the communities and the state / local MoAF/MoAR in the three regions.

63. The PCR claims that the new range and pasture law put communities in the position to lobby against encroachment and for safeguarding stock routes. However, evidence in this regard was not reported. WSRMP repopulated Elrahad Lake, located in North Kordofan, and Elsunut Dam in West Kordofan areas by providing them with a diverse variety of fingerlings and by offering trainings on natural resources management to local fishermen. This was claimed as successful by the PCR but specific information is not available on the appropriateness and sustainability of using fingerlings to repopulate aquatic areas. The community environmental action plans prepared through a participatory process were still followed by communities at the time of completion as they involved some long-term interventions (development of community forests, and investment in open rangeland). It is interesting to note that women were more sensitized to environmental issues than their male counterparts. This can be partially explained by a number of activities which became popular among women: household nurseries, LPG and improved housing (stabilized sand brick house instead of traditional hut).
64. It is worth noting that the PCR merely mentions open rangeland rehabilitation, sand dune fixation, registration of community forestry as needing 'more attention' without clarifying challenges in these areas.
65. Because of the very positive results in terms of environmental awareness, NRM conservation and biodiversity protection, the rating is satisfactory (5), in line with PMD rating.

Adaptation to climate change

66. Although resilience to climate change had not been explicitly addressed in the design, the programme through its Environment and Natural Resources Management focus significantly contributed to climate change adaptation and mitigation. In particular, soil and water conservation enhanced resilience to droughts and torrential rains through enhanced water availability and soil moisture, and better erosion control. This resulted in increased crop and fodder production. On the one hand, unsustainable grazing management, fires and land-conversion are important drivers of rangeland degradation and GHG emissions. On the other hand, rangeland protection can strengthen resilience to climate change. The PCR confirms that encroachment of farming activities on open rangeland was partially mitigated with the approval of the "range and pasture law". 7,000 km of fire lines were opened to protect rangelands and forest against the increasing risk of fire hazards due to recurrent drought. Agro-forestry is a well-known adaptation practice. In the context of the WSRMP agro-forestry was used to adapt to drought conditions by mitigating land erosion and preventing the formation of sand dunes. Also agro-forestry with high value trees (such as Gum Arabic tree) enhances farmers' resilience to adverse climatic events by providing a source of alternative income. In fact, collection of Gum Arabic is conducted in the dry season.⁷⁸ Tree felling became a serious taboo, and CDC/ICDC established a strict regulatory system of surveillance. Although not measured, the 30 per cent increase in tree coverage and rangeland biomass may have resulted in increased carbon sequestration. The rating is satisfactory (5), in line with PMD.

C. Overall project achievement

67. The programme was able to adequately adapt to a changing context (see paragraph on significant changes), learn from lessons from previous experiences in the country,⁷⁹ and introduce innovations (e.g. fisheries intervention), thus

⁷⁸ Adam, Yahia. (2016). Gum Arabic Value chain analysis in East Darfur, Sudan (<https://goo.gl/jJGFjT>).

⁷⁹ Both IFAD and non IFAD. E.g. the idea of MET replicated a similar model with mobile teachers developed in 1960s.

satisfactorily achieving its objectives. The programme's recognition of linking Environment and Natural Resources Management, livelihood issues and peacebuilding and emphasising the importance of water in arid Kordofan were the driving forces behind its success. The adoption of participatory processes and inclusive institutions allowed for a bottom-up identification of solutions, empowered community members, gave them a voice vis-à-vis government authorities and enhanced dialogue between settled farmers and pastoralists and overall reduced conflicts over natural resources. Finally, the programme succeeded in creating a harmonious coalition of stakeholders,⁸⁰ despite the presence of divergent needs and interests. The rural feeder component was the only unsuccessful activity of the programme. The overall project achievement is rated satisfactory (5).

