

# **DEUTSCHE WELTHUNGERHILFE (DWHH)**

**German Agro Action (GAA)**

## **EVALUATION REPORT**

**Country:** Sudan

**Project Titel:** Food Security and Peaceful Development in Lagawa  
(Nuba Mountains)

Project Number: AF 1313 / SDN 1031-04

Project Holder: Deutsche Welthungerhilfe

Project Duration: 07/ 2004 – 06/ 2007

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# 1 Summary of the main results and conclusions

## 1.1 Short Project description

The Project for “Food Security and Peaceful Development in Lagawa (Nuba Mountains)” started in July 2004. The first phase of the Project will be finished at the end of June 2007. The Project is mainly financed by the Federal Republic of Germany and implemented (with an additional allocation of funds) by Deutsche Welthungerhilfe/German Agro Action (DWHH/ GAA).

The Project area is the Western Nuba Mountains in the State of Southern Kordofan. This area contains three sub-units in the two Localities of Lagawa and Kadugli, where the Project is active in an area of around 13,500 km<sup>2</sup>. An estimated number of 140,000 to 150,000 people live there in 23,000 to 25,000 households.

The **overall goal** of the Project, defined in its proposal, is to guarantee the peaceful development and structural stability of the region by supporting food security.

The Project **purpose** is that the population of Lagawa shares and uses its natural resources as well as participation in local decision making in a just way and solves its conflicts peacefully in order to improve the food security of all different groups.

These two goals will be achieved by the following expected results:

- The productivity of agriculture and livestock has increased.
- The access to food is improved, particularly for vulnerable households.
- The awareness, knowledge and abilities for better use of food, health and local development have improved.
- The Native Administration, reflecting the ethnical diversity of the region, is strengthened.
- Sustainable land use plans are developed and pilot projects for improved land use are implemented.

The Project focuses its commitment on the action areas of:

- agricultural production,
- livestock, and
- improvement of access to drinking water.

With that focus, the Project follows the general understanding and definition of a project for food security. It takes into account the main livelihood strategies of the population in Western Nuba Mountains as well as their priority needs.

Additional activities concern income generation, road rehabilitation and activities in the sector of nutrition. All these action areas cover the three components of food security:

- availability of food
- access to food, and
- use and utilisation of food.

At the moment, the main target group is the rural population in about 50 villages, where the project has implemented at least one measure.

The Project bases its intervention in the villages on a community development approach. With the aim to create structures for the main partners (VDCs), the capacity building at village level should form the basis for all technical interventions.

The second main cross-cutting issue of the Project is conflict management. Gender aspects are taken into account.

## **1.2 Project holder analysis**

DWHH/ GAA is the applicant of the Project. Hence it follows that the Project is self-implemented. A cooperation partner in the field is the Native Administration, and there is a cooperation agreement with German Development Service (Deutscher Entwicklungsdienst - ded).

## **1.3 Analysis and assessment of Project preparation**

The Project was planned during two years, from 2002 to 2004. It is based on a concept which has been developed very carefully. DWHH/ GAA transferred many lessons learned from other projects in Sudan into this concept. During a feasibility study in 2003, the Native Administration was identified as cooperation partner. Representatives of this traditional structure participated in the planning workshop in 2004. The Lagawa Project is well embedded within DWHH/ GAA's Regional Paper for Sudan.

## **1.4 Analysis and assessment of planning/ Project planning matrix**

The Project proposal was developed on the basis of the outcomes of the planning workshop. DWHH/ GAA engaged an external consultant for the design of the proposal. This proposal gives much information about the situation in the foreseen Project area. The Project planning matrix reflects adapted goals, expected results and activities. Unfortunately, the hierarchy of the indicators is not respected. There is a misunderstanding about the operational value of impact indicators. Additionally, the majority of the impact indicators is too ambitious – taking into account the three-year period of the Project.

## **1.5 Analysis and assessment of Project implementation**

The Project focuses technical intervention on the action areas of agricultural production, livestock and improved access to drinking water. These are the most important and requested sectors with regard to the objective of food security. The community development approach is the most important cross-cutting issue in order to ensure the sustainability of the measures.

