Terminal Evaluation of the UN Environment Project

Promoting Peace over Natural Resources in Darfur and Kordofan

Evaluation Office of UN Environment

June 2019

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ABOUT THE EVALUATION[1]

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Brief Description: This report is a terminal evaluation of a UN Environment project implemented between 2015 and 2018 in Darfur and Kordofan, Sudan. The project's overall development goal was to reduce the incidence of local conflict over natural resources through improved natural resource management (NRM) and strengthened institutions for dispute resolution. It worked towards strengthening inter-communal relationships and relations between communities and authorities over natural resources in the three targeted areas. The evaluation was undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, SOS Sahel and the Darfur Development and Reconstruction Agency (DDRA). Therefore, the evaluation will identify lessons of operational relevance for potential future project formulation and implementation.

Key words: Natural Resources; Environment; Climate Change; Water Resources Conflict; Natural Resources Management; Conflict Resolution; Peacebuilding; Women Empowerment; Sudan; Darfur; Kordofan; Sustainability; UN Environment; Pastoralists; Farmers.

[1] This data is used to aid the internet search of this report on the Evaluation Office of UN Environment Website

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List of Abbreviations

BATNA	Best Alternative to Negotiated Agreement
BATRA	Best Alternative to Relationship Agreement
CEAP	Community Environmental Action Plans
CBO	Community Based Organization
CD	Central Darfur
DDRA	Darfur Development and Reconstruction Agency
ECP	Environmental Cooperation for Peacebuilding
EU	European Union
EUR	Euros
FMO	Fund Management Officer
IcSP	European Union's Instrument Contributing to Stability and Peace
IDP	Internally Displaced Persons
IP	Implementing Partner
HAC	Humanitarian Aid Commission
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MTS	UN Environment Medium Term Strategy
NGO	Non-Governmental Organization
NR	Natural Resources
NRM	Natural Resources Management
PCA	Project Cooperation Agreement
PCEA	Post Conflict Environmental Assessment
PIMS	Project Information Management System
PoW	Program of Work
ProDoc	Project Document
PSC	Project Support Committee
RBM	Results-Based Management
RWC	Rural Water Corporation
SDG	Sustainable Development Goals
SIEP	Sudan Integrated Environment Project
SOS Sahel	SOS Sahel Sudan
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
VDC	Village Development Committee
WD	West Darfur
WK	West Kordofan

Project Identification Table

UN Environment PIMS ID:	223.4			
Implementing Partners	Darfur Development and Reconstruction Agency (DDRA)and SOS Sahel Sudan (SOS Sahel)			
Sub-programme:	Disasters and Conflicts	Expected Accomplishment(s):	POW 2014/15 EA 2	
UN Environment approval date:	January 2015	Programme of Work Output(s):	POW 2014/15 Output 223	
Expected start date:	January 2015	Actual start date:	June 2015	
Planned completion date:	June 2018	Actual completion date:	01 September 2018	
Planned project budget at approval:	EUR 3,430,000	Actual total expenditures reported as of [date]:	USD 3,607,668.51 [2] (12 Jun 2019)	
Planned Environment Fund allocation:	0	Actual Environment Fund expenditures reported as of [date]:	0	
Planned Extra-Budgetary Financing:	EUR 3,430,000	Secured Extra-Budgetary Financing:	EUR 3,430,000	
		Actual Extra-Budgetary Financing expenditures reported as of [date]:	USD 3,607,668.51 (12 June 2019)	
First disbursement:	EUR 2,012,704	Date of financial closure:	02/03/2019	
No. of revisions:	3	Date of last revision:	20/05/2018	
No. of Steering Committee meetings:	Project Support Committees established in all 3 States met every 3 months in West Darfur and Central Darfur. PSC met every 6 months in West Kordofan.	Date of last/next Steering Committee meeting:	Last: PSCs in July 2018	Next: n/a
Mid-term Review/ Evaluation (planned date):	August 2016	Mid-term Review/ Evaluation (actual date):	Not done	

[2] Interim uncertified Financial Statement (UMOJA) for the period 01 June 2015 to 31 December 2018 as at 12 June 2019. UMOJA reporting is based on actuals and commitments; accordingly, all previous certified reports followed the same. For simplicity, and based on the UMOJA report, expenditure is reported in USD.

Terminal Evaluation (planned date):	September 2018	Terminal Evaluation (actual date):	January-June 2019
Coverage - Country:	Sudan	Coverage - Regions:	Darfur and Kordofan
Dates of previous project phases:	Sudan Integrated Environment Project April 2009 – December 2013	Status of future project phases:	None, though EU may decide to replicate project in other states

1. Executive Summary

1. UN Environment received funding from the European Union for the implementation of a project aimed at improving local and state capacity to resolve resource-based conflicts and to manage natural resources more sustainably and equitably. The project was funded for a period of 39 months (July 2015-September 2018) and was implemented across five areas in West Darfur (Kerenik and Mornie), Central Darfur (Azum) and West Kordofan (Muglad and Babanusa). The project was delivered in partnership with two national non-governmental organizations: Darfur Development and Reconstruction Agency (DDRA) in West and Central Darfur, and SOS Sahel Sudan (SOS Sahel) in West Kordofan.

2. The project aimed to reduce the incidence of local conflict over natural resources through improved natural resource management (NRM) and strengthened institutions and mechanisms for dispute resolution. It worked towards strengthening inter-communal relationships and relations between communities and authorities over natural resources in the three targeted states. The project pursued a two-track approach:

- Firstly, the project focused on mitigating the drivers of natural resource-based conflicts (scarcity, governance, livelihoods) by implementing a combination of physical NRM and livelihood interventions and by addressing key governance shortcomings.
- Secondly, it focused on building the conflict management capacity of local and state institutions through tailored trainings and improved coordination among user groups.

3. Per the evaluation Terms of References, the Terminal Evaluation was undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation had two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, SOS Sahel and the Darfur Development and Reconstruction Agency (DDRA). Therefore, the evaluation aimed to identify lessons of operational relevance for potential future project formulation and implementation.

4. This report presents the results of the Terminal Evaluation that involved several phases including, initial review of project design quality and stakeholder analysis, development of a Reconstructed Theory of Change, desk review of project documents, preliminary interviews with key project staff, and preparation of an inception report. During the evaluation mission conducted in March 2019, effort included extensive review of project documentations and reports, interviews with project, donor and implementing partner organization staff, and field interviews with stakeholders, community representatives, government officials and beneficiaries where the project was implemented. Qualitative methods and analysis were used to produce evidence-based findings, lessons learned and recommendations. Following the evaluation mission, preliminary findings were shared with key stakeholders and their comments were incorporated in this TE report.

5. The overall weighted rating of the project is Highly Satisfactory. As we can see in Table 19, this is due primarily to its success in achieving, and exceeding, its stated objectives as articulated in the logframe and Theory of Change. The benefit to the communities and beneficiaries, and the success in building sustained social cohesion were evident and corroborated through triangulated

data collection methods. Project monitoring and the production of knowledge products, as per the third output, were the main weaknesses of the project.

6. In terms of strategic relevance, the project was fully aligned with the Disasters and Conflict Sub-programme within UN Environment's 2014-2015 Programme of Work (PoW), and contributed to the second Expected Accomplishment: The capacity of countries to use natural resource and environmental management to support sustainable recovery from natural and man-made disasters is improved. The project primarily contributed to Programme of Work Output 223: Policy support and technical assistance provided to post-crisis countries and United Nations partners to increase the environmental sustainability of recovery and peacebuilding programmes and catalyze environmental action, uptake of green economy approaches and the development of environmental legislation. It linked to Sustainable Development Goal (SDG) 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. At the national level, the United Nations Development Assistance Framework (UNDAF), responding to Sudan's Five-Year National Development Plan (2012-2016), recognized the close linkage between environmental degradation, resource exploitation and social conflicts. Accordingly, United Nations Development Assistance Framework established as one of its outcomes the need to improve community level natural resource management activities and resilience of rural communities. This project, accordingly, was designed to contribute to this outcome and also generate lessons that can be integrated into future programming.

7. This terminal evaluation confirmed that the project achieved its two key outcomes pertaining to reduction of violent conflict over natural resources, and improved relationships within communities and with the government. This was primarily owed to the dynamic, rather than linear, inter-dependent delivery of outputs and achievement of outcomes. They were guided by the efforts of inclusive collaborative committees towards tangible fulfilments of needs and interests of community members and stakeholders, which propelled into trust-building and social cohesion.

8. The project responded particularly well to the evaluation Terms of References' five key strategic questions which related to: Strengthening communities and their sense of ownership; role of, and benefit to, women and marginalized groups; and, contributing lessons learned. Identifying potential community and community-government relationships and working on strengthening them was the bedrock of the entire project as this allowed for delivering the project outputs and achieving their outcomes. The inclusive, participatory structures that were designed and implemented by the project offered a space for community groups and government officials to engage in assessing their needs and interests and fulfilling them mutually. The entanglement of stakeholders' fulfillment of their needs and interests within the project structures such as Project Support Committees, Community Based Organizations, Village Development Committees and others, made the option of abandoning hostilities in order to access natural resources more appealing and beneficial. Subsequently, the Theory of Change at evaluation was adjusted to incorporate the concept of (BATRA).

9. The concept of Best Alternative to Relationship Agreement (BATRA) is inspired by a well-established concept in the field of negotiations and mediation – BATNA (Best Alternative to Negotiated Agreement). According to the concept of Best Alternative to Negotiated Agreement (BATNA), parties at a negotiating table will often assess their need to continue with negotiations based on calculating what they would gain or lose if they walked away from the negotiating table. If they assess that they would gain more or lose less than what they could achieve at the negotiating table, then they are likely to walk away. If they assess that they would gain less or lose more than

what they could achieve at the negotiating table, then they are likely to remain in negotiations. The concept of Best Alternative to Negotiated Agreement (BATNA) is used as a tool to help parties assess their maximum and minimum demands in negotiations above or below which they would rather walk away. Best Alternative to Relationship Agreement (BATRA) extends the concept of Best Alternative to Negotiated Agreement (BATNA) beyond the specific gains and losses during a single negotiation, to the level of community relationships. Best Alternative to Relationship Agreement (BATRA) is more complex as building such relationships requires that: a) parties acquire the proper skills for engaging with each other; b) all stakeholders be included; and, c) financial and technical resources become available to support the achievement of tangible gains for all.

10. The stated intermediate states in the Theory of Change at evaluation were also adjusted to reflect a more realistic picture of what has been accomplished by the project, and what likelihood impact the project could have. Sustained social cohesion was added as an intermediate state. The project succeeded in achieving these intermediate states based on the inputs, outputs, and outcomes that have been accomplished. All these components of the Theory of Change, including the added intermediate state. sustained social cohesion, reinforce each other and continue to sustain the structures and benefits of the project.

11. All communities where the project was implemented witnessed reduction in violent conflicts over natural resources as management of natural resources improved with the formation of various inclusive and participatory committees, including peace forums. Trust-building and a stronger sense of ownership among community members, supported by local and state governments, contributed significantly to restoring peace.

12. Integrating women at all levels of the project was evident, despite cultural hurdles. Women were present in all committees, and even took the lead on the work of committees such as the saving and small loan funds. Some have demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets. Inclusion of women in committees was achieved across all localities, with some varying cultural obstacles. Shyness, illiteracy and weak Arabic language skills were cited as factors that have affected women's active engagement, with receding effects as the project progressed.

13. Vocational training for women and youth provided new spaces for positive ripple effects on the individual and community levels. Given the physically demanding nature of some areas of work, some vocational training programs were reserved for male youth such as the welding and renovation workshops and the water station maintenance workshop. Other vocational trainings were offered to all segments of the community including women, such as dressmaking, sewing, accessories making and food production.

14. Despite the evident success of the project in ensuring that all sections of the community benefitted from its activities and services, some interviewees suggested that two groups particularly did not: The elderly and some groups of seasonal pastoralists. For the elderly, the revolving fund component of output 2 was designed to support business start-ups. As such, an implied assumption was that those who would benefit would be capable of engaging in gainful activities. Elderlies who were not able to work did not qualify. For the migratory pastoralists, the project design targeted specific communities known for heightened levels of conflict between farmers and pastoralists. This criteria was specific in nature, and therefore did not include other pastoralist groups whose migration route or pattern did not pass through the selected sample. The design also did not target emerging patterns of conflicts or needs among pastoralists moving into towns and cities.

15. The role of the two implementing partner organizations and their staff in the field was instrumental to the success of the project. They related very well to both government officials and local communities and kept effective communication channels with the project leadership at UN Environment. They creatively navigated every-day challenges of channeling funds and traveling long distances to the field. The inclusion of women in implementing partners' leadership positions contributed to the success of the project especially with women.

16. The staff of UN Environment maintained close contact with the implementing partners and ensured that the project outcomes and outputs were clear and adhered to. This was evident from the ability of the Implementing Partners' staff to articulate and explain how they worked to achieve them.

17. In terms of sustainability, this project appears to be able to sustain its current accomplishments with the existing structures and dynamics that have been put in place. The entanglement of the interests of different community members with those of the different levels of government and the community traditional leaders, in committees that are successful in fulfilling each's needs and interests, is the backbone of the sustainability of the project.

18. Three factors led to seeking a no-cost extension, and which in turn led to better use of secured budget. The first factor, related to project management efficiency, was the delayed start of the project due to lengthy processes to disburse funds. The second, related to cost-effectiveness, was that the Government of Sudan decided to increase the US Dollar exchange rate against the Sudanese pound which resulted in additional income. The third, related to adaptive management, was the evident success of the project on the ground which could benefit from more time (factor 1) and funds (factor 2) in order to create new opportunities for the project communities and beneficiaries. Accordingly, although the project did not, technically, save time to maximize results, it actually added time, at no additional cost, in order to serve the project beneficiaries and fulfil more substantively its objectives and strengthen its impact.