D. Performance of partners

68. **IFAD.** Supervision and implementation support missions were timely planned and implemented. Recommendations, advice and coaching from missions were key to improving implementation. In particular, MTR and subsequent missions resulted in changes in work modes and related output performance. IFAD guidance prompted close follow-up, and monitoring. The number of recommendations were focused on larger issues and kept to a minimum. WSRMP substantially benefitted from the support on financial management provided by IFAD during the supervision mission and specific training.
69. Since 2005 the IFAD country programme could count on an in-country office. The extent to which this was used to promote policy dialogue and partnership building is unclear from the PCR, but it seems it did play a role in documenting and sharing lessons.⁸¹ An area where IFAD's initiative did not work out positively was the contracting of the ex-post WSRMP impact evaluation,⁸² which was eventually rejected. The PCR suggests that keeping key consultants (e.g. for NRM and rural finance) in consecutive supervision missions would have benefited the programme and more could have been done in securing a more proactive participation of counterparts at the federal level. However, the PCR notes that rotation in consultants could be positive. This PCR recognises the inadequacy of design but acknowledges IFAD's key role in adjusting it and improving programme implementation. IFAD performance has to be seen in light of a changing and challenging political context and is rated satisfactory (5), in line with the PMD rating.
70. **Government.** According to the PCR, the Federal Ministry of Agriculture and Forestry (executing agency) and Ministry of Finance (borrower) had a satisfactory performance. They provided sufficient staff to participate in project implementation and supervision. The governance of the programme and PCU were flexible and willing to address shortcomings. The PCR highlights the ability of the PCU to capitalise on feedback and recommendations of supervision, mid-term review and follow-up and implementation support missions⁸³ to progressively adjust the implementation strategy and programme activities.
71. Financial management improved during implementation. Pre-MTR supervision and audit missions repeatedly observed weak financial controls in the PCU, which merely disbursed financial resources rather than supervise their correct management. Post MTR, the entire financial system was overhauled and the finance controller replaced. At completion the quality of financial management was generally considered good.

⁸⁰ The Government of Sudan at state and federal level, Native administration, farmers and pastoralist unions all worked together (interview to M. Abdelgadir, former CPM).

⁸¹ ICO/CCU are responsible for preparing KM strategy and action plan for each IFAD programme.

⁸² In 2014 El Zanaty and Associates and ICF International were contracted.

⁸³ E.g. developing model stock routes, fostering inter-state collaboration, seeking complementarities with NKRDP and SKRDP, adjusting the geographic focus (MTR).

72. The disbursement rate was moderately satisfactory. The performance of counterpart funds ranged from moderately satisfactory to moderately unsatisfactory. Pre-MTR, thanks to the transfers from the Government, the PCU relied on Government pre-financing of expenditures that were eligible under the IFAD loan. The last supervision mission, instead, highlighted a deficit in Government counterpart funds which was financed with IFAD financing proceeds. Applicable procurement procedures/processes were adhered to and an appropriate filing system was established to keep documentation of procurement activities. The annual work programme and budget and the semi-annual and annual progress reports were good and timely.
73. The inability of the Government of Sudan to settle the totality of the arrears with OFID with subsequent suspension of OFID financial support to the rural feeder road component was an evident shortcoming. Government performance should be assessed in the context of political-administrative changes which impacted on programme's organisational and managerial structures and functions including inter-state coordination mechanisms for harmonising natural resource laws and human and financial resources. The rating is moderately satisfactory (4), one point below PMD rating.

IV. Assessment of PCR quality

74. **Scope.** The PCR is overall comprehensive and provides evidence to assess the programme. The report documents well the project outputs. However, some shortcomings are found. The report makes reference to participatory planning tools but does not expand on the methodology. Somehow this leaves a gap in the narrative as participatory GIS provides the link between many of the activities of the programme. Much emphasis is dedicated to empowerment impacts and creation of recognised community governance structure in the impact section, however, reference to these structures and how they worked remains vague. Scope is rated as satisfactory (5).
75. **Quality.** As mentioned, the PCR findings are substantiated by a significant number of studies and surveys conducted as part of the completion review process and later validated by stakeholders. The main PCR limitation is that overall the link between objectives, outcomes and outputs through the various components is unclear. It seems that a clearer link between RIMS data and the programme logical framework would have helped in better understanding outcomes. In fact, effectiveness is not adequately addressed in the report. Information provided is fragmented and diluted in both the section on delivery of outputs and outcomes and impacts. The Logical framework in Appendix 4 refers to seven objectives vis-a-vis the four mentioned in the text and in the President's report.
76. The PCR emphasises the completion review process, which was characterised by the participation of all stakeholders and key actors. The approach allowed for validation and analysis of the studies, data from RIMS, social return on investment data case studies and supervision mission reports which fed into the PCR. The fact that 27 per cent of the stakeholder workshop participants were community members is commendable. The PCR highlights that ownership from the Ministry of Agriculture and Forestry was ensured from the outset of the review process. Having many studies in Arabic heightened the sense of ownership.
77. It is worth noting that overall the PCR could have been more accurate and comprehensive in reporting on costs and financing. The PCR does not report the financing amounts as a percentage of the total (neither by financier nor by component). Furthermore, the PCR does not report disbursements figures, except for IFAD loan and grant. Figures from the last Supervision Mission Reports do not help much in shedding light on exact figures as in some cases figures are expressed in SDR and in others in US dollars resulting in different disbursement