The build-up and the launch of the Project in Lagawa were, and still are, a superb performance. The office and its equipment, the warehouse, the car and truck pool and the guesthouses are very operational, adapted to needs and managed very well.

Up to the end of the year 2005, the implementation of many activities showed a significant delay which will not be balanced or adjusted until the end of the Project's first phase.

The main problems regarding this delay became clear during the evaluation:

- The Project proposal (including the planning matrix) of 2004 did not mention time or indicators for the erection of the Project's infrastructure in the remote area of Lagawa; however, this was a brilliant feat and took more than one year. The real implementation of the Project started with a seeming delay of one year. In future, such a phase of orientation has to be taken into account within the Project proposal.
- There was a frequent turnover and fluctuation in the position of the Head of Project. That led to a significant lack of continuity at the level of Project management; there was never time to design an operational M&E system which had to be able to provide all needed information for the Project Cycle Management. This includes great problems in the recruitment of national staff.
- The content of the Project proposal, presented to the donor and agreed with the donor, contains many indicators which are far too ambitious.

In the beginning of the year 2006, people who were responsible for the Project created an adapted organisational structure and a better approach in order to improve the implementation (quality and quantity) of the foreseen activities.

#### Main findings regarding the Project's institutional partners

There is a high potential for a coordinated and complimentary approach for development-related interventions in Lagawa and South Kordofan (Kadugli) with regard to the commitment of the main actors in the field.

DWHH/ GAA follows a very pragmatic approach in cooperation with the governmental structures in Lagawa. The partners are the Departments of Agriculture and Livestock as well as the National Forest Corporation.

The information exchange, cooperation and coordination with the two actors IRC and UNICEF have to be improved. The main action areas of cooperation with these two organisations are community development (CDCs/ VDCs), water and health (including nutrition). The cooperation with FAO shows opportunities for improvement as well.

In order to play a more pro-active role in coordination with these partners, the participation of Project representatives in coordination meetings in Kadugli would appear advisable. The same applies for the contact with WFP in Khartoum due to its role for food aid in cooperation with CARE.

#### Main findings regarding the Project's approach and activities (including partners at target group level)

The constitution and the capacity building of the VDCs are key components for the Project's community development approach. In five pilot villages (and one other), these structures started to be operational. The Project's impact in these villages seems to be more significant than in other villages.

The implemented assessments (PRA) and awareness programs (environment, female genital mutilation etc.) created interest and confidence.

The cooperation with the Native Administration – a traditional organisational structure of the population – is complementary to the community development approach. The Native Administration is the partner institution for the implementation of the Project. Its members are also among the target groups. They obviously play a significant role as representatives of the

population as well as for conflict management. The Evaluators received the impression that the most operational component of the Native Administration for Project activities is the structure of the Sheikh at village level. The influence and the real role of the eight Emirs who are on top of the Native Administration did not become clear. They have limited influence on the Nuba tribe. The cooperation with the Emirs can only be an additional component of the Project's approach; there are many open-end questions. Regarding the village and cluster approach (see recommendations), the cooperation with the Sheikhs and Ondas/ Sultans needs to be increased.

#### Agriculture:

The Project's agricultural department is the most advanced technical sector of the Project. The main activities concern:

- The training of Community Agricultural Extension Workers (CAEW) started in a successful manner and in close cooperation with the governmental Department of Agriculture in Lagawa. Their know-how has to be supplemented and their roles have to be defined in a clearer way. Voluntary work has not been effective yet.
- The production and plantation of Gum Arabica is a concrete area of cooperation with the National Forestry Corporation. It started in a successful way. Within this activity, there is a high income and positive environmental potential for the future.
- The farmers' reactions regarding the distributed plows are very different, depending on the farmers' know-how and the soil conditions. In several villages, the plows were not delivered in time. They were too late for soil preparation.
- There is a need for consolidation of the interventions for crop and vegetable seeds. Nevertheless, both measures show a first positive impact.
- There are many opportunities to enlarge the agriculture related measure catalogue in future; subjects such as irrigation, storage, pest control, reforestation should be components.