19. Lastly, although the communication between the project staff and implementing partners staff was overall efficient and contributed to the success of the project implementation, a concern was raised that at the end of the project there was no final closing meeting between the two groups "to talk about the closing and next steps of the project," according to one implementing partner staff member.

20. The key lessons learned with this evaluation are:

- Best Alternative to Relationship Agreement (BATRA) may set a Theory of Change model for similar projects
- Women engagement and empowerment contributed significantly to improvements in their communities and to the fulfillment of the project objectives
- Sustainability based on the concept of Best Alternative to Relationship Agreement (BATRA) can offer alternatives to the typical reliance on continuous external financial support
- "Inclusion" as a concept may require a review in order to ensure that less-abled members of the community are not further marginalized
- The design of business-focused activities within projects may benefit from including a "social responsibility" component to serve community members who are incapable of engaging in such activities due to aging or disability.
- Agreement between all partners on expected project outcomes and outputs is critical

- Choice of the level of government officials to partner with on such projects is crucial. The more senior are not necessarily the most effective, and are at risk of more political re-shuffling
- Project monitoring deserves careful attention whether in terms of hiring the proper staff or providing suitable training and systems
- Impact statements at the project design stage must conform to the “M” and “R” in SMART by being measurable and realistic.
- UN Environment’s Financial management guidelines face challenges and create difficult situations to staff working in countries where laws and regulations restrict certain transactions especially the ones involving foreign currency and foreign personnel.

21. Mid-term review/evaluation to include a focus on “what else is needed” in addition to the existing project focus and target areas/groups.Building on the achievements of this project, the following are recommendations to further capitalize on its success:

- The success of the project in ensuring community sustainability deserves a focused study and dissemination of findings and lessons learned
- The success of the project with engaging and empowering women deserves a focused study and dissemination of findings and lessons learned
- The project achieved so much in terms of peace dividends. Managing new expectations may require conducting a new or modified version of the Post Conflict Environmental Assessment (PCEA)
- An updated conflict and development assessment may be needed in light of the current situation in Sudan and the state of under-development in the project areas
- Consider two types of project replication: A vertical one in the same communities, and a horizontal one in neighboring areas
- Establish guidelines to ensure that all partners are in agreement on project designs, impact, outcomes and outputs.

2. Introduction

22. The project: Peace over Natural Resources in Darfur and Kordofan is a national project implemented by the United Nations Environment Programme (UN Environment) and funded by the European Union (EU). It was implemented in Sudan; Region is Africa; Programme of Work (PoW) is PoW 2016-18; Subprogramme is Disasters and Conflict. The project was approved on January 30, 2015.

23. Indicator of the Expected Accomplishment (EA) to which it contributes is the percentage of countries affected by natural and/or man-made disasters that progress at least one step in four of six categories in the country capacity framework for natural resource and environmental management, with the assistance of UN Environment.

24. The Most relevant PoW Output to which the project primarily contributes is PoW Output 223: Policy support and technical assistance provided to post-crisis countries and United Nations partners to increase the environmental sustainability of recovery and peacebuilding programmes and catalyze environmental action, uptake of green economy approaches and the development of environmental legislation. The project links to Sustainable Development Goals (SDG) 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels.

25. Implementing partners (IPs) were SOS Sahel Sudan (SOS Sahel), Darfur Development and Reconstruction Agency (DDRA).

26. The project lasted for 39 months, starting in July 2015 and ending in September 2018. The total secured budget for the project was USD 3,934,969. No mid-term evaluations were conducted.

Table 1. Completed Project Phases

Project Approval	January 30, 2015
The contribution agreement for the three year project was signed by the EU and UN Environment	June 2, 2015
Completion of Inception Report	March 31, 2016
Start of Project in Sites	April 2016
First Annual Progress Report	August 3, 2016
Second Annual Progress Report	August 3, 2017
No-Cost-Extension Request	May 20, 2018
End of Project	September 30, 2018
Final Project Report	September 30, 2018
Terminal Evaluation Inception Activities	January-February, 2019
Terminal Evaluation Field Mission	March 8-25, 2019
Terminal Evaluation Report	June 30, 2019 (projected)

Purpose of the evaluation and the key intended audience for the findings

27. The evaluation was undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two

primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, SOS Sahel and DDRA. Therefore, the evaluation will identify lessons of operational relevance for potential future project formulation and implementation.

28. The intended audience of the evaluation are UN Environment staff, IPs and key project stakeholders. In addition, the evaluation learning should be disseminated to the wider community of practitioners and academicians in the fields of natural resources management, environment and climate change, and peace and conflict resolution.

3. Evaluation Methods

Theory of Change at Evaluation

29. As has been addressed in the evaluation inception report, and later confirmed during the evaluation mission, the actual project interventions on the ground benefited greatly from a process that was more dynamic than what had been initially envisioned at the design stage. The evaluation activities during the field mission provided more support and elaboration to the dynamic dimensions of the Theory of Change (ToC). Particularly, the notion of "entangled interests" emerged from interviews with UN Environment, IP staff and Project Support Committee (PSC) members as a key component of the re-constructed ToC at evaluation. As that notion continued to show strength as a key component of the ToC, the evaluator shared it during later interviews with project and IP staff, and included it in the presentation of preliminary findings. The notion of entangled interests set one of the foundations for the concept of Best Alternative to Relationship Agreement (BATRA) that is discusses in the section on ToC at evaluation.

30. ToC at evaluation represents a stronger focus on how relationships were formed between groups and individuals in ways that entangled their particular interests to a point that social cohesion and wellbeing of individuals and groups improved and became dependent on sustaining those relationships. Community Based Organizations (CBOs) and other inclusive forms of committees provided proper platforms for structuring these relationships towards achieving specific tangible outcomes and benefits to individuals and communities. The formation of inclusive committee-based relationships with clear tangible objectives and direct benefits to individuals and communities became the foundational modus operandi of the project. The project as a whole benefitted from those positive changes to community and community-government relationships and was able as a result to develop additional initiatives especially as currency exchange rates favored the project budget and spending power. More details about the ToC at evaluation will follow in the section on Theory of Change at Evaluation.

Evaluation methods and information sources used

31. Using triangulated methods, the evaluation design captured information from different audiences representing various categories of stakeholders by applying multiple data collection approaches that were suitable for the nature of data and research participants. Primarily, the evaluation relied on:

32. **Review of project documents and reports**. The project documents, including progress reports, partner organizations' reports, financial reports, in addition to the Project Document (ProDoc), revision documents and inception report provided the foundational information upon which this evaluation was designed.

33. **Key informant interviews and Focus Groups** with the staff of the project, IPs, state and local government officials, donor organizations staff and PSCs members in West Kordofan (WK). The stakeholders list compiled in the Annex was used as a primary source for identifying interview participants. The aim of these interviews was two-fold: First, the interviews provided responses to the "what" and "why" questions regarding the design and implementation of the various components of the project as specified in the Terms of References (ToR). Second, they identified project implementations that were intended to achieve the project's outcomes in the three areas.

Focus groups were conducted with members of PSCs in Genena in West Darfur (WD) and Zalengi in Central Darfur (CD) as they often included officials who were too busy to track individually within the short period of the field mission.

34. **Observations** in locations where the project implemented physical livelihood support programs. The evaluation consultant identified the locations for observations based on information gathered from the project reports and through key informant interviews and during interviews with beneficiaries in the project locations. The aim of the observations was to capture qualitative data on how project support programs have impacted the lives of beneficiaries and contributed to achieving the project's outcomes and objective. When appropriate, videotaping and photos were used for documentation.

35. **Interviews and Town Halls with beneficiaries** including CBOs, women, youth and marginalized groups and local/native government officials. Related to the Observations efforts, the evaluation collected data from beneficiaries on how the project may have impacted their lives. Specifically, the evaluation asked beneficiaries about the situation before the project was implemented (at baseline), how it has changed since then, and how the project may have contributed to that change. Considering the socio-cultural and educational background of the research participants in this category, local evaluation assistants (two women and two men) were trained and prepared to conduct the interviews and focus groups using approaches that would help beneficiaries express their views and reflect on their experiences with the project safely. Townhalls were used in the beginning of each site visit as the community members often gathered in preparation for the evaluation mission. The gathering proved to be an effective venue for introducing the evaluation team and the objectives of the evaluation mission and for gathering community perspectives.

Table 2. Evaluation Data Collection

	Project-wide	West Darfur	Central Darfur	West Kordofan
Project Documents	Please see list in the Appendix			
Key Informants				
Project Staff (f/m)	5 (1/4)			
Implementing Partner Staff (f/m)		4 (1/3)		2 (1/1)
Donor Organization Staff (f/m)	2 (1/1/)			
State and Local Officials (Members of PSCs) (f/m)		5 (0/5) (in one focus group)	8 (0//8) (in one focus group)	3 (0/3)
Beneficiaries and Native/Local Administration				
# of Individual Interviews (f/m)		Ashamara: 3/3 Magmary: 5/2	Morando: 1/3 Tololo: 2/1	Al Setaib: 4/3 Alqantour: 5/4 Alhabeel: 3/3 Niematian: 3/7
# of Focus Groups and Townhalls/f/m		Ashamara: 2/14/8	Morando: 1/13/23 Tololo: 1/4/6	Al Setaib: 2/5/18 Alqantour: 2/7/10

	Project-wide	West Darfur	Central Darfur	West Kordofan
		Magmary: 2/3/3		Alhabeel: 2/19/31 Niematian: 1/4/27
Observations		1	1	1

Justification for methods used

36. Qualitative methods were used throughout the terminal evaluation for collecting primary data. Quantitative data from the Perception Surveys that had been conducted by the project was used in this report as secondary data. The quantitative data from the Perception Surveys offered sufficient snapshots of beneficiaries' impressions about the project. The terminal evaluation efforts complemented that effort with qualitative interviews and focus groups on the ground in order to respond to the "how" and "why" questions.

37. Interviews were conducted primarily using face-to-face formats. In exceptional situations when an interviewee was not available, or additional information was needed, interview questions and responses were managed using phone calls or emails. The combination of approaches ensured an effective reach of the targeted audience.

Selection criteria

38. The selection of respondents followed purposive sampling methods. For key informants, their role in the project or in relevant organizations was the determining factor in the selection criteria. For beneficiaries, in addition to purposive sampling, criterion sampling was also used as it allowed for engaging wider audiences of beneficiaries in addition to those who may have worked directly on project committees. The criterion used was that an interviewee or a focus group participant was either a member of a community that was targeted by the project, or benefited directly from project services such as vocational trainings.

39. The selection of the eight locations to conduct the terminal evaluation was based on geographical representation within each of the three regions: CD (2), WD (2) and WK (4).

Strategies used to increase stakeholder engagement and consultation

40. It must be said that stakeholders, and community members to that effect, were indeed eager to take part in the evaluation efforts. The support given by the staff of the IPs facilitated that effort to a great extent, given their credibility with government officials and community leaders. Therefore, a key strategy was to gain access to stakeholders through the same key staff members of the IPs. In addition, given the sensitive security situation in Darfur and Kordofan, a visit to the Humanitarian Aid Commission (HAC) at the beginning of the mission in Genena and in Zalengi served as an ice-breaker and a confidence-building measure with the government officials watching over all activities conducted by international organizations.

Details of how data were verified

41. In order to ensure proper verification of data, the evaluation design at the inception stage followed a structured model for preparing questions to address each of the evaluation areas of focus as specified in the ToR. That structure ensured that the same line of questions was used with various audiences and while conducting observations. This approach provided a structure for triangulating information from various sources and for addressing any discrepancies that may emerge. In addition, the data from the Perception Surveys offered yet another angle of triangulation into the data collected at the terminal evaluation. When needed, the evaluation consultant discussed with project staff items that appeared to receive varied responses, such as the completion of knowledge products as per Output 3.

Methods to ensure that potentially excluded groups were reached

42. The evaluation teams included women researchers. This was intended to ensure that there were no cultural barriers to reaching women. The evaluation assistants both in Darfur and Kordofan were also locals. This facilitated their access not only to women, but also to members of groups (such as some pastoralists) who felt more comfortable expressing themselves using their own dialects. In addition, instructions to the IP staff and to the committees were clear about convening representative members of all groups in their communities during the evaluation visits.

Methods used to analyze data

43. Thematic analysis, combined with content analysis as appropriate, were used primarily to identify the key elements of the project that seemed to influence the achievements of its outputs and outcomes, while assessing the “how” and “why”. Content analysis was used to assess issues such as the types of services that the respondents stated were achieved due to the project, or new services that they aspire to have.

Limitations to the evaluation

44. In terms of limitations, there were limitations due to the mission preparation, limitations due to unavailability of some project staff, and incomplete access to some documents. For the mission preparation, the amount of time allotted for the evaluation mission was too short for the evaluation consultant to spend time in Khartoum and to travel to the three locations to conduct the evaluation. As a result, the evaluation consultant conducted the evaluation activities in Khartoum, WD and CD, and commissioned and trained evaluation assistants to conduct the evaluation in WK. For availability of project staff who have moved on to other jobs, not reaching the staff responsible for project monitoring and for Output 3 was particularly a disadvantage to this evaluation. Finally, at the time of writing this report, the project staff were unable to provide full access to all project monitoring and progress reports.

Representativeness and Generalizability

45. The reframing of the ToC, as will be discussed later, may prove to be useful for wider application with UN Environment projects in Sudan and beyond. Language was not a problem in this mission as the lead evaluator's mother tongue is Arabic, and the four evaluation assistants spoke Arabic and local dialects.

Ethics and human rights issues

46. The evaluation team conducted all interviews confidentially, especially those conducted with officials. For interviews in the communities, all efforts were made to ensure confidentiality and privacy of interviews. However, given the cultural and communication dynamics in such communities, it was difficult to adhere to strict standards of privacy as envisaged in professional or modern settings. The evaluation team also ensured a safe supportive space for people who expressed divergent views, such as an elderly woman in Ashamara and an elderly man in Magmary. Women were encouraged to speak during group meetings. Space was made always to ensure their engagement with the evaluation activities. This was accomplished by targeting only women for focus groups or interviews to discuss efforts made by the women saving committees or by vocational trainings targeting women. IP staff who coordinated field visits were present in townhall meetings. Their presence in townhalls was intended solely to provide introductions and facilitate language/dialect explanations as needed. Their presence did not appear, at all, to influence discussions in any specific directions. IP staff, as members of PSCs along with government officials and UN Environment project staff, were present intermittently during PSC focus groups in a coordinating role. IP or project staff were not present during any other evaluation activities.