rates.⁸⁴ In addition, the PCR does not report on the financing from domestic financial institutions.⁸⁵ The PCR quality is rated moderately satisfactory (4).

78. **Lessons.** The programme learnt continuously during implementation and used lessons learnt from WSRMP and other programmes to adjust and improve performance. The commendable capacity of the programme to capitalise on and generate lessons is emphasised in the PCR. The numerous lessons generated are ably summarised in seven key lessons and separated from conclusive statements and recommendations. Annex 10 includes the full list of lessons learnt collected for the PCR. Although many lessons overlap and duplicate, the significant amount of lessons generated is undeniable. The rating is satisfactory (5).
79. **Candour.** The PCR provides a positive assessment of the programme. Emphasis on several areas described as 'the most successful' (e.g. extension services, socio-economic and political empowerment of women) or a 'major success'/ 'unique successful contribution' (e.g. fisheries activities) or 'successful' (e.g. stock route co-management, ICDC, gas stoves) may raise doubts on the report's candour. However, the PCR is very candid in illustrating the slow path to success by 'learning by doing'. It clearly illustrates the programme performance evolution and the key role played by the MTR and the additional financing period in ensuring successful progress. The report could have expanded on the few less successful aspects of the programme such as market infrastructure⁸⁶ or the livestock marketing groups, which never materialised. The failure of the feeder road component is adequately covered. Candour is rated satisfactory (5).

V. Lessons learned

80. As mentioned, lessons learnt from this programme were numerous and at different levels. Firstly, the programme demonstrated that it is possible to diffuse and reconcile competing interests over natural resources management through peacebuilding institutions and processes (e.g. mixed mobile extension teams moving with pastoralists, pastoral field schools, participatory planning, conflict resolution centers). Secondly, the creation of small ponds along stock route is an effective "pasture management mechanism". Water availability opened up pastures once left idle due to the scarcity of water. Herds staying longer in areas where pasture carrying capacity is high reduces the pressure in other areas and disputes with settlers. Thirdly, channelling support to activities relevant to women's traditional work (i.e. fetching water and wood) and offering them opportunities (access to alternative energy sources, capacity building and rural finance) can support women's empowerment.
81. This PCR adds the following lessons: i) flexibility and openness to interventions not planned at design can bring substantial benefits, as happened with the fisheries intervention, and allow to keep the programme relevant as context changes; ii) participatory and inclusive processes (such as the use of participatory mapping for the demarcation of the stock routes combined with the use of mobile extension teams, pastoral field schools, and later SR sector teams⁸⁷) can create a platform for dialogue not only horizontally (between settled farmers and nomadic pastoralist) but also vertically (between pastoralist communities and different government levels).

⁸⁴ According to the PCR disbursement was 98.87 per cent for the loan and 83 per cent for the grant, respectively. Please note that the last supervision mission (August 2016) reports disbursement of IFAD Loan up June 2016 is 100 per cent and disbursement of IFAD Grant (including authorised allocation) is 79 per cent (data referred to SDR values). OFID had disbursed only 2.1US\$ million i.e. 25.3 per cent (2016 Supervision Mission Report 4238-SD). August 2015 Supervision Mission reports the disbursement rates are 99 per cent, 19 per cent and 33 per cent as of July 2015 for IFAD Loan, IFAD grant and OFID Loan respectively (data in US\$).

⁸⁵ The last SM Report refers to US\$0.53 million for domestic financial institutions.

⁸⁶ Rehabilitation or construction of secondary markets.

⁸⁷ Sector teams for SR co-management came about in the additional phase. In sector teams all key stakeholders are represented in each SR segment.