#### Livestock:

- The training of Community Animal Health Workers (CAHW) started in a successful way and in close cooperation with the Department of Livestock in Lagawa. Their know-how should be consolidated and their roles have to be defined in a clearer way.
- The support with animal drugs does not always reflect the real needs of livestock owners.

#### Water/ Construction (including Cash for Work):

The water department shows the greatest delays – vis-à-vis the Project proposal. However, since February 2006, DWHH/ GAA has emphasized this action area with professional personnel input but ongoing deficits in the implementation of the concept (lack of participation):

- There is a good data base and GIS-based map regarding water points and potential points for road rehabilitation – this is operational information about the Project area.
- The drilling of boreholes and the well-related build-up of water pumps show first concrete results (the foreseen number of 20 boreholes is likely to be achieved).
- The construction of shallow wells has several setbacks. Based on the current speed of implementation, the Project will build up a maximum of 30 functional shallow wells by the end of the first phase, instead of 60 wells which have been foreseen. It is to be noted that the evaluation team did not find even one shallow well which was connected with a hand pump.
- The main reason for this delay was the lack of technical know-how within the Project team during the first 18 months of implementation.

- There is a serious lack of participation from the village side. A water committee has to be created before the start of the technical intervention. People's participation on the construction of wells has to be taken into account.

#### Peaceful Development/ Conflict Management:

- Without any doubt, the Project proposal defined very ambitious objectives and indicators for the cross cutting issue of peaceful development.
- It is very difficult to assess the concrete outcomes of all workshops and trainings which have been held during the last two years in Lagawa.
- It is more realistic and operational to focus the Project's commitment on village level where enough concrete cases of conflict can be found.
- The returnee related activities seem to be non-operational. The added value of the returnee surveys is not clear.

#### Nutrition (health):

- The provided hygiene training and nutrition information regarding babies were appreciated by the beneficiaries.
- The objective and approach of the nutrition survey are not clear.
- The nutrition related activities have not yet been well integrated into other activities. The relationships between the different components such as water, agriculture and livestock have to become clearer and more transparent for everybody.
- The food processing trainings give different results: some are useless and some are successful.
- DWHH/ GAA has to seek a closer cooperation and information exchange with UNICEF. There are many opportunities to complement the activities of other organizations.

#### Gender:

- The identification of the priority needs of women-headed households has been started and implemented (donkey carts).
- There are further opportunities for income generation for women (for example, as tailor).
- Cooperation with the local NGO Ru'ya has started. There are opportunities for making the cooperation more successful and outcome-oriented.

#### Land use planning based on GIS:

- The land use planning does not show operational results. The discussion is led in a very theoretical way.
- It is recommended not to overrate this instrument for the Lagawa Project and to use the instrument of GIS for the monitoring of the planned and implemented activities at village level.

## **1.6 Impact with regard to development**

For the implementation of the activities, the Project applies three main approaches. In the beginning, the Project focused the implementation on cooperation with the Native Administration. This traditional structure is facility partner (choice of partner villages, priorities for water points etc.) and target group (training in conflict management) at the same time. In 2005, the Project started to create so-called pilot villages in order to implement the community development approach as a basis for the sustainability of all technical

interventions. The choice of the villages followed the recommendations of the Native Administration and covered the main tribes in the Project area. The Project won the communities over the creation of an internal village structure, the Village Development Committee. At the end of the year 2006, six VDCs were established. Capacity building plays a key role in cooperation with these village structures. Within the concerned villages, other technical committees were established in order to build capacities at the level of different action areas. The Project's third approach concerns the cooperation with governmental institutions. The partners are the Departments of Agriculture and Livestock and the National Forestry Corporation. Together with these institutions, the Project implements trainings for farmers and nomads as well as other activities.

The cooperation and the approach with these different partners in the field is adapted to current conditions. The political situation does not allow for partnerships with governmental institutions. The Native Administration is an important political factor in the Western Nuba Mountains. It plays a key role in conflict management. At present, the self-help approach at village level seems to be the most sustainable one. The capacity building of the VDCs, including the technical sub-committees, have long term impact. DWHH/ GAA is improving the self-help capacities at the level of the villages. The Project's technical action areas with the highest development-related impact are agricultural production, livestock and improved access to drinking water. This concerns, for example, the increased income for participants through the production of vegetables, the improved capacities for the cultivation of land with animal traction, the reduction of time needed for water collection, the improved quality of drinking water as well as the enlarged know-how in food processing. Additionally, the Project's assistance regarding women has a positive impact for their organisational and economic development. In order to improve the sustainability of the interventions, all activities have to be consolidated in the future.