4. The Project

4.1. Context

47. The situation in the past two decades in Sudan in general, and in Darfur and WK in particular, shared several common risk factors to peace and stability, in addition to their own particular ones. Overall, Sudan has suffered from environmental degradation and political instability. According to the project's final report, "Sudan is a predominately dry country with typical Sahelian characteristics of low rainfall, scarcity of water, and short agricultural seasons. Drought is a common occurrence, with drought cycles extending up to 3 years. Impacts of climate change have made droughts more frequent." (p.6) Furthermore, "rapid population growth, migration and failing environmental governance structures have resulted in environmental degradation, and this coupled with a lack of investment in infrastructure, has had a significant negative impact on livelihood opportunities and poverty in WK. Poverty and unsustainable competition over resources have left communities exposed to conflict." (p.11).

48. These environmental factors led to increased tensions and violent conflicts between farmers and pastoralists who are a permanent feature of life in the two regions. Competition over scarce resources especially water, disputes over migratory routes for livestock and grazing, in addition to the overlapping layers of ethnic and tribal divisions all contributed to increased violent conflicts in the two regions.

49. Politically, the two regions also suffered. Darfur has been the scene of a violent armed conflict between the government, militias and various factions since 2003. The violent conflict in Darfur forced large segments of the population to seek refuge in neighboring Chad or in internally displaced camps. The massive displacement exacerbated the already fragile conditions due to the environmental challenges, and eventually led to new forms of conflicts between returnees after the conflict subsided around 2014 and pastoralists who had settled in the same areas.

50. In addition to suffering due to environmental degradation, "pastoralists of WK have been greatly affected by the cessation of South Sudan, which hinders them from crossing the border as they had done previously to find pasture and water for their herds. This has led to concentration of livestock in the already fragile grazing areas in the state, leading to overgrazing around permanent water points, creating potential conflict with farmers, spread of diseases and livestock death." (Project Final Report, p. 11).

51. Traditional dispute resolution and environmental governance structure mechanisms relying on tribal and religious leaders have also been disrupted by these environmental and political pressures. Against this background, the project was initiated in order to rebuild community relationships in order to reduce violent conflicts over natural resources (NR).

52. As the project commenced in 2016, favorable conditions supported its implementation in Darfur, as "a relatively stable situation has prevailed during the past year." (Project Final Report, p.10). Large numbers of Internally Displaced People (IDPs) have been returning to their homes. No major external challenges faced the project during its implementation. However, it is yet to be seen if the political events in Sudan in the last six months will influence the prospects of its promising sustainability whether positively or negatively.

53. Accordingly, the premise of the project is that natural resource degradation, poverty and poor management occurring within intense political and social conflicts in Darfur and Kordofan have led to the intensification of local conflicts over access to NR. The absence of inclusive dispute resolution mechanisms, coupled with increase in climate variability (e.g., drought, rainfall and flooding) have contributed to the persistence of violent conflicts over NR in the two regions. The project intervention is formed around building effective and equitable management of NR in order to perpetuate mutual trust and reconciliation in communities through collaboration and cooperation. In turn, the tangible peace dividends generated by such project have a transformative potential due to their impact on economic growth and state building.

4.2. Objectives and components

54. Building on Lessons Learned and Best Practices (ProDoc, P.22), three elements formed the foundation of the project outcomes and outputs: 1) a combination of hardware (improved resources, improved access, improved infrastructure) and software (institutions and relationships); 2) participatory community approach, and; 3) equality in the distribution of project benefits (ProDoc, P.22). Based on these foundations, the project was based on two outcomes and three outputs (Project Revision of June 2016, P.14-15):

Table 3. Project Outcomes and Outputs

Outcomes

Outcome 1: Reduced incidence of local conflict over NR through improved natural resource management and institutions for dispute resolution.
Outcome 2: Relationships over NR between communities and between communities and government in some of the village councils are strengthened
Outputs
Output 1: Improved infrastructure and equitable access to services for natural resource users in five project areas
Output 2: Participatory and equitable decision-making structure over NR strengthened and established in all project areas
Output 3: Knowledge products & best practices on improving relationships using NR developed and disseminated

55. While the overall objective, two outcomes and three outputs remained constant in the ProDoc and the project revision document of June 2016, the progress reports in 2016, 2017 and the final report of 2018 did not include output 3 or progress towards achieving it.

56. The project revision document of June 2016 addressed revisions to the indicators of the two outcomes and outputs 1 and 2. The revisions aimed at ensuring that measures of effectiveness were relevant based on information gathered during the inception phase of the project. For example, the ProDoc had the following indicator for outcome 1: "number of disputes over NR resolved peacefully through dispute resolution and mediation committees." The project revision document, based on the inception efforts, included a revision towards the use of percentages instead of numbers. It also stated that a more relevant indicator would consider not the number of conflicts, but instead "to document intensity of conflicts; how many are brought forward, and how many are resolved." (Project Revision of June 2016, P.14). More revisions were made to include information about gender and youth inclusion in relation to the second output.

4.3. Stakeholders

57. The ProDoc (p.23-24) identified seven stakeholder categories and their anticipated engagement and role in the project:

- State and local authorities participating in the project. Securing the buy-in of governmental authorities at the state and local level was key to starting the project. Representatives of ministries and agencies such as the State Water Corporation, State Ministry of Social Affairs Range and Pasture Departments, Forest National Corporation, and State Ministries of Agriculture, Animal Resource Department were included on Project Support Committees in the three target regions.
- Pastoralist communities that seasonally migrate through the project area. While one of the key beneficiaries of the project, the community participatory decision-making approach employed in this project ensured that their representatives were included on PSCs and in training workshops.
- Farmers in the project area. They too are among the key beneficiaries of the project. Through their farmers associations, they were engaged at all levels of the project.

- Community based organizations participating in the project. These organizations, including Peace Forums and Development Committees in the three regions were included at consultation and capacity building activities.
- The European Union (EU), as a project donor. In addition to its engagement as a donor, it would benefit from the lessons learned from the project to "help enhance its capacity for conflict prevention and peacebuilding and inform international, regional, and civil society organization's efforts to address issues of natural resource management and peacebuilding" (ProDoc, p.24)
- Other development and peacebuilding actors, e.g. United Nations - African Union Mission in Darfur (UNAMID). In addition to being a target audience of the lessons-learned dissemination effort of this project, they would offer expertise for the assessment and capacity-building efforts.
- Global Community of Practice in Environmental Peacebuilding. While not a direct stakeholder of the project, they stand to receive lessons-learned and may offer expert advice.
- In addition to the seven categories above, the project partners (SOS Sahel and DDRA) should be considered stakeholders as well given their potential role in supporting the sustainability and replication of the project.

58. **Gender Analysis:** The project design documents addressed the need to "ensure that women meaningfully participate in consultations as well as project activities, and share in benefits arising from the proposed activities, in particular benefits of agriculture, livestock and livelihoods-related extension work conducted by the project, which too often accrue mainly to male participants." (ProDoc, p.25). The documents emphasized the use of Participatory Impact Assessment (PIA) to ensure that "men and women will be able to define their own indicators of improved livelihood." (ProDoc, p.24).

59. **Indigenous People Analysis:** The project design documents focused on the negative effects of displacement and instability on the tribal make-up in the project areas. This resulted in eroding traditional governance mechanisms, including their role in resolving natural resource disputes. The project design asserted the importance of including especially pastoral groups in the emerging dialogue and management structures of the project.

4.4. Project implementation structure and partners

60. The project was implemented through UN Environment Sudan's Country office. A small project management unit was established in Khartoum and was responsible for planning, tasking, oversight and support of operations in WD/CD and WK. It was also to conduct quality control and the monitoring and reporting of project inputs, activities and progress towards milestones and indicators, and for documentation and knowledge-related project work, as well as for liaison with the donor and partner organizations. Operations in the two project areas were to be implemented in close cooperation with UN Environment's two Non-Governmental Organization (NGO) project partners: SOS Sahel (in WK) and DDRA (in WD/CD).

61. The Project Management Unit was supervised and supported by UN Environment's Country office in Khartoum, and the Post-Conflict and Disaster Management Branch (PCDMB) (now the

Crisis Management Branch) in Geneva. Technical advice and peer reviews was also to be provided by the head of the Environmental Cooperation for Peacebuilding Programme, based in Geneva. Overall management was to lie with UN Environment's Post-Conflict Disaster Management Branch (PCDMB) in Geneva. However, support by the Regional Office for Africa in Nairobi would also be considered important. This support allowed the project to connect with and benefit from the ongoing work of regional thematic teams.

62. Three PSCs, in WD, CD, and in WK were formed to act as the principal interface between the project and its numerous institutional partners, and the means of engaging these constructively and effectively in project implementation. Its purpose was stated in its terms of reference as:

> "The purpose of the Project Support Committee is (a) to ensure effective coordination between UN Environment, [DDRA/SOS Sahel] and the various government institutions and NGOs involved in project implementation; (b) to provide high quality technical guidance to and oversight of the project's work; and (c) to address operational problems and obstacles facing the project during the course of implementation."

The Inception and assessment phase

According to the Inception Report issued in May 2016, "the inception period was initially scheduled to start in June 2015, following the first transfer of funds to UNEP, and end in November 2015. However, on 1 June last year, UNEP and the UNEP-administered Multilateral Environmental Agreements (MEAs) moved financial systems from IMIS to UMOJA, a SAP-based enterprise resource planning tool.[3] Unfortunately, the transition has been fraught with challenges and access to funds was effectively blocked until early November. The first transfer of funds to the implementing partners, Darfur Development and Reconstruction Agency (DDRA) and Sahel Sudan (SOS Sahel), was made **on 3 November 2015**." (p.5). As a result, the Inception Report continued, "the inception period was extended to 31 March 2016." (p. 6).

The report listed the following key highlights of the inception and assessment phase (pp. 6-7):

1. **Donor engagement and visibility:** From the start, EU visibility has been a key feature of all project-related products and events. Two-page fact sheets in Arabic and English on the project, which feature the EU logo have been disseminated to government and civil society in the three target states, all training and event banners include the EU logo. Additional project related materials, including t-shirts and vests worn by the project team, also prominently feature the EU logo. Information on the project's activities and progress are featured in UNEP's policy and field updates which is made publicly available on UNEP's website as well as widely distributed amongst international policymakers, practitioners, and donors. Regular social media promotion of the project is also on-going. A project visibility event was planned for mid-May 2016 in Khartoum (the event was actually conducted on May 9, 2016).

2. **Legal instruments for implementing partners developed and signed:** Project Cooperation Agreements (PCAs) were jointly developed with the IPs, which included terms of reference, detailed work plans, and budgets. Comprehensive due diligence processes were also

[3]This was part of an overall UN Secretariat project, in accordance with UN General Assembly Resolution, to harmonise the way UNEP works around the world and to improve cost efficiency and service delivery.

completed for both partnerships. The legal agreements for SOS Sahel amounts to EUR 830,2250[4] and will be disbursed through four payments.

3. **Technical Agreements with government signed:** Technical agreements were developed by the two IPs with both state and federal counterparts for the three target states (WKS, WDS, CDS).

4. **Operational establishment and staff recruitment:** All project staff have been recruited and four field offices were operational to support project activities.

5. **Stakeholder mobilization (government & community):** Government and community ownership were foundational to the project's success and sustainability. The inception period therefore included extensive engagement with target communities and government counterparts in the three target States.

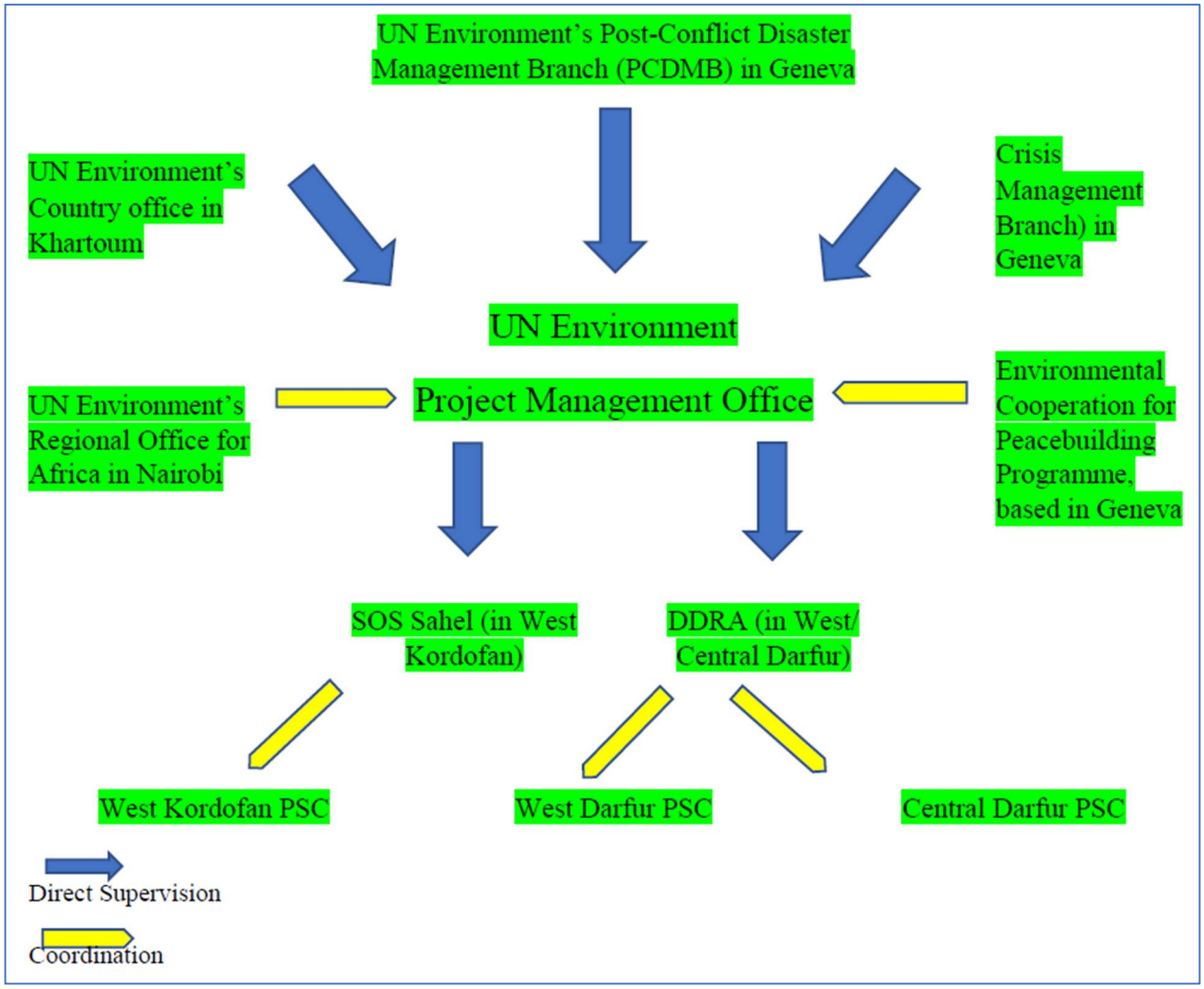
6. **Baseline surveys in project areas completed:** Two baseline reports were completed covering WK project areas and CD/WD project areas. Baseline reports provided detailed information on the selected communities, conflict situation and status of natural resource management and related infrastructure.