Definition and rating 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.	X	Yes
	<i>Four impact domains</i>		
	<ul style="list-style-type: none"> • 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. 		No
	<ul style="list-style-type: none"> • 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. 		No
	<ul style="list-style-type: none"> • 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. 		No
	<ul style="list-style-type: none"> • 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. 		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

<i>Criteria</i>	<i>Definition</i> *	<i>Mandatory</i>	<i>To be rated</i>
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 and 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.

Rating comparison^a

<i>Criteria</i>	<i>Programme Management Department (PMD) rating</i>	<i>IOE Project Completion Report Validation (PCR) rating</i>	<i>Net rating disconnect (PCR-PMD)</i>
Rural poverty impact	5	5	0
Project performance			
Relevance	5	4	-1
Effectiveness	5	5	0
Efficiency	4	4	0
Sustainability of benefits	5	4	-1
Project performance^b	4.75	4.25	-0.50
Other performance criteria			
Gender equality and women's empowerment	5	5	0
Innovation	6	6	0
Scaling up	5	5	0
Environment and natural resources management	5	5	0
Adaptation to climate change	5	5	0
Overall project achievement^c	5	5	0
Performance of partners^d			
IFAD	5	5	0
Government	5	4	-1
Average net disconnect			-3/12=-0.25

^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 relevance, effectiveness, efficiency, sustainability of benefits, rural poverty impact, gender, innovation and scaling up, environment and natural resources management, and adaptation to climate change.

^d The rating for partners' performance is not a component of the overall project achievement rating.

Ratings of the project completion report quality

	<i>PMD rating</i>	<i>IOE PCR rating</i>	<i>Net disconnect</i>
Candour		5	
Lessons		6	
Quality (methods, data, participatory process)		4	
Scope		5	
Overall rating of the project completion report		5	

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.

Loan intervention logic

<i>Loan Intervention logic – causal link between outputs, objectives and goals (at approval)</i> ⁸⁸		<i>Assumptions</i>
Goal	Improve the equity, efficiency and stability of the economy of the Programme Area by rationalizing the regulation and use of natural resources, enabling access of the Target Group to productive services and fair terms of trade	Political and Macroeconomic stability
Objective 1	Promote the establishment of a natural resources governance system that is equitable, economically efficient, and environmentally sustainable	Commitment of Federal Government to devolution of natural resources management
<i>Natural resource Management Component</i>	Output 1: Harmonised natural resources legislation voted and implemented with clear access and use rights, appeal and arbitration mechanisms, for farmland, grazing land, forest land and water.	Commitment among states governments, pastoralists and settled farming communities to the vision of agricultural development based on crop production and extensive animal production.
	Output 2: Biodiversity in the programme area increased	
Objective 2	Enable the development of effective market chains to produce added value that are accessible to women and men	
<i>Marketing and financial services Component</i>	Output 3. Increased returns from sales of surplus production	Market boards and localities adopt transparent procedures to regulate and oversee market transactions
	Output 4. Improved food security at household and locality level	Contingency planning and environmental early warning system streamlined into marketing and production forecasts
	Output 5. Improved capacity and outreach of rural financial institutions.	Capitalization of banks and clear organizational development plans for financial institutions.
Objective 3	Improve the livelihoods of rural poor male -headed and female -headed households and their access to productive and social services	
<i>Community development and extension Component</i>	Output 6. Productive asset base of the poor households improved	Appropriate forecasting of drought and epidemic livestock disease risks
	Output 7: Improved coverage of extension services	
	Output 8. Improved coverage of social services	Social and productive services remain decentralised at locality level
<i>Rural feeder roads Component</i>		
Objective 4	Strengthen capacity at state and inter-state levels to manage regional natural resources in a way that is sustainable, gender and socially equitable	Roles and mandates of state institutions are revised. Contingency planning and environmental warning systems streamlined into policymaking.
<i>Institutional support component</i>	Output 9. State capacity for equitable economic planning and management strengthened.	Decentralisation provides state and locality governments with adequate fiscal resources
	Output 10. Mechanism to support inter-state collaboration and decision-making working effectively.	PCU is vested with the required power and authority to steer and coordinate inter-state collaboration and conformation

⁸⁸ The objectives have been later updated. As of 30 June 2015 along with objectives 1,2 and 4 above objectives were expanded to the following: Increase biodiversity in the Programme Area; Provide villages with better capacity to plan, execute, monitor and evaluate community sub-projects, through training and technical support; Enhance the productivity and incomes of individual farmers/pastoralists, villagers and groups from crop, livestock, range products and non-farm enterprises through targeted, technical, logistical and commercial extension support measures (which substituted objective 3); Expand and improve Rural access roads networks (later disappeared from the revised LogFrame in the last SM report); Cost effective institutions structure at the locality level capable of providing timely assistance to the communities during the development process (2016 SM Report N. 4238-SD).