## **1.7 Project management**

During the first two years of implementation, the Project management was confronted with many turnovers and fluctuations of staff, above all at the level of the Head of Project. Since July 2006, this position has been filled with the Regional Coordinator of DWHH/ GAA in Sudan, who is represented by a Deputy Head of Project, based in Lagawa. In addition, the management team includes the leaders of the different departments of the Project (conflict management, agriculture and livestock, community development as well as the operation manager).

Based on the planning matrix of the Project proposal, the whole team plans the activities quarterly. All departments make weekly plans which are checked by the Deputy Head of Project. In case of need, problems of implementation or other issues are discussed by the whole team. New project proposals which are presented by village committees are discussed by the concerned technical team. The Deputy Head of Project checks these proposals with the budget; she is responsible for the financial accounting in Lagawa. The final administration is done by the regional office in Khartoum.

The Regional Coordinator in Khartoum visits Lagawa regularly, at least once a month. This backstopping concerns all technical activities as well as conceptual issues.

The coordination and communication between Project departments has to be improved due to the foreseen integrated approach for food security.

The monitoring and Project internal evaluation have several deficits. Several recommendations for a more operational M&E system will be given in chapter 9.

## **1.8 Recommendations**

Based on the main findings, the Evaluators developed many recommendations. In the following list, these main outcomes of the evaluation will be subdivided according to implementing offices and different technical areas.

### **1.8.1 Recommendations for Project management and DWHH/ GAA offices in Khartoum and Bonn**

- Write a new Project proposal and present it to BMZ – for a transitional phase of at least 12 months (July 2007 to June 2008). Within this proposal, develop a catalogue of operational indicators following the right hierarchy and realistic dimensions.
- Develop a scenario for the case that DWHH/ GAA has to mobilise its own funds for a transitional phase.
- The current double role as Regional Coordinator and formally Head of Project in Lagawa is an ambitious challenge. It is recommended that DWHH/ GAA tries to find a Head of Project for Lagawa itself, at least for the second phase. The team in Lagawa (completion of performance) and the sustainability of the intervention need an expert with high management capacities.
- Draw up a work schedule for the Project's last six months of implementation. Prioritise the activities for the different departments due to the limited remaining time of the Project.
- Improve the cooperation and coordination with the two main actors in the Lagawa Locality, IRC and UNICEF, and exchange lessons learned (community development approach, shallow wells and water committees etc.).
- Mobilise all mechanisms for an improved cooperation between the main actors in Lagawa Locality. Discuss with UNDP (and IRC, UNICEF, Governor etc.) the ins and outs of an institutionalized coordination in Lagawa.
- Participate in different working groups in Kadugli such as food security (led by FAO), refugees (led by UNMIS) or health, nutrition, water (led by UNICEF). Use these meetings for an intensive exchange and cooperation with the institutional partners. Transfer the lessons learned of the Project and use these platforms to increase the Project's significance.
- Organise an information exchange and coordination with WFP (CARE) in Khartoum due to their food aid program for Western Nuba Mountains.
- Reassess the future of the training center in Lagawa which is, at present, under construction. Clarify the following questions: Who will have ownership of and be responsible for the center? How will the use and access to the centre be managed? Do not create a property of conflict with the unclarified transfer of responsibility for this center.
- Place increased emphasis on the Project's monitoring and internal evaluation system and incorporate the results in Project Cycle Management. Focus the M&E (for the next six months) on the following activities:
  - management of watering places,
  - management of animal pharmacies,
  - management of seed and tool banks,
  - economical impact of vegetable seeds,



- restocking with goats,
- impact of trainings and workshops for conflict management.

## **1.8.2 Recommendations for different action areas of the Project**

### General:

- Develop the yearly work schedule for different agro-ecological zones together with the farmers and identify the best moments for different interventions (training for animal traction, interventions with the instrument of Cash for Work, construction of shallow wells, nutrition training etc.).