7. **Institutional assessments completed:** Two institutional assessments were undertaken to benchmark how formal and informal government entities at the state and local level carry out conflict resolution and promote natural resource management. The assessments examined how institutions coordinate, their mandates and their performance. It also looked at resources, scope, gender dimensions, as well as legislation and practices related to NRM and conflict resolution.

8. **Participatory monitoring and evaluation workshops conducted:** Two workshops were completed in El Fula, WK, and El Genena, WD, involving key project partners, government, and community leaders. The workshops enabled project participants to jointly discuss indicators around conflict reduction, define M&E roles and responsibilities, determine frequency of data collection, and identify data sources.

[4] The exchange rate applied on the date the funds were received was approximately 1 EUR = 1.093 USD

Figure 1. Project Organizational Chart



4.5. Changes in design during implementation

63. The project staff produced an inception report in March 2016 and a Project Revision (2) document in June 2016. Both included adjustments to certain elements of the logframe and project design (for example, eliminating the formation of an Advisory Group). The adjustments to the logframe related more to indicators but not to the specific outcomes or outputs.

64. The mid-term evaluation/review was not implemented due to the late start of the project (according to the project director). He further stated that "Mid-term review was not required for this project as per the MTR/evaluation criteria and guidelines." That statement was also suggested by the UN Environment evaluation manager, as projects with duration of less than four years did not have to conduct mid-term evaluation.

65. The project received a three-month no-cost-extension (until September 2018 instead of June 2018) due to a delayed start caused by issues related to transferring funds and currency exchanges. This did not result in changes to the scope of the project, but instead led to implementing more activities within the project's existing outputs and outcomes.

4.6. Project financing

Table 4. Project Budget

Component/output	Estimated cost at design[5] (EUR)	Estimated cost at design[6] (USD)	Estimated cost at budget redesign[7] (EUR)	Actual Cost/ expenditure (USD) (25 Nov 2018)
Output 1	1,501,271	1,816,538	1,656,135	1,509,059.77
Output 2	748,021	905,105	843,845	953,959.14
Output 3	300,688	363,832	-	-
PMU	405,441	490,583	405,441	631,847.81
Communications And Visibility	110,000	133,100	160,000	114,147.25
Programme Support Costs	214,579	259,641	214,579	220,986.37
Contingency	150,000	181,500	150,000	170,963.57
Total	3,430,000	4,150,300	3,430,000	3,600,963.92

5. Theory of Change

"Preserving the gains from the project is a big motivation for keeping good relationships" (Member of PSC- WK)

66. Since the evaluation inception stage and based on review of documents and interviews at that time, it became evident that although the project impact, outcomes and outputs at design remained intact, they missed a dynamic and interdependent pattern which seemed to run throughout the design and then the project itself. A modified ToC was introduced with the evaluation inception report and guided the hypotheses and assumptions of the evaluation mission.

67. **The main thrust of the modified ToC at the inception stage** was that the process of producing a ToC or logical framework often follows a linear pattern which assumes that specific inputs will first lead to specific immediate states and outputs, then second to a next level of intermediate states and outcomes and ultimately lead to the aspired impact. However, the documents and preliminary interviews conducted with this evaluation inception process suggest that the actual interventions on the ground benefited greatly from a more dynamic process. For example, the effort to start the work on the first output (access to NR infrastructure and inputs) required the implementation of needs assessment exercises. These necessitated the engagement with different community groups. That effort achieved two intermediate outcomes: trust-building and experiential (as opposed to instructional) awareness of the effectiveness of collaborative natural resource conflict management. That effort and its subsequent intermediate outcomes set a foundation for the second output (decision-making structures over NR established or

[5] From ProDoc BUDGET WORKSHEET (13 Jan 2015)
[6] From ProDoc BUDGET WORKSHEET (13 Jan 2015)
[7] Addendum 1 signed on 28 June 2018

strengthened), and each one continued to strengthen the other (as shown with the two-direction arrow between the two outputs in the diagram (see Figure 2). That synergy between the two outputs led to achieving the two outcomes also in a dynamic manner: The successes in reducing incidents of violent conflicts, related positively and inter-dependently to improved relationships. Together they positively influenced the outputs, creating a cycle of inter-dependent influences with and between the outcomes and outputs. That inter-dependence, dynamism and synergy are captured in the modified diagram below with the burgundy-colored arrows connecting the outcomes and the outputs in a circular fashion. The modified diagram also includes the component of "Participatory Needs Assessment". That component was included in the narrative of the project design and was emphasized during the preliminary interviews, yet it was not spelled out clearly in the ToC. One of the hypotheses for the terminal evaluation is that the initial need assessment efforts indeed set in motion a series of inter-dependent community collaborative efforts which led to that circular non-linear influence of the output and outcome components of the project. The project staff identified that pattern in the final report as illustrated earlier in this report under Project Outputs and Outcomes.

68. Upon completing the terminal evaluation mission and having observed the contribution of the project on the ground, additional changes are suggested. As will be elaborated below, a ToC based on **"Best Alternative to Relationship Agreement (BATRA)"** is introduced. In addition, a third intermediate state "sustainable social cohesion" is added.

69. The concept of BATRA is inspired by a well-established concept in the field of negotiations and mediation- BATNA (Best Alternative to Negotiated Agreement). According to BATNA, parties at a negotiating table will often assess their need to continue with negotiations based on calculating what they would gain or lose if they walked away from the negotiating table. If they assess that they would gain more or lose less than what they could achieve at the negotiating table, then they are likely to walk away. If they assess that they would gain less or lose more than what they could achieve at the negotiating table, then they are likely to remain in negotiations. BATNA is used as a tool to help parties assess their maximum and minimum demands in negotiations above or below which they would rather walk away.

70. Similar to BATNA, BATRA is based on the same logic: If I can satisfy more of my basic needs and interests by entering in a dialogical relationship with competitors over resources, with whom I would otherwise fight, then it is likely that I would maintain that relationship and abandon the old hostile ways. The dialogical relationship becomes a more useful means for satisfying basic needs and interests and leads to creating healthier community living for everyone. So BATRA extends the concept of BATNA beyond the specific gains and losses during a single negotiation, to the level of community relationships. BATRA is more complex as building such relationships requires that: a) parties acquire the proper skills for engaging with each other; b) all stakeholders be included; and, c) financial and technical resources become available to support the achievement of tangible gains for all.

71. The review of the ToC of this project at this terminal evaluation suggests that the inputs (see diagram below) were critical to starting the process of engaging in structured dialogical relationships. These inputs prepared community members to engage in assessments of their needs, identification of options for mutual gain, and implementation of plans on the ground. Tangible gains (outputs in the diagram below) through structured relationships broke the doubts and fears about the others, and as more gains were achieved (immediate state in the diagram below), the two outcomes related to improved relationships and reduced conflicts were also being achieved. The inclusion of all stakeholders, especially women members of all community groups

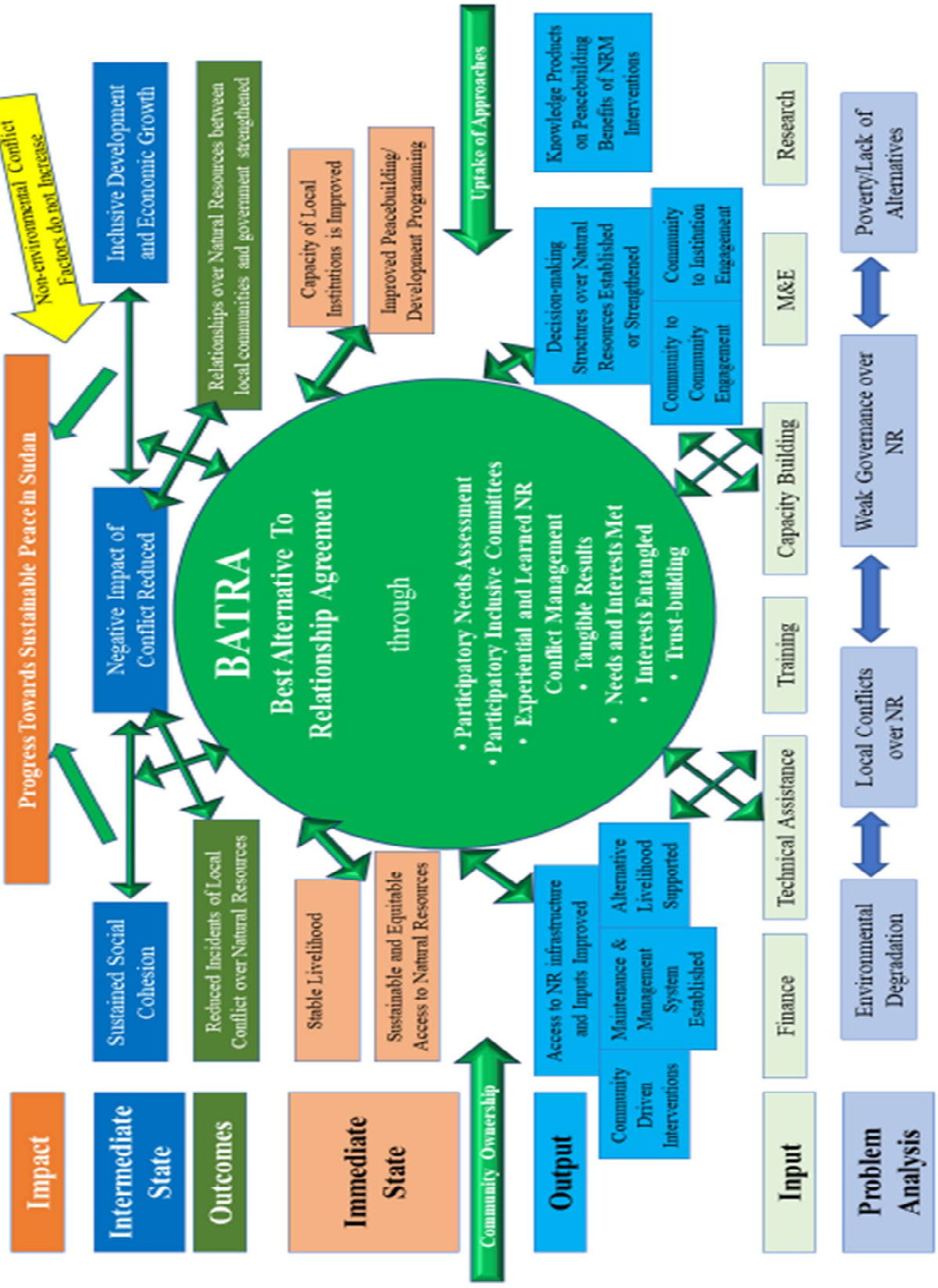
and government officials secured the existence of the relationships which took the form of committees at the community level.

72. As the achievement of the interests of each of the community groups became entangled with the existence and function of the committees, it became difficult to resort back to old hostile practices. This led to reduction in violent conflicts (Outcome 1), which led to proliferating community committees following the inclusive dialogical model (outcome 2). The interdependent achievement of the two outcomes continued, based on the ongoing BATRA dynamic, fulfilling the two elements of the intermediate state (as per the diagram below).

73. Finally, a dynamic intermediate state of the project emerged: Sustained social cohesion. Although the stated impact of this project at deign and at inception (progress towards sustainable peace in Sudan), is not realistically verifiable, what is verifiable at this stage is that those communities have achieved, because of the project, its processes and dynamics, a state of sustained social cohesion that is based on the BATRA model. That intermediate state is also dynamic as it has generated risen expectations among community members and continues to provide support to sustaining community committees even after the project ended. Data support and evidence for these statements about likelihood of impact will be discussed later in the Evaluation Findings sections.

74. The modified diagram below illustrates the ToC at evaluation. The bend-shape burgundy arrows represent the inter-dependence between project outputs and outcomes due to the synergetic mutually reinforcing dynamics of continuing trust-building, fulfilling needs and interests and reducing violent conflicts within dialogical inclusive and participatory relationship structures (CBOs and other committees). The added intermediate state “sustained social cohesion”, in addition to the existing two, mutually-reinforce (represented by the double-pointed burgundy arrows) the BATRA processes.