Grant intervention logic

<i>Grant Intervention logic – causal link between outputs, objectives and goals (at approval)</i>		<i>Assumptions</i>
Goal	Improved equity, efficiency and stability of the economy of the Kordofan States	
Objective 1	Increased incomes of farmers and pastoralists in the Kordofan States from crop, livestock, range products and off farm activities	
<i>Natural resource Management Component</i>	Outcome 1: Improved NRM and reduced resource-based conflict	
	Output 1: Community-based natural resource management improved	Key concerned stakeholders have the capacity to plan, design and implement required adaptation measures (A) Poor maintenance of investments and governance conflicts result in reduced benefits to herders and farmers (R)
	Output 2: Better state and inter-state management of natural resources.	Roles and mandates of state institutions are revised (A)
<i>Marketing and financial services Component</i>	Outcome 2.1: Access to credit in the rural areas improved	Lack of support from men or local leaders for women's groups (R)
	Output 3: Village savings and credit groups established	
	Output 4: Agricultural Bank of Sudan Microfinance Initiative (ABSUMI) activities are successfully piloted and expanded	
	Outcome 2.2: Crop/livestock produce is marketed effectively	
	Output 5: Community marketing infrastructure is functional	
<i>Community development and extension Component</i>	Outcome 3: Communities provided with better capacity to plan, execute, monitor and evaluate community subprojects	
	Output 6: Communities mobilized and organized	
	Output 7: Extension services are effective and accessible	Operating costs of extension agents are not paid by the locality administration (R)
<i>Rural feeder roads Component</i>	Outcome 4: Rural access roads networks expanded and improved	
	Output 8: Feeder road constructed and maintained	
<i>Institutional support component</i>	Outcome 5: Institutions at locality and state level are enabled to effectively support the programme activities	

Source: President's memorandum. Proposed additional financing to the Republic of The Sudan for the Western Sudan Resources Management Programme (EB 2014/LOT.P.10).

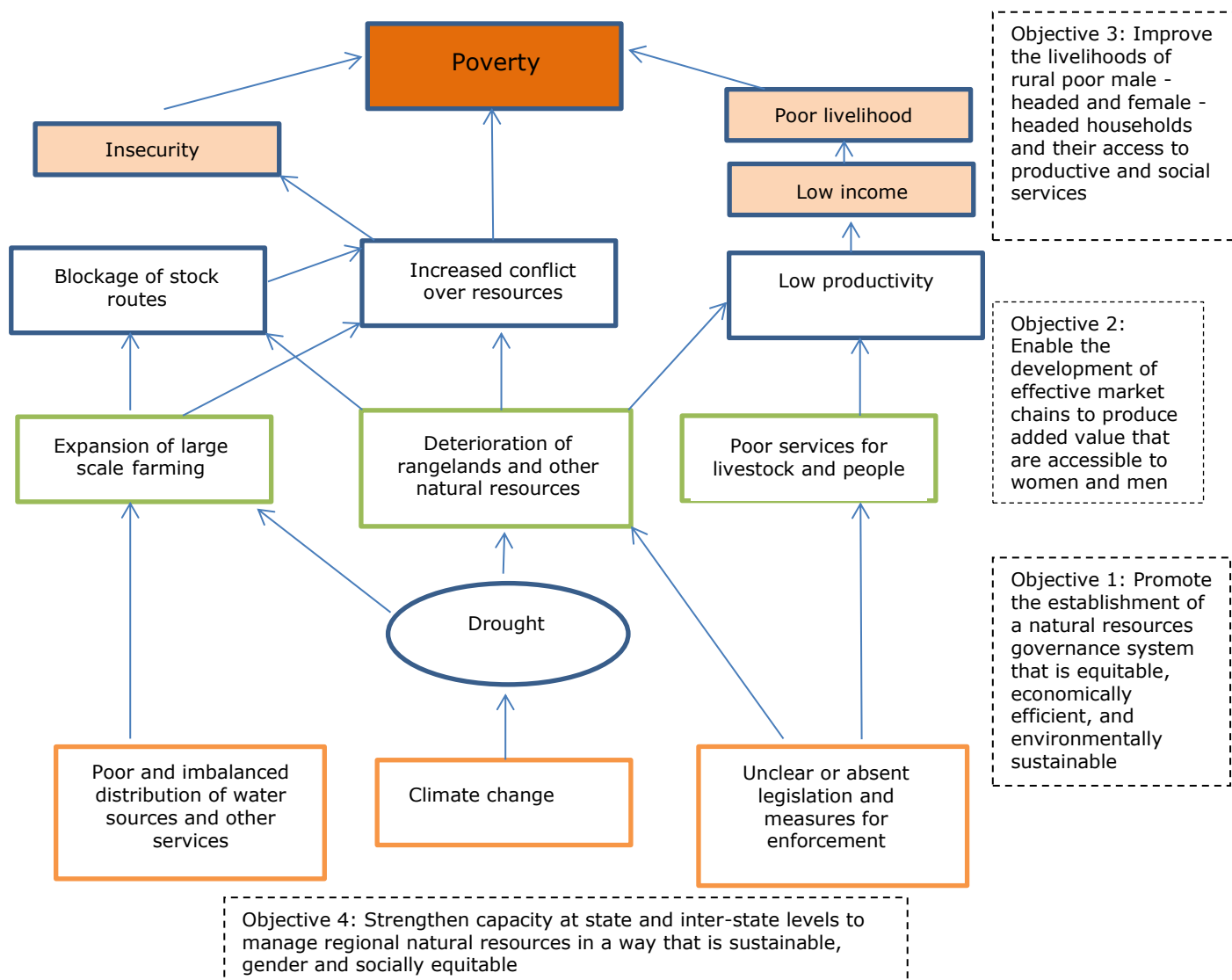
List of financing agreement amendments⁸⁹