### Community Development:

- Enlarge the system of five pilot villages to a maximum of nine pilot villages. Implement the participative community development approach in all these pilot villages. Focus the activities on capacity building in order to improve the self-help capacities of the communities and their VDCs.
- Exchange the lessons learned about the community development approach together with IRC (Village Development Committees/ Community Development Committees). Consolidate the know-how and functioning of the committees.
- Define criteria for the enlargement of the number of pilot villages – such as the existence of a market due to the effect of multiplication for neighbour villages. As such, Sunut in the north and Chebni in the south should be chosen as two of the new pilot villages.
- Assist the process of information dissemination: transfer of know-how from pilot villages to neighbour villages (cluster concept – following existing structures at inter-community level: Native Administration).
- Assist the technical departments of the Project in designing and implementing technical trainings for the sub-committees (responsible for institutional training, participation of women etc.).
- Improve the participative process of planning together with the Village Development Committees. Design Village Development Plans (VDPs). Within these plans, priorities, responsibilities of different actors and deadlines for the conclusion of activities will be defined. The design and the monitoring of VDPs should be done with instruments of land use planning such as GIS.
- The future enlarged participative community development approach depends on a significant reevaluation of the Project's Community Development Department, regarding concept design and quantity of staff (employment of four animators – gender-balanced).
- Do not provide the whole package of activities in all villages. Follow the established priorities of the population and take into account the different agro-ecological conditions.
- Consolidate the know-how of the committees. Start with training of the water committees due to the foreseen number of shallow wells and boreholes which will be implemented during the last six months of the Project's first phase.

### Agriculture:

- Analyse the additional agricultural opportunities at Sunut dam: irrigation based on power pumps and pedal pumps.

- Before other seed and tool banks will be constructed, evaluate the management of the existing banks (following the harvest in November/ December 2006) and use the lessons learned for the cooperation with new villages (pilot villages).
- Discuss with NFC the potentials for the build-up of decentralized nurseries (for the production of Gum Arabica) which will be managed by the population itself.
- There are villages and farmers with a high developed know-how at the level of natural pest control (post harvest protection with Neem). Initiate and assist the exchange of know-how between the villages.
- Consolidate the know-how of Community Agricultural Extension Workers, including their willingness for voluntary commitment.

#### Livestock:

- Improve the adaptation of measures to the livestock owners' real needs. The availability of animal drugs has to be adapted to specific needs within different agro-ecological zones.
- Consolidate the know-how of Community Animal Health Workers, including their willingness for voluntary commitment. Consolidate the management capacities for animal pharmacies.
- Link the restocking of goats for women-headed households (income generation activity) with a complete veterinary treatment of animals.

#### Drinking Water:

- Become more realistic regarding the number of shallow wells which can be realized until the end of the project's first phase. Focus attention on the functioning of wells (regarding both the technical sustainability and the management structures) rather than on the quantity. It is much better to achieve the number of 30 wells which are useful than 45 wells confronted with many problems – above all regarding their sustainability. The number of 60 wells appears too ambitious and unrealistic.
- The hand pumps keep breaking down. Therefore, look for different hand pump models and test it. There is another model used in Southern Sudan, coming from Tanzania (model Nira).
- Analyse additional activities in order to improve access to drinking water: filtration plants in Sunut (Sunut dam), locally adapted filtration systems etc.

#### Nutrition/ Health:

- Analyse, in cooperation with UNICEF, the dimension of water-related diseases at Sunut dam (malaria, bilharzia).
- Develop adapted measures in order to decrease the dimension of these diseases – such as an integrated micro-project for fish farming (fish against mosquitoes). This could be an income opportunity at the same time.
- Look for a better integration of nutrition-related issues in other technical activities such as agricultural production, animal husbandry and water hygiene.
- Increase the cooperation with IRC and UNICEF.

#### Conflict Management:

- Reduce the expectations in the action area of conflict management within the project proposal for the next phase. Continue to operate at a less ambitious level.
- Adjust the activities more to the realities at village level. The villages and their communities seem to be the most operational area for conflict management in the context of the Project. Develop, together with the Sheikhs, a list of priorities for an adapted training in conflict management.