Figure 2. Re-Constructed ToC at Evaluation



6. Evaluation Findings

6.1. Strategic Relevance

- Alignment to the UN Environment Medium Term Strategy (MTS) and Programme of Work (POW)
- Alignment to UN Environment/ Donor/GEF Strategic Priorities
- Relevance to Regional, Sub-regional and National Environmental Priorities
- Complementarity with Existing Interventions

75. According to the approved ProDoc of the project, it is "fully aligned with the Disasters and Conflict Sub-programme within UN Environment's 2014-2015 Programme of Work, and will contribute to the second Expected Accomplishment: "The capacity of countries to use natural resource and environmental management to support sustainable recovery from natural and man-made disasters is improved."" (ProDoc, p.7). The project primarily contributes to "PoW Output 223: Policy support and technical assistance provided to post-crisis countries and United Nations partners to increase the environmental sustainability of recovery and peacebuilding programmes and catalyze environmental action, uptake of green economy approaches and the development of environmental legislation." (Project Revision of June 2016, P.1). It "links to SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels." (Project Revision of June 2016, P.1-2).

76. The project was conducted within the framework of the European Union (EU)'s instrument to support stabilization initiatives and peace-building activities in partner countries. "The Instrument contributing to Stability and Peace (IcSP) funds activities in the areas of (1) crisis response, (2) conflict prevention, peace-building and crisis preparedness, as well as (3) response to global, trans-regional and emerging threats. IcSP activities are implemented in partner countries around the world, in conflict zones, in post-conflict environments and in emerging crisis settings. IcSP actions thus contribute to an integrated approach to conflicts."[8]

77. At the national level, the UN Development Assistance Framework (UNDAF), responding to Sudan's Five-Year National Development Plan (2012-2016), recognized the close linkage between environmental degradation, resource exploitation and social conflicts. Accordingly, UNDAF established as one of its outcomes the need to improve community level natural resource management activities and resilience of rural communities. The project, according to the ProDoc (p. 9) was designed to "contribute to this outcome and also generate lessons that can be integrated into future programming."

78. The project complemented and built on efforts conducted in the field by other organizations. Since the mid 1980's the UN and international agencies and NGOs started working in the greater Sahel route due to the drought at that time. The whole response was NGO driven and designed in a top down approach with hardly any community consultation. For example, according to an IP Staff member, "the stable food in west Sudan is millet. But the American sorghum was brought, and people had to eat it as they had no choice. When the crisis eased, they stopped eating it and resorted to their own millet and gave the sorghum to their animals." The experience has changed

[8]https://ec.europa.eu/fpi/what-we-do/instrument-contributing-stability-and-peace-preventing-conflict-around-world_en

with more bottom-up approaches and mechanisms for how to consult people on what and how to be assisted. Earlier responses focused on humanitarian and emergency responses. As the conditions in these areas improved, different forms of intervention away from emergency to recovery and reconstruction emerged. To make the new approaches effective, "you need to talk to people. We talked to people about their own perceptions and this is how we developed the project: talking to every level in the community from individuals to authorities to committees. The basic idea was to work with communities to serve themselves as they knew what they needed and how to deal with them," said an IP Staff member.

79. According to a UN Environment project staff member, several lessons learned from Community Environmental Action Plans (CEAP) were used especially the climate change dynamics, the community involvement in adaptation to climate change, and how to develop a local strategy for resilience in addition to conserve and regenerate the environment. Another learning from CEAP was the realization that conflicts would always happen and therefore the project was about reducing the violence of conflicts.

80. Furthermore, the UN Environment leadership staff stated that the project benefitted from cross-fertilization with similar ones. An example is the relationship matrix development which was tailored after similar projects such as the Wadi El Ku project, a UN Environment project launched in North Darfur. The latter established Village Development Committees (VDCs) that continued to work past the project. This informed the community planning in this project which was also inspired by CEAP which has been used in a number of localities. The project also benefitted from interactions between its team and two similar initiatives conducted by the International Organization for Migration (IOM) and the World Bank, which were in a more advanced stage, such as organizing CBOs and engaging women despite traditional and cultural challenges. In a focus group with CD PSC members, it was stated that "culturally, women would not be present in committees, but the project encouraged their participation. Other organizations and projects that applied CEAP had ensured women participation. So the concept was already there, and this project reinforced it."

81. A rating of Highly Satisfactory is in order for this section. According to the Evaluation Criterion Rating Descriptions Matrix[9], the project's implementation strategies and delivered contributions (results) show explicit and full alignment with all of the following:

a) UN Environment's Mandate, Medium Term Strategy / Thematic Priorities.
b) Regional, sub-regional and / or national environmental priorities (e.g. NAMAs / UNDAFs)
c) Target group and beneficiary needs and priorities
d) Donor/funding agency priorities
e) The intervention was complementary to other recent, ongoing or planned interventions by UN Environment or other organizations working in the project area or on the same problem/issue.
f) UN Environment's Capacity building (BSP), and South - South Cooperation policies (where applicable)

Strategic Relevance	Highly Satisfactory

[9] UN Environment Evaluation Office, Evaluation Criterion Rating Descriptions Matrix, 2018: http://wedocs.unep.org/bitstream/handle/20.500.11822/25544/1_Criterion_rating_descriptions_matrix_17.04.18.docx?sequence=3&isAllowed=y

6.2. Quality of Project Design

82. Overall, the project design appropriately established a problem analysis and offered a robust plan for addressing it. The following are major strengths of the project design:

- The design connected the project as a continuation of past UN Environment efforts in Sudan and planned ones in the future.
- It served the strategic objectives of UN Environment, and offered needed support to peacebuilding efforts in Sudan.
- It built on lessons learned from similar activities in the field, especially with its emphasis on combining hardware and software inputs, participatory processes and equal access.
- It included a robust situational analysis and assessment of the needs of different groups in the target regions.
- It relied on the support of credible local partners with knowledge of the region, peacebuilding and conflict management and natural resource management.
- It aspired to establish a robust M&E system that relied on the use of community participatory methods.
- It included a consistent theory of change along with a practical, implementable and measurable logical framework.
- It accounted for external factors, both natural and human-made, and offered a realistic objective of preventing or reducing the occurrence of violent conflicts over NR.
- It included a participatory governance model with the establishment of Project Support Committees (PSC).

83. The following are the major weaknesses of the project design:

- The original project design had an ambition to document and produce various knowledge products for wide dissemination and replication with future programs (output 3). Follow-up revisions of the project design seemed to fluctuate about that particular output.
- There is no mention of an exit strategy in the ProDoc or related documents. The reason provided during the terminal evaluation was that the project, as part of its design, established agreements and MoUs with governmental and local entities to ensure that project assets were all owned and/or operated by the community.
- The project design stated as its impact to "Progress towards sustainable peace in Sudan." Given the specific geographical focus of the project, and its emphasis on NRM, it is too ambitious to aspire for such a wide impact for the entire country.

Quality of Project Design (in the inception evaluation report)	Satisfactory

6.3. Nature of the External Context

84. Since the planning phase of the project, UN Environment recognized in the approved ProDoc (p. 8) five external criteria for selecting the project locations in WD/CD and WK:

- They are areas of present and historical tension over NR;

- The political drivers of conflict are comparatively muted (reducing risk exposure);
- They are areas where communities have expressed willingness to rebuild bridges with each other;
- The selected localities are areas where two of UN Environment's most experienced NGO partners (DDRA and SOS Sahel) have established presence and pre-existing level of community trust;
- The communities have received other peacebuilding investments that the project can build on and learn from.

85. All these factors seemed to work in favor of the project. Especially in Darfur, the de-escalation of the armed conflict over the past few years created sufficient stability that allowed for implementing the project. At the same time, there remains a large number of IDPs waiting to return to their homes.

86. Under-development in the project areas continues to pose structural threats to the continuity of this or similar projects, as basic needs are under-satisfied. This was evident from the lists of demands that beneficiaries asked for which reflected their dire need for basic necessities. Infrastructure in terms of roads and electricity for example poses ongoing challenges to communities and beneficiaries. Access to some of the project localities and between them is yet another challenge.

87. On the political level, the recent developments that resulted in ousting President Bashir may have effects on the entire country including the project localities. Grievances against the Bashir regime during the Darfur conflict may resurface with demands for retribution. Reactions of Islamists to the popular civic demands is yet another developing external dynamic that may affect the entire country. These developments took place after the project ended. They may affect certain dimensions of its sustainability, as will be discussed later.

88. In terms of the Evaluation Criterion Rating Descriptions Matrix, during the duration of the project, only one (infrastructure) of the following elements of the criteria rating did not exist. This places the project rating at Favorable, as the Matrix requires that all of the following conditions exist for a Highly Favorable rating:

- Climatic events (hurricanes, droughts floods etc.) that could affect project operations have not occurred.
- Security situation was favorable and stable. Security issues have not affected project operations
- Infrastructure (roads, power, telecomms) are robust, modern and stable – facilitating efficient project operations
- Economic conditions are favorable and stable allowing efficient project operations.
- Political context is favorable and stable allowing efficient project operations.

Nature of External Context	Favorable

6.4. Effectiveness

89. The discussion in this section will rely on the following sources of information: The reported logframe results in the final evaluation report; the baseline and perception surveys; and, data collected during the terminal evaluation mission through interviews, focus groups, observations and review of project documents such as the monitoring and progress reports. For each outcome and output, the discussion will commence with a logframe table showing the baseline, target and actual results for each indicator. This will be followed by a discussion of the "what" and "why" based on information in the final report, the baseline reports and the terminal evaluation mission data.

90. Three observations are worthy of mentioning before discussing the effectiveness of the project:

- The baseline research studies in WD/CD and in WK did not follow consistent methodologies. Both studies referred to the project outputs but did not mention the project outcomes. This seems to have diverted their focus more towards details related to communities' infrastructure and NR, and less towards indicators related to the project outcomes. This was more evident with the study in WK. The two studies would have been more useful for evaluation purposes if they had followed similar methodologies and measured more directly indicators associated with the project outcomes and outputs. Furthermore, although both studies referred to output 3 (knowledge products), neither included it in their research.
- The project succeeded in achieving more qualitative transformations in the communities beyond the stated outcomes and outputs of the logframe. One example of such positive changes is the transformation that has taken place in communities, especially for women, as a result of engaging them on committees and supporting them through revolving funds and loans. This contributed to improvements in their lives and their status within their families and communities. Such significant effect of the project, among others, was hardly captured in the logframe, as they were not included as performance indicators. However, the final project report did include examples of such effects, which were corroborated in the terminal evaluation mission, and will be reported below along with logframe results. This will ensure that the entire effect, and to some extent impact, are well-presented. The following quote from a focus group conducted with PSC members in Zalengi illustrates the point about the effects of the project on women and beyond: "Culturally the man is the one in charge of major decisions such as selling or purchasing animals. The saving and investment funds helped women to make decisions and generate income without returning to men. This makes women more independent. Men are accepting these changes as they see the improvement. For example, when paying a child's education cost from that income, the man is happy."
- Related to the point above, the improvement of community relations as a result of the project activities exceeded the expected outcomes of the project which focused on their utility to reduce violent conflict over NR and to manage them better. The improvement in relationships between community groups who used to be in interlocked violent conflicts with each other improved to a point of building positive social cohesion. The new relations are allowing community members to explore more economic and social opportunities beyond the specific project's focus on NRM. The project staff recognized that potential and effectively used the no-cost extension and the additional income that resulted from

favorable currency exchanges rates to support community members with new initiatives especially ones related to saving and loan funds and income generating activities.

- The discussion in the section below on Effectiveness reflects the inter-related dynamics explained above in the reconstructed ToC and in the BATRA model. Accordingly, for example, inputs such as training would be reflected in discussions about strengthening relationships because by attending training workshops not only did community members gain skills, but also connected with each other and forged stronger more cohesive social and economic bonds.

91. In terms of ratings, the project exceeded its stated outputs and outcomes as they related to reducing violent conflicts and building effective and harmonious relationships for NRM and several other aspects of community life. The delivery of outcomes 1 and 2, and outputs 1 and 2 exceeded expectations both quantitatively and qualitatively. Relationships did not only multiply, but also proved to be functional and healthy within and between communities and with the government. Equitable access to NR for all groups was evident and effective. Violent conflicts over NR were reduced significantly and effective community and community-government relationships were established and continued to function after the end of the project. Inclusiveness of all community groups, women and marginalized groups was effective. Participatory mechanisms coupled with training ensured that outcomes were achieved.

92. The impact of the project is already felt where it has been implemented and will likely continue given the strong sense of ownership in the communities and the self-sustaining mechanisms in place. Replicability of the project components in other parts of Sudan carries a likelihood of "progressing towards sustainable peace in Sudan," although such an impact should have been stated in a more realistic fashion during the project design stage.

93. The confusion about the design and implementation of output 3 affected negatively the quality of knowledge products and their use during the project. However, it is the evaluator's assessment that the gap in fulfilling output 3 does not negate the impressive success achieved with the rest of the outcomes and outputs, which had direct positive effects on communities that had for long suffered from violent conflicts over NRM. Developing knowledge products may indeed be more beneficial to UN Environment and other stakeholders now that the project is completed. Therefore an overall weighted rating of "Highly Satisfactory" is in order.