<i>Date</i>	<i>Description</i>
1 July 2007	i) to open of the programme account in El Obeid; ii) to revise the definition of salaries in schedule 2.
2 February 2009	to replace the cooperating institution (UNOPS) with IFAD as the administrator of the loan
3 August 2010	i) new implementation arrangements for technical assistance for marketing and rural finance; ii) to increase the allocation on salaries, allowances and operation and maintenance to reflect the increase in technical support.
4 May 2011	Amendment to financing ratios in the loan agreement ⁹⁰
5 April 2012	to increase i) the allocation for civil works; ii) the allocation for technical assistance to cover for cost by communities and the locality extension teams; iii) the allocation for salaries and allowances, mainly to accommodate for technical assistance for rural finance and marketing.
6 December 2014	to extend the project by two years, and accommodate additional financing (DSF grant) to consolidate the project results
7 October 2015	to reallocate funds from technical assistance to salaries to finance the technical work done by project and government staff.

⁸⁹ It is unclear from the PCR whether the proposed amendment on procurement modalities was eventually approved. In March 2009 IFAD had proposed to amend the loan agreement to reflect the new menu of procurement modalities for works, goods and services with a large variety of procurement options. This change was meant to address also the request of the Ministry of Finance and Economy to have a waiver of national competitive bidding procedures for implementing water related civil works. The MTR mission had expressed concern over the lack of progress in programme activities related to water investments due to inconclusive procurement arrangements for the construction of hafirs (sunken earth tanks) resulting from excessively high competitive bidding prices.

⁹⁰ PCR refers to an amendment to revise the financing rule for categories 6b and 6c to equal co-sharing between IFAD and the government.