- Contribute to an improved dialogue between the villages regarding existing or potential conflicts. Try to better understand the role of the Omnas and Sultans within the system of Native Administration.
- Participate in the returnees-related coordination meetings in Kadugli under the umbrella of UNMIS.
- After the departure of the Project's development worker, try to engage a national expert from the university in Dilling.
- Enter into dialogue with Bremen University regarding their cooperation with the University of Dilling (in the area of conflict management) and explore the possibilities of a cooperation with the concerned institutes.

#### Land Use Planning:

- Reduce the expectations in the action area of land use planning.
- Use the instrument of land use planning and GIS for Project monitoring (mapping of planned and implemented activities).
- Design a concept for the use and utility of land use planning incorporating the cluster approach: coordinated activities between the pilot villages and their neighbour villages.

#### Construction/ Cash for Work:

- Focus activities, implemented with the instrument of CfW, on the period with the greatest problems with availability of food (August/ September). Households will be able to counterbalance food shortages with these additional income opportunities.
- Discuss (in close cooperation with the Native Administration) the opportunity to lay out firelines with the instrument of Cash for Work. The objective of this activity is the protection of fields, plantations and villages against savannah fire and to create income. The best moment of intervention seems to be the month of September, taking into account the growth of grass and the need of many households to counterbalance their food shortages.
- Try to involve the governmental administration in the planning process for road rehabilitation.
- Focus the instrument of Cash for Work on the two cooperative actions of road rehabilitation and firelines.

#### Gender-related Issues:

- Continue to identify specific women-related activities and opportunities for increased assistance.
- Assist women in activities related to income generation. There are concrete ideas, for example in Sunut (production of clothes etc.).
- Donkey carts are very helpful and useful for women-headed households. These carts facilitate the daily work of water transport, the transport of the harvest and other goods and cattle. Therefore, continue to support poor households with this tool. Design a concept for this input activity.
- Continue with the goat restocking program (after evaluation of the last campaigns), try to introduce improved breeds (milk production) and provide better veterinary assistance.
- Reanimate the cooperation with the local NGO Ru'ya – following an updated analysis of the capacities of this organisation.

## 1.9 General conclusions

The DWHH/ GAA Project in Lagawa contributes to the improvement in the living conditions of the rural population – farmers and nomads. It is oriented towards integrated development at the level of villages and the locality. The fact that the Project's operational basis is in Lagawa is a very good opportunity to realise this goal.

The different livelihood systems in the Western Nuba Mountains are well adapted to the natural resources which are available for the rural population. Neither the natural conditions nor the post-war situation are leading the population to a serious crisis situation – at present. Therefore, there is no need for an external intervention at the level of humanitarian aid or relief. A project managed by DWHH/ GAA in the Western Nuba Mountains has to be development oriented – like the Project under evaluation. It will be recommended to renew the Project for at least a second three-year-phase in order to consolidate the results of the first phase.

In contrast, the food aid intervention by WFP/ CARE does not reflect the real need of the population. The population responds to moments of food shortages (often in August and September) with adapted coping strategies. These capacities have to be improved – but not by food aid. Food aid is disturbing this process.

The term „development oriented approach“ does not automatically mean support for the government. DWHH/ GAA Lagawa focuses its commitment on direct cooperation with the rural population. Hence, it follows that the Project in Lagawa is consistent with Germany's policy regarding Sudan.

The Evaluators appreciate the Project's community development approach as the most important, effective and sustainable. The capacity building at village level in order to create village structures and village partners has to become the basis for all technical interventions. The gender aspect in the community development approach is taken into account – improvements are needed.

Reviewing the experience of the first 30 months of implementation, it is recommended that two of the main action areas of the Project have to be reduced to a lower level. This concerns land use planning as well as conflict management.

The Project area has a geographical north-south axis of about 150 km and a west-east axis of about 90 km. With the aim of contributing to a successful and sustainable development in the Western Nuba Mountains, these distances and the road conditions during the rainy season do not allow any geographical enlargement. The Project area is large enough.