Effectiveness	Highly Satisfactory

6.4.1. Delivery of Outputs

Output 1

Table 5. Output 1 Indicators and Results

Output 1: Improved infrastructure and equitable access to services for natural resource users in five project areas		
Indicators	Baseline/Target	Actual Results
1. Number of functioning NRM infrastructure in project areas	West Kordofan: Water yards: 23 Hafirs[10]: 12 Target = Water yards: 31; Hafirs 13 West & CD: Hand pumps: 31; Hand-dug wells: 8; Hafirs: 1; Nurseries: 0 Target = handpumps 50; hand-dug wells 14; Hafirs 4; nurseries 7	West Kordofan: Water yards: 32, Hafirs: 14 West & CD: Hand pumps: 54, Hand-dug wells: 18, Hafirs: 4, Nurseries: 7
2. No. of people served by NRM infrastructure	Baseline = No people served by new infrastructure Target = At least 20,000 people benefiting from improved NRM infrastructure	An estimated 73,226 people benefited from improved NRM infrastructure.
3. increase in % of people (men & women, farmers and pastoralists) surveyed reporting improved access to water for human and animal consumption	Baseline = No people reporting improved access to water Target = At least 50% of surveyed population in the three project areas note improved access to water for human and animal consumption	84% of surveyed population in three states note an improvement in access to water for human and animal consumption. Detailed breakdown: 61% stated that there was a vast improvement and 23% stated that there was some improvement. 8.9% said there was no change and 7.3% said that the access had worsened.
4. Number of people (men & women) that are provided with farmer & pastoral services (para-vet, vaccinations, seeds)	Baseline = No people have received farmer and pastoral services Target = At least 5,000 farmers and pastoralists benefiting from pasture and vaccination services	An estimated 7,725 households across the three states benefited from services provided by the project.

[10] Hafirs are small lakes constructed in low lying areas to allow water to be stored during rainfall events. (https://ascelibrary.org/doi/abs/10.1061/41036%28342%29230)

94. As corroborated during the terminal evaluation mission and site visits, the final project report and the figures above all confirm that the project indeed succeeded in achieving its target objectives and often exceeded them. Behind the success of the project in addressing infrastructure needs in communities was the collaborative work of inclusive communities which ensured that all stakeholders, including all segments of communities, had their needs and interests addressed. The continuous success of committees in representing all segments of communities and engaging officials and governments, allowed for achieving high rates of success.

Figure 3. Water Pump in Ashamara, WD

95. The perception survey also confirmed these findings. The following chart from the perception survey illustrates the perception of beneficiaries of the extent of their access to project services (p. 16):

Table 6. Accessibility to Support Services- Individual Beneficiary Responses

	Darfur			Kordofan		
	Improved	Reduced	No change	Improved	Reduced	No change
	%	%	%	%	%	%
Water (for human)	94.1	-	5.9	85.2	-	14.8
Water(for animals)	91.2	-	8.8	84.1	-	15.9
Veterinary services	25.5	-	74.5	84.1	1.1	14.8
Nurseries & forests	81.4	-	18.6	8.0	17.0	75.0
Rich pasture	68.6	2.0	29.4	31.8	17.0	51.1
Small and revolving funds	96.1	-	3.9	56.8	9.1	34.1

96. Members of PSCs related the success of the project in improving the quality of NR infrastructure to the healthy relationships between community members, government officials at all levels and the project staff. Their comments included:

- "These committees contributed to reducing the cutting of trees for example and this preserved the environment. More rain came down which saved food for animals."
- "Committees contributed in the spirit of cooperation in the community and taking initiative. They were used to wait for others to do things for them. Now they can manage and start initiatives."
- "Committees gave a chance for ministries to channel new projects even when they come through different donors."

Figure 4. Nursery in Morando, CD

97. The investment in infrastructure, especially water yards and hafirs, had significant effects on communities. Building of hafirs contributed largely to improving various dimensions of life. One PSC member stated that because of building a hafir in Abu Sha'r, "there are now organizations that are working on providing seeds and farming support so that they can make use of the water. Same in 'agal. Even the lifestyle and economic patterns adjusted because of the hafir." People suffered in the past as some water stations did not work and were in need of rehabilitation. Rehabilitating them "made people appreciate the benefit from these stations. This reduced tension between people and groups. This also led to increased economic activities such as farming," said a PSC member.

98. Members of PSCs also highlighted the direct benefits to communities as a result of the improved infrastructure. They stressed that communities as well as government agencies benefitted from the project. The positive effect reached also harvest, animals and livestock due to improvements in migratory routes and better coordination between pastoralists and farmers. Their comments included:

- "The entire community benefitted. Also government agencies benefitted. For example, the animal routes reduce conflicts that otherwise would use government resources to address them."

- "The harvest for example is preserved as animals no longer destroy harvest as used to be. This helps with food security."
- "The community benefits even beyond the three locations of the project as outsiders such as pastoralists can use water and other sources."
- "The project trained people in some areas that generate income and give them things that allow them to work gainfully. They also gain from the water assets that they manage. They also received boxes with vet items and medicines so that they can use them as a revolving source."

99. PSC members stressed that women were actively involved, and that this led to new ideas about how to include them. The role of women in those societies is large anyway and therefore it was necessary to make sure they were engaged. Their participation in the project led to their engagement in new activities such as recycling local products and offering them for sale, which contributed to their income. In addition, the fact that women went out to the public space and were well-received was a big step especially in CD and WD. In addition, they had the opportunity to learn about new areas such as managing projects. "I am sure this sets a foundation to make women's involvement in society more normal," said one PSC member. An example of how the project infrastructure improvement helped women related to their role in supplying water to their households: "Women are in charge of brining water. Now they spend less time and get water easier than before. They now express themselves and know their rights. She now knows that she can contribute," said another PSC member.

100. The effects of the project on youth were also highlighted by PSC members and government officials. They stated that youth were trained in vocational training which helped them find jobs. "Some training for example was suitable to specific people such as young men. But the service itself becomes useful to everyone," said one government official serving on a PSC. Another stated that "youth were seriously engaged including for example in the vocational training. Also the public image or media effect was very positive regarding the training of youth and their work as a result."

101. From the beneficiaries' perspective, the project introduced and rehabilitated various infrastructure facilities. Respondents from Ashamara mentioned the development center, the well, water pump, the plant nursery, the stoves, the savings fund, the mill, the donkey cart, vocational training, gas pipe and its accessories, water pump maintenance and ploughs. In addition, "The project connected the village to the city by registering the committees and organizations and opening bank accounts."

102. Magmary respondents mentioned that they benefitted from project services such as the training programs, maintenance for two water pumps, distribution of potted plants, a plant nursery, the savings fund, and gas pipes, school fees & children's clothing through the savings fund, solving the farming and pastures problems during the growing season, and learning to bake. One participant added that they learned to manufacture products from materials existing in the surrounding environment, which brought in cash. A female beneficiary said, "the provision of water supply helped children go to school consistently, because now they do not have to carry water to their homes. It saved the time and effort that used to be spent on carrying water for long distances, taking up to an hour".

Figure 5. Water Station in Alhabeel, Babanousa, WK

103. Tololo respondents mentioned that they benefitted from project services such as the water pump, the savings fund, solar energy, houseware for both men and women, four wells, 20 gas pipes, conflict resolution training, vocational training, and the promotion of understanding and social communication between people through exchanging visits. Morando respondents stated that the project contributed to the popular forest, two water pumps, two wells, the community center, a donkey cart, a plant nursery, two water tanks, stoves, the school, the mosque, the hospital, the pharmacy and training for the committees. One participant added, “It made the village safe and

reconciled the farmers and the pastoralists. It connected the village to the city". In addition, a participant from the popular forest service committee said, "there will be future gains from the shade, fruits and the abating of the wind". In addition, "the popular forest offers a chance for recreation and holding celebrations for all segments of the community. Many people also gather in the forest in Ramadan to enjoy the shades of the trees, which makes them communicate socially on a wide scale". Mourni beneficiaries listed: gas pipes, a meeting center, vaccination training, the plant nursery, the popular forest, and a pump. One participant added, "It got us to know and trust each other through the training workshops".

104. In WK, the project provided the necessary tools for the trainees, for the community (such as carts -donkeys-) and for the maintenance of the water stations, which kept the water service running. It expanded the community's experience in managing resources and trained key staff on maintenance and management. It also provided aid and furnishings to the committees' offices (chairs, desks and closets). All this led to the development of the community, saved time and reduced expenditures.

105. In addition to the above, the project worked on legalizing the status of the committees through their registration. According to the Women's Development Committee in Alqantour, "It brought us training, and an increase of income through the women's funds." It also brought an increase of knowledge and practical expertise through meetings and contributions. "It brought us farming seeds, the circulating funds, the women's funds, an increase in income and returns from capital", as mentioned by the Women's Development Committee in Niematian.

106. The project also helped in bringing stability to the community and in supporting peaceful coexistence. "It brought security and handled the transgression of pastoralists on farming grounds", according to Qar' Alhabeel Conflict Resolution Committee members. It improved the citizen's conditions and ended conflicts, they agreed.

107. Only one interviewee from Qar' Alhabeel said that the project did not bring anything to the community and that the participants did not have enough time to practice what they learned and that they needed more training.

108. Contrasting the earlier views that the elderly did not benefit from the project, a participant from Magmary said that the elderly benefitted the most from the elimination of the need for firewood because it took a lot of time and effort to get it. In Morando, a participant said that the project helped the elderly "settle because they used to move between the farms and the village".

109. Members of the popular forest service also highlighted the social importance of the forest as a spot for holding celebrations and connecting with people. They said, "we will hold the Eid prayers under the trees of the popular forest in the future". Similarly, in Ashamara and Morando participants said that the savings fund had an additional social benefit for women. It not only helped them establish their businesses, it also "helped them a lot with strengthening social bonds".

110. When asked whether the women and disadvantaged populations benefitted from the project, all participants replied with the affirmative "yes". However, four participants from Ashamara and one participant from Tololo said that the elderly and weak women, "did not benefit from the savings fund because they cannot keep money circulating". Otherwise, improvements that women, youth and the disadvantaged benefitted from included the consistency of the water supply, the expansion of the market, the produce of the plant nursery, food production, the protection of farms, and the savings fund in the case of women.

111. In WK beneficiaries affirmed that women, youth and disadvantaged people benefitted from funds, training and ownership. Women and youth in particular received vocational training and benefitted from training tools and job opportunities, whereas families received small funds to start their own small businesses and ventures or even to invest in agriculture. Members of Qar' Alhabeel Women's Development Committee stated that women gained experience and the ability to make a decision. The whole community benefitted from the presence of sanitary water nearby. A beneficiary from Alqantour said that "citizens are more settled and the ease of access to water saved time and facilitated the means of making a living". The trainees of the workshops provided their services to the whole community: the sewing and dressmaking workshop, for instance, provided school uniforms for the community's students.

Figure 6. Townhall Meeting in the Community Center Built by the Project- Ashmara, WD

112. Despite the evident success of the project in ensuring that all sections of the community benefitted from its activities and services, as has been suggested by some interviewees above, two groups particularly did not: the elderly and some groups of seasonal pastoralists. Especially older women did not qualify for the loans offered to abled women, as the funds were designed to support gainful activities. The revolving fund component of output 2 was designed to support business start-ups. As such, an implied assumption was that those who would benefit would be capable of engaging in gainful activities. Elderlies who were not able to work did not qualify. This added to

their sense of dependency and marginalization. In the future, it may be necessary to include a "social responsibility" component to business-focused activities.

113. The second group is made of passing camel pastoralists who are a typical feature of community life in the project areas, but they do not stay long enough. Although they bring a lot of economic benefit to the communities (according to an IP staff member), through the trade and sale of community products, they also have different needs and practices that continue to cause problems. Related to this point is an observation made by a PSC member in WK that the project followed a south-north path in selecting its locations. If it had also moved east-west it could have reached more migratory pastoralists who take those routes. Finally, the project focused on farmers and pastoralists in rural areas. The fact is, according to the same PSC member in WK, that "some pastoralists do move inside cities. This necessitates support with water resources and animal health in cities as well." The project design targeted specific communities known for heightened levels of conflict between farmers and pastoralists. This criteria was specific in nature, and therefore did not include other pastoralist groups whose migration route or pattern did not pass through the selected sample. The design also did not target emerging patterns of conflicts or needs among pastoralists moving into towns and cities. In the future, it may be necessary to ensure that a mid-term review/evaluation is conducted with a focus on "what else is needed" in addition to the existing project focus and target areas/groups.

Output 2

Table 7. Output 2 Indicators and Results

Output 2: Participatory and equitable decision-making structure over NR strengthened and established in all project areas		
Indicators	Baseline/Target	Actual Results
1. Increase in percentage of existing or new decision-making structures at village level with male and female representation trained on improved NRM and conflict management	Baseline = 25% 24 decision-making structures at village level with limited representation by women and youth [In WK, includes 16 village development committees, in WD/CD 8 peace committees] Target = At least 75% of NRM/peace committees include representation from women and youth with training on NRM	100% of committees targeted by the project (24 VDCs) include representation from women that were trained on NRM and management and planning.

Output 2: Participatory and equitable decision-making structure over NR strengthened and established in all project areas		
Indicators	Baseline/Target	Actual Results
2. Number of Community Environmental Action Plans (CEAPs) completed and operational	Baseline = CEAPs have been initiated in 2 village councils Target = CEAPS are developed and operational in 3 village councils	8 CEAPs were developed during the project and are currently operational The initially planned 3 CEAPs were developed/updated in Darfur and 5 additional CEAPs were developed in WK.
3. # of joint action plans/agreements/ strategies between communities and state/local authorities	Baseline = No joint action plans/strategies have been developed through the project Target = At least 3 joint action strategies have been developed (one in each state)	4 MoUs were developed and signed through support from the project. WK: 3 MoUs were signed between the Rural Water Corporation (RWC) and the communities of Al Habeel and Agbash El Karo respectively; and between para-vets, the Ministry of Animal Resources and Rangeland and a pharmaceutical company. WD: a tripartite MoU was signed between the community in Morriat, the Forest National Corporation (FNC) and the Locality Administration.

114. This output is the backbone of the project. As has been explained with the BATRA model, the inclusion and participation of different segments of the communities in the committees, their identification of their needs and interests, and their working collaboratively to fulfil them through infrastructure support, trainings and other modalities, all contributed to achieving the project's objectives. The final project report (p. 31) described the establishment of VDCs which are overarching, umbrella structures that oversee all developmental activities in villages, with agreed female participation. VDCs are made up of various decision-makers and community members from each village, including Native Administration and NRM committees. Their objective is to empower communities to be involved in decision-making processes, and to coordinate development efforts across different committees and groups.