Problem tree of pastoralism in Kordofan VS WSRMP objectives



Source: Project completion report (figure 1), PCRV analysis

Output achievements

<i>Output</i>	<i>Unit</i>	<i>Target</i>	<i>Achieved</i>	<i>Achieved %</i>
Component 1: NRM				
Participating Communities	No	380	368	97
Registered CDCs	No	368	361	98
Infrastructure				
Stock route demarcation	KM	4,300	4,470	104
Land reclamation and conservation	Fed ⁹¹	15,500	24,851	160
Stock water earth tank (hafir) ⁹² construction/renovation	No	22	24	109
Stock water dams (construction/renovation)	No	1	1	100
Improvement of water ponds		15	12	80
Land under improved management practices ⁹³	Ha	5,000	10,595	212
Agro-forestry planting	Fed	11,500	14,377	125
Rangeland seed collection broadcasting	Ton	260	223	86
Veterinary checkpoints established	No	15	11	73
Institutional capacity building				
Establishment of conflict resolution centres	No	6	6	100 ⁹⁴
People trained in NRM ⁹⁵	Person	20,000	26,088	130
Studies				
NRM strategy	Contract	1	1	100
Component 2: Marketing & Rural Financial Services				
Rural finance services				
Formation of VSCGs	No	825	1347	163
No. of VSCGs members ⁹⁶	Person	10,500	17,598	168
Total VSCGs savings	SDG '000	455	1,099	242
Credit line (ABSUMI Portfolio) ⁹⁷	USD '000	5,500	5,561	101
Component 3: Community Development and Extension				
Infrastructure				
Community development centers	No	90	87	97
Integrated community development Center ICDCs	No	20	20	100

⁹¹ Feddans of land. One feddan is equal to 0.42 hectares.

⁹² Through water related interventions 484,000 m3 of drinking water for human and livestock were supplied, benefitting 8,827 households.

⁹³ RIMS data (Appendix 9, PCR). However, PCR page reports 8,974 on page 10.

⁹⁴ Conflicts reduced by 28% due to stock route demarcation, training in conflict resolution and establishment of conflict resolution centres.

⁹⁵ RIMS.

⁹⁶ PCR page 10 refers to 30,294 households organised in 1,954 SCGs with 0.33US\$ million mobilised as internal savings and a 95% repayment rate.

⁹⁷ PCR page 10 refers to 18,570 households linked to ABSUMI, with a portfolio US\$ 2.5 million, profits of US\$0.2 million, US\$2.2 million (US\$ 0.38 m) mobilised in savings leveraged six times as external credit, and 100% repayment rate.

3.2 Institutional Capacity Building⁹⁸				
Community awareness	campaign	380	368	97
Multidisciplinary extension teams (MDETS) formed	No	n.a. ⁹⁹	24	n.a.
MDETS officers trained, equipped and deployed	No	n.a.	141	n.a.
Training of literacy trainers	No	240	194	81
Cooperating farmers/pastoralists – basic	No	605	644	106
Beekeeping and non-woody forest products	Person	40	58	145
Midwifery training	Person	200	196	98
Training of fishermen on manufacturing of fishing equipment	Person	40	38	95
Animal husbandry training	Course	2	1	50
Saving and credit group TOT training	Person	265	241	95
intermediate technology training (Blacksmith)	Course	2	2	100
Stabilized Sand Block Training	Group	20	19	95

Source: Appendix 8 – Physical progress table PCR, RIMS

⁹⁸ 1,739 community extension agents (LEN-locality extension network) were selected by their respective communities and trained as para-vets, crop protection agents, midwives, literacy trainers, natural resource agents, SCG agents, and contact farmers and pastoralists (PCR page 10).

⁹⁹ Not envisaged at design. This was part of the restructuring of the NRM component. Figures from PCR page 10.

Abbreviations and Acronyms

ABS	Agricultural Bank of Sudan
ABSUMI	Agricultural Bank of Sudan Microfinance Initiative
CDC	Community Development Committee
COSOP	Country Strategic Opportunities Paper
DSF	Debt Sustainability Framework
HH	Household
ICDC	Integrated Community Development Centre
LEN	Local Extension Network
LPA	Lead Programme Agency
LPG	Liquid Petroleum Gas
MDETs	Multi-Disciplinary Extension Teams
MET	Mobile Extension Team
MoA	Ministry of Agriculture (state level)
MOAF	Ministry of Agriculture (federal level)
MOAR	Ministry of Animal Resources (state level)
MTR	Mid Term Review
NK	North Kordofan
NKRDP	North Kordofan Rural Development Programme
NRM	Natural Resources Management
OFID	OPEC Fund for International Development
PCR	Project Completion Report
PCU	Project Coordination Unit
PFI	Participating Financial Institutions
SCG	Saving Credit Groups
SK	South Kordofan
SKRDP	South Kordofan Rural Development Programme
SM	Supervision Mission
SR	Stock Route
VSCGs	Village Savings and Credit Groups
WK	Western Kordofan
WSRMP	Western Sudan Resources Management Programme

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