115. However, although anecdotal data below confirms that women, pastoralists and farmers, including various tribes, were engaged in the project, the quantitative data in all sources (monitoring, progress, etc.) did not include disaggregated data on their numbers, except for women.

116. Twenty-four VDCs were established in all three project areas (16 in WK and 8 in CD and WD). They all included women participation although at lower ratios compared to men. However, given the push-back that the project faced due to traditional and cultural resistance to women playing a public decision-making role, the assessment of equitable participation by women should be viewed carefully. Equity under such circumstances should not be assessed at this early stage based on

equal participation, but based on getting women to have a place within public decision-making settings. Another more realistic indicator of equitable participation by women would be about the quality of their participation and the extent to which they engage in decision-making especially on matters that directly concern their activities. This qualitative indicator, and examples of its application, are discussed below.

117. According to the final project report and interviews with IP and project staff, the eight VDCs in Darfur consisted of 209 members (73 female and 136 male) "who were trained by the project in establishing CBOs, community-based planning and management, reflecting a 35% female participation rate. Furthermore, all 27 decision-making structures in the 8 target villages in Central and West Darfur had at least one female participant. This included 24 water, forest and range management committees and 3 CEAP committees." (p. 31) In WK, the traditional and cultural resistance was stronger against women participation. Accordingly, the IP staff adjusted the participation model by establishing an agreement that each of the sixteen VDCs must include at least three women "attending meetings and planning sessions." (p. 31)

118. The project also supported existing CEAPs and developed new ones, with the objective of identifying environmental priorities in their respective villages using participatory approaches (Final Project Report, p. 32). The project support focused on training CEAP participants, including women, on the use of participatory approaches to develop and implement community action plans. In CD and WD, five of twenty-five new participants, and 45 of 155 participants from five villages in WK, were women.

119. The formation and official registration of CBOs, including VDCs, were essential to the fulfillment of the third performance indicator. By registering these village entities legally, they were able to enter into agreements with state authorities, and to perform tasks such as fee collection. Accordingly, agreements between these committees and the state were signed in WK (three) and in WD (one). The agreements established the ownership and use arrangements of NR facilities between the state and the communities. For example, in Agbash El Karo (Muglad Locality) and Al Habeel (Babanusa Locality) villages in WK Memorandum of Understanding (MoU) were signed between the village-level water management committee and the RWC in January 2018. This agreement ensured that "while the RWC owns the water yard rehabilitated by the project, the water yard management committee manages the maintenance of the water yard, including collecting usage fees and carrying out repairs." (pp. 32-33) Interviews with PSC members confirmed the significance of these agreements, and their positive reciprocal effects to the state officials and the communities.

120. While the logframe figures and the quantitative figures presented above confirm the quantitative achievement of the project, the terminal evaluation data discussed below provides insights into how these entities worked together in order to address the needs and interests of the communities and beneficiaries.

121. Although committees had existed for purposes such as for water management and vaccination, often, they consisted of the community and some of the leaders. Usually these committees excluded other groups or tribes. The project aimed to make sure that they included all stakeholders. "When each group knows that they are represented then they feel that their interests are addressed," said one UN Environment project staff member. In addition, the previous committees did not have accountability to one entity. To address this, the project developed VDCs as umbrella organizations, and included different groups in steering committees to develop their constitution.

122. In addition to VDCs, there was a need for committees to address conflicts (peace forums) at the administrative unit level or at the village level. In some locations the committees at the village level were suitable such as in WK because they served the purpose of conflict resolution better and the number of tribes was not large. In Darfur "we found that peace forums at the administrative unit level were more effective for resolving conflicts. So we chose to establish them at administrative units where the project existed especially around animal routes," said the UN Environment project staff member. The peace forums and VDCs were developed with emphasis on being participatory. This included representatives or all important stakeholders such as state security, local government, tribes, local leaders and influential people (for example merchant or educated persons). All such committees were registered and decreed either from the locality or the state.

123. One member of a PSC in WK explained that the nature of the group and the purpose dictated the membership. PSCs, for example, included representatives from government agencies that were relevant, SOS Sahel, UN Environment and also a representative from the university's peace studies department. But for community committees, the members were the people. For example, the committee for the hafir in el 'agal included members from the local administration, women, and people who represented the different community groups who have vested interest in the management of the hafir. Peace forums included mostly members of the native administration, youth and representatives of various community groups. Some committees for pastoral camps, for example, included people who dealt with animal resources from government and community as these committees were more technical.

124. One important factor for the success of these committees was the training of their members. They received training on topics such as conflict resolution, water management, etc., in order to conduct the committee work efficiently. For example, "according to the baseline analysis in the two localities in Darfur, existing committees were non-functioning or poorly functioning. Therefore, re-establishing and training these committees has been essential to enable the communities to improve coping mechanisms and manage natural resources sustainably. Between October 2016 and December 2017, the project established and trained a total of 24 NRM committees (water, forest and rangeland management committees in each of the 8 target villages)." (Final Project Report, p. 36). Training water management committee members included "carrying out repairs, maintenance and effectively sharing the water with all members of the community. Specifically, training included: hygiene promotion, sustainability mechanisms including tariffs, wastewater management, stock-taking and logistics." (p. 36)

125. Reflecting on women's participation, an IP Staff member stated that before the project women did not participate sufficiently, and even when they did their engagement was weak. In order to best engage them, the project developed committees and insisted that women must be present and participate in trainings to serve on committees. Eventually their participation improved, as the figures presented above illustrate. CEAP training and participation, for example, helped women to engage and to set priorities using specific tools. "CEAP is an enjoyable process for community members as it relies on methods that relate to their reality," said the IP Staff member.

126. The beneficiaries in Darfur confirmed overwhelmingly during interviews that individuals from different segments of the community were members of the committees. An Ashamara male beneficiary pointed that these representatives were chosen by the general assembly. A Magmary committee and administration representative said that, "committee members include nomads, residents, women and pastoralists". Two participants said members included people from neighboring villages. Other respondents listed local administration representatives, youth,

engineers and refugees. Echoing the statements made by beneficiaries, one PSC member from WK stated, “even at the government level we have unions for pastoralists and farmers, and they are engaged in the committees and a lot of work was done with them. So all of them were included. The project did not exclude anyone.”

127. Similarly in WK, interviewees among the beneficiaries said that people from different segments of the community were members of the committees (including women, youth and elderly people), as well as members of native/local administration (local and traditional officials at the locality level). In the specialized committees, members were chosen according to the purpose of the committee. In the training courses, trainees were chosen according to the purpose of the course: for sewing, dressmaking, accessories making and food production courses, trainees were women; while some training workshops were exclusively for male youth such as the welding and renovation workshop and the water station maintenance workshop, giving the nature of the demanded work.

128. Project beneficiaries in Darfur provided examples of how the committees, and their participation, helped address several issues. For example, seven interviewees from Tololo, Ashamara, Morando and Mourni referred to the role of the peace and reconciliation committee in resolving conflicts in general or between pastoralists and farmers in particular. A male participant from Tololo said, “when a problem related to the water pumps arises, the committee solves it amicably”. In Morando a male participant said, “the peace & reconciliation Committee cooperated with the community to solve farming problems between farmers and pastoralists.”

129. In WK, all the interviewees agreed that the committees cooperated with the community in different areas. For example they:

- attended shared meetings and made decisions together;
- raised the awareness of the community and enlightened its members on issues such as vaccination;
- cooperated to organize and manage projects (such as the water project);
- generated with the community ideas for environmental plan;
- the conflict resolution committee made a valuable contribution by regulating the pastoralists’ use of the water station; and,
- the women committee helped the community provide services through training (like how to supply products).

130. In Niematian beneficiaries stated, “the committees participated in and oversaw the distribution of seeds among women,” while according to a male representative from Alqantour Development Committee: “they created a forum for the peaceful coexistence of pastoralists and farmers, and utilized local materials and the community’s efforts to build a school for girls”.

Output 3

Table 8. Output 3 Indicators and Results

Output 3: Knowledge products & best practices on improving relationships using NR developed and disseminated		
Indicators	Baseline/Target	Actual Results
1. Number of knowledge products developed and disseminated on best practices for NRM & relationship building	0 knowledge products have been developed under this project Target: 2 knowledge products developed	Four knowledge products: Case study/story on vocational training and pastoralists, Brochures on pastoralism in Arabic and English, Natural Resource Management Briefs in Arabic and English on i) relationships between local communities and government institutions, ii) demarcation of migratory routes to avoid conflict and iii) sustainable management of NR, Web stories in Arabic and English on i) empowering women and promoting peace and ii) fueling peace through dialogue over NR.
2. Number of people/institutions that have received the tool kit/knowledge products	Baseline: 0 people have received developed products Target: Knowledge products reach at least 2,500 people/institutions	The total number of people reached by the knowledge products can be estimated at a minimum of 7050 people (as of 07 May 2019)

131. As discussed before, some confusion existed regarding the reporting on Output 3, as it was not acknowledged by the donor, but was included in the UN Environment logframe as shown above. In addition, the final project report did not include Output 3 or any related data. However, during the terminal evaluation mission, UN Environment staff stressed that despite the confusion, they did work to fulfill the output, and that they indeed achieved and exceeded the performance indicators by producing a variety of products both in Arabic and English where possible. The most widely viewed products, according to senior UN Environment project staff were two web stories. Project factsheets have been distributed to stakeholders at various occasions. Photographs from project activities and sites have been stored in a UN Environment Sudan databank and partially on the Flickr account. Other written products are in various stages of finalization. The total number of people reached by the knowledge products can be estimated at a minimum of 7050 people (as of 07 May 2019).

132. The project has produced the following knowledge products:

- 600 photographs of project sites and interventions, of which over 300 commissioned from a professional photographer,
- Fact sheets describing the project interventions in Darfur and WK in Arabic and English,

- Case study/story on vocational training and pastoralists,
- Brochures on pastoralism in Arabic and English,
- Natural Resource Management Briefs in Arabic and English on i) relationships between local communities and government institutions, ii) demarcation of migratory routes to avoid conflict and iii) sustainable management of NR,
- Web stories in Arabic and English on i) empowering women and promoting peace and ii) fueling peace through dialogue over NR.

133. According to a senior UN Environment project staff, "all products portray accounts of beneficiaries which describe good practices achieved with the assistance of the project, which can be replicated in other areas with similar socio-economic and environmental settings." The dissemination targeted Project stakeholders, communities and State Government officials and general public. In terms of their reach:

- Web story i) Empowering Women, was viewed by 388 people through the UN Environment website and by 1736 people (average between Arabic and English) through the UN Environment Sudan Facebook page. It was also republished on reliefweb.int and the site Modern Diplomacy, although there are no statistics available for these two platforms.
- Web story ii) Fueling Peace, was viewed by 504 people through the UN Environment website and by 1748 people (average between Arabic and English) through the UN Environment Sudan Facebook page. No information on republishing on other sites is available.
- A total of 18 photographs from the project interventions have been posted through the UN Environment Sudan Flickr account and were viewed by 2676 persons.

134. The documents presented at the time of this terminal evaluation varied in terms of their completion. Brochures, for example, were not finalized. Website stories, by contrast, were fully developed and included sufficient information about the project's contribution to peace and to women empowerment. The completed documents are efficient in conveying the project's achievements and positive impact in specific situations. Given that one objective of knowledge products is to share information about the "how", the products could have benefitted from additional information on key factors that contributed to their success, lessons learned and tips for those interested in replicating successful models in other settings.

135. The rating for delivery of outputs is Satisfactory. This is based on the evidence that the delivery of outputs 1 and 2 exceeded expectations both quantitatively and qualitatively. Relationships did not only multiply, but also proved to be functional and healthy within and between communities and with the government. Equitable access to NR for all groups was evident and effective. Output 3 suffered since the design stage of the project from confusion about its place within the implementation process. This led to delays in producing knowledge products that did not capture sufficiently the several lessons learned and accomplishments achieved with outputs 1 and 2.

136. In terms of criterion rating elements, and given the significance of outputs 1 and 2 compared to output 3, the project met all criterion below:

- 81-99% of the planned/approved outputs were delivered fully.
- The most important outputs to achieve outcomes were delivered in time to allow high levels of use.

- Nearly all the delivered outputs, including the most important to achieve outcomes were deemed to be of very good quality / utility by users and reviewers.
- Good levels of user ownership - intended users of key outputs meaningfully involved in / party to their preparation.

Delivery of outputs	Satisfactory

6.4.2. Achievement of Outcomes

Outcome 1

Table 9. Outcome 1 Indicators and Results

Outcome 1: Reduced incidence of local conflict over NR through improved natural resource management and institutions for dispute resolution.		
Indicators	Baseline/Target	Actual Results
1. Percentage of disputes over NR resolved peacefully through dispute resolution and mediation committees supported by the project	Baseline = No documentation or record of NRM disputes resolved in the project areas Target = At least 75% of NRM related disputes brought forward resolved through resolution and mediation committees in each State.	78% of disputes reported were resolved. Overall of the 249 conflicts reported through the project period in the 24 villages, 194 (78%) were resolved at community level without escalations.
2. Ratings of NRM and conflict management capacities in West and CD and WK project areas improve at least 3 points in the institutional assessment	Baseline = West/Center Darfur:16; WK: 22 Target = West/Center Darfur: 19 WK: 25	Local and state NRM and conflict management capacity rated as medium. West and CD = 32/50 WK = 37/50

Outcome 1: Reduced incidence of local conflict over NR through improved natural resource management and institutions for dispute resolution.		
Indicators	Baseline/Target	Actual Results
3. % of people noting reduced conflicts over NR by type [land, talaga, water] as a result of project interventions	Baseline = No people have noted reduced conflicts as a result of project interventions Target = At least 50% of surveyed respondents note conflicts have reduced as a result of project interventions	77% of survey respondents noted that conflicts have reduced as a result of interventions Up to 92% of participants indicated a reduction in conflict over water, 74% indicated a reduction in conflict over rangeland and 67% indicated a reduction in conflict over land.

137. The logframe results above show that the project succeeded in achieving all its indicator targets. The final project report, supported by data collected at the terminal evaluation, discussed the efforts made in all three project areas in order to achieve this outcome. It is important to note that there were already government-led committees and entities working on conflict resolution in the communities. However, according to members of one PSC, "although the government has mechanisms for conflict resolution, without the project the pressure would be higher because the types of intervention by the government are legal and judicial which are more costly and not preferred in communities." According to PSC interviewees and the "Indicator Data File" that included a compilation of monitoring data, the 22% of conflicts that were not resolved by the project committees either remained unsettled, or were directed to those existing judicial and governmental venues.

138. The project approach to forming forums and committees to address conflicts included three elements: a) forming inclusive and participatory peace forums/committees at state/locality and community levels; b) training and capacity building for forum/committee members; and, c) raising awareness among community members.

139. The formation of peace forums and committees that included all segments of communities was cited in PSC focus groups and interviews, and by most beneficiaries in the project locations as key to their success in resolving violent conflicts and reducing them. They further suggested that the inclusiveness of these forums and committees enhanced the bond and social cohesion among community groups. Their comments during interviews and focus groups included:

- "The committee focused on peacebuilding and therefore it was composed of everyone in the community so that no one can impose who becomes a member- communities chose their members. They established their bylaws for how to work. This ensured sustainability of their work and ensured that conflicts would be addressed using their own processes from their culture."
- "The project improved social communication and relationships between members of the community. The formation of the committees to carry out the project created a bond between all tribes, which improved social communication between all segments of the community."

- "The relationships between the tribes have generally improved and they coexist peacefully. The reason for this is the fact that people are not scared because all segments of the community participate in the committees."
- "The project helped reduce conflicts by creating the Peace & Reconciliation Committee. The project also created a bond between the tribes and created feelings of trust."
- "At Magmary, there were IDP returnees from different ethnic groups and they fought over water and use of pumps. This led to continuous conflicts between women, men and everyone. Once the committees were formed to be representative of all groups, the conflicts were reduced.

140. The training and capacity building activities to improve skills of peacemaking and conflict resolution were also recognized by PSC members and community members for their contribution to achieving the outcome of reducing violent conflicts. Often beneficiaries related that training to improved awareness in the community as trained committee members became more skilled in addressing conflicts. Their comments included:

- "In addition to the infrastructure, there were some trainings in areas of conflict resolution. They all helped to address the causes and dynamics of conflicts. In addition they received different types of training on vocational areas or for women. These trainings among other contributed to changing attitudes and perceptions and reducing conflict."
- "The project established peace through the committees and the trainings. These may not be material items, but they are very significant as peace forums are well-trained to be facilitators and they help resolve conflicts."
- "The area was not secure in the past. Unidentified sneakers used to rob people in the past. However, the training and the creation of the committees that include different ethnicities and tribes have limited conflicts."
- "There were many conflicts over water between pastor and farmers when the hafir was established. When water came, they fought for access. The committee reduced the conflict as they raised awareness [about how to share and manage the hafir]."
- "There was theft in a solar unit in one area (Sandadi). These issues stopped and the unit was repaired. This is due to the work of the committees through awareness programs."
- "The establishment of conflict resolution committees, with all the training they provide on conflict resolution, raised awareness and guided the community."

141. In terms of the perception of community members about conflict reduction, consistent with the results from the perception survey conducted in 2018, focus groups and interviews conducted at the terminal evaluation confirmed that the overwhelming majority of respondents recognized that conflicts over NR have been either eliminated or reduced significantly. It is evident that the project alone was not the sole factor in reducing or eliminating such conflicts. Some interviewees suggested that the government's effort to control arms also contributed to reducing violent conflict. According to one interviewee: "conflict resolution training, raising the awareness of community members, communication between people, the stability of the area, the government's involvement in collecting weapons, and the [role of] the local administrations," all contributed to reducing violent conflict over NR.

142. Nonetheless, the selection of comments below highlights the significant role that the project played to reduce violent conflict over NR:

- "People who used to fight over water do not anymore; not in markets; not in pastures and others."
- "In one conflict there was no demarcation for animal routes. The demarcation by the project stopped the conflict. Also committees solved many water conflicts."
- "The problem is the conflict over scarce resources and poor infrastructure. The project increased resources, and increased awareness in communities."
- "In Darfur's five welayat we have always the pastoralist/farmer conflict during the months of harvest. They caused violent conflicts and large numbers died. This damaged the social cohesion. This was exacerbated by the larger conflict; the spread of guns led to more killing. The project helped to address issues related to pastoralist/farmer relations and reduced conflicts. Also this led to increasing harvest percent from 50% during the conflict to 90%. This restored the social cohesion and reduced pressure on the government."
- "In Morando, there was a conflict over the use of a pump as one group wanted to have priority to use it over the pastoralists. They argued that the pump was made for the residents. So the committee helped them to arrange how they can use the water and access it equally. They agreed on framing water sources as a public domain to be served on first come first served basis."
- "I live in the area. I can say that the project reduced conflicts along with other factors such as the government taking away arms from people. So the project and other factors reduced conflicts. They are now few and limited."
- "The main objective was to advance peace which was a result of various factors. There used to be no stability and a lot of conflict including the bad management of resources. The project worked to correct this. This was by creating mechanism to manage the resources and to respect others' rights. Many of the conflicts were reduced significantly. The reduction in conflicts led to economic improvement."
- "All conflicts over water are almost gone and same for pastoral conflicts. The project played a role in this. This is because not only it addressed services but also changed understandings and attitudes and helped people to work to preserve what they have gained from the project. Of course there are still other social conflicts that continue to exist. But NR conflicts are almost non-existent."
- "The situation is now stable among the pastoralists and between the pastoralists and the farmers."
- "The conflicts over water, especially between farmers and pastoralists, do not exist anymore."
- "There used to be a direct conflict over the water resources. It is now resolved for good."
- "Thefts decreased after the project."

143. In addition, several interviewees and focus group participants recognized two factors related to reducing violent conflict over NR. The first is that the project's improvement of infrastructure especially in terms of water resources had a direct effect of reducing conflicts that used to erupt due to poor management of water resources, difficulty of accessing water, or a sense of entitlement. The second is the direct positive impact of the reduction of conflict over NR on social relations, bonds and cohesion. Some of their comments in this regard included:

- "The provision of water, the creation of the committees and holding regular meetings reduced conflicts."

- **"**The project strengthened the fabric of the community and the relationships between the tribes."
- "The provision of sanitary water, through the station's wise financial, administrative and maintenance management, and through providing an additional source of water also played a role in this as the availability of water for all people nearby reduced the occurrence of conflicts."
- "I also think that the engagement and training of the project came at a time when the community needed this in order to strengthen social cohesion."
- "The fabric of the community has become stronger"

144. Finally, in response to a question about how the situation would be in their communities today if the project did not exist, all respondents painted a grim picture of disarray, violence and sometimes massive exodus. It is evident from the responses to this question that the project indeed instilled foundational elements conducive to peaceful and productive living. The responses to this question may be categorized into two areas: One relates to the continuation of environmental degradation and poverty due to scarcity of resources, and the second relates to the continuation and proliferation of violence in the communities.

- Consequences to the environment and livelihood if the project did not exist:
    - Desertification
    - Deterioration of NR
    - more damage to harvest and more death
    - Destruction to the environment and forest
    - There would be more poverty
    - people would have left those areas because there would have been no water
    - A considerable number of community members would have lived in camps
    - scarcity of water as a direct effect to the absence of the project. This would have led people to displace and migrate
    - [Monetary] contributions on important occasions, as well as contributions to school fees and children's food would not have existed

- Consequences to peace if the project did not exist:
    - More conflicts
    - No reconciliation
    - Conflicts would have continued. This is because resources would be scarce as they were.
    - Conflicts, especially between farmers and pastoralists
    - Conflicts would have occurred especially over resources

Outcome 2

Table 10. Outcome 2 Indicators and Results

Outcome 2: Relationships over NR between communities and between communities and government in some of the village councils are strengthened		
Indicators	Baseline/Target	Actual Results
1. No. of community-to-community or community-to-institution relationships advance one step in three of the five dimensions in the relationship framework	Baseline = No relationships have been improved through NRM interventions Target = 3 relationships advance one step in three of the five dimensions in the relationship framework	2 community-to-community relationships that were continuously measured have improved through NRM interventions: • A relationship between the 3 villages in CD (Sulu, Tololo and Morando) progressed from step 1 to step 2. • The relationship in Niematian village in WK progressed from step 2 to step 5.
2: No. of community-to-institution relationships improved through natural resource management interventions	Baseline = No relationships have been improved through NRM interventions Target = 3 community-to-institution relationships have been improved through NRM interventions	5 community-to-institution relationships have improved through NRM interventions. WD: Relationships in Ashamara and Morriat progressed from step 1 to step 5. WK: relationships between RWC and two villages – Al Habeel and Agbash El Karo - progressed to step 5, and a tripartite relationship between para-vets, Ministry of Animal Resources and Rangeland, and a pharmaceutical firm reached step 4.

145. The final project report outlined the process that was used to identify and target specific communities and seven relationships that had the potential to serve beneficiaries and contribute to the achievement of the project objectives. Three observations about the process described in the report deserve attention:

- The final report indicated that baselines were conducted for seven relationships, followed by measuring how they improved by the end of the project. However, "while the 'measured pathway' and five dimensions of relationships were prominent, the project simplified the process to ensure full community participation and understanding in measuring these relationships…[only the] six steps on a scale were used to measure the progress of the relationships." (p. 23)

- The report listed the six steps that were used according to the Relationships and Resources: Environmental Governance for Peacebuilding and Resilient Livelihoods in Sudan (published in 2014 by UN Environment) in order to assess and build relationships (meeting and scope; assessment; preparation; precedent-setting; established and growing; and, mature). According to the document, "[...] the relationship can grow in two ways: by repeating the joint activity, in which case the relationship extends continuity, or by broadening the interaction to other fields, amounting to a growth in multiplexity as well as continuity. Where the relationship grows beyond the precedent-setting joint action, Step 5, an established and growing relationship, is achieved. Over time, the relationship's development will plateau. The extent of the commonality between the partners has been reached. Ongoing interaction on a range of issues occurs, and common gains can be achieved at a cost acceptable to both parties. At this stage, the growth of the relationship will be cyclical. When the relationship has reached this steady state it may be described as mature, which is Step 6. A regular pattern of interaction is maintained. Changes may occur from time to time, but these can be managed through the trust that has been built on a foundation of mutual understanding (multiplexity) and a shared story (continuity). Periodic negotiation and joint action become cyclical elements and ensure commonality and parity are actively renewed. Directness is also maintained." (p. 28) While the final project report stated that the short two-year duration of project implementation was not sufficient for any relationship to reach stage 6 (p. 23), this terminal evaluation confirms that some community-to-community relationships have indeed reached it. The data discussed below in this section will provide support to this point.
- The perception survey data confirmed that overwhelming majorities (sometimes 100%) of different groups interviewed or surveyed stated that community-to-community and community-to-institution relationships improved. The perception survey report also stated that the improvement to relationships provide assurance for their sustainability after the project ends: "At the level of the two regions, findings confirmed the role of the established relationships in serving the local communities even beyond the project exit and sustaining the project result; the project support committee and the implementing partners will build further work on assets established by the project (human and physical)." (p. 15)

146. In terms of improvements to community-to-institution relationships, government officials who are members of PSCs stated in focus groups and interviews that their connection to communities, and their ability to conduct their own work as a result of the project-led relationships improved on many levels. They now have direct contact with community representatives, better perception of each other, and more effective means to communicate and dialogue over NRM. Regular meetings in PSCs and other committees provide space for sharing and addressing issues. Below are some direct quotes from PSC government officials during focus groups in Zalengi and Genena and from interviews in WK:

- "Of course relationships improved. For example, in Maara pastoralists used to fight forest guards and even killed some in the past in order to cut trees. Now that they worked with the government in committees and understood the benefit of not cutting trees and gained from it, they now help the government and work with them on preserving the environment. When there is a violation against forests, they now come to address and listen carefully to know how to prevent violations."

- "Even on the personal level between us as government and communities, now I know them personally such as the mayor of Morando. Knowing each other as persons helped not to distrust each other and to know that we can support each other."
- "The project helped us as government agencies to coordinate and to work together."
- "We met regularly in PSC every three months and this helped to coordinate efforts."
- "I think there is a big improvement as before we had many tensions with the government and between the government and tribes. Now there are no conflicts."
- "Yes because government was perceived before as not serious or not engaged. But the project allowed for more engagement and more respect and trust between the government and the people."
- "In Babanousa, the native administration were careful to engage in the project as it provided much to the community such as replacing the old water stations and increased them from 2 to 4. The government felt that the project worked in a spirit of cooperation and working-together; the government needed their support and they too needed the support of the government in order to do their work and also to keep the project going after it ended."

147. Beneficiaries from all areas said that the registration of the committees with the Social Affairs Department created a regulatory relationship with the government. For example, a beneficiary from Ashamara said, "the official registration of the committees in Social Affairs and opening the bank account created a relationship with the government. Otherwise, there was no strong relationship with the government".

148. In Tololo and Morando, the government cooperated with the community to protect forests. As one participant put it, "the committees collaborated with the government to resolve conflicts around resources, especially the aggressive cutting of trees. They prohibited the cutting of non-dry trees for making coal and firewood". In Morando, one participant said, "The relationship between the National Water Authority and the community [has improved]".

149. In Magmary, one beneficiary said that, "the government solves health problems". Another one said, "the government provides compensations for the afflicted in cases of illness, crop failure, theft or fire". A third beneficiary said that the government in Magmary plays a role in guiding the community and raising awareness towards resource management.

150. In WK, all respondents without exception affirmed that relationships with governmental institutions and local administration improved. The local authorities created the Conflict Resolution Committee. A male representative from a committee in Niematian stated that "the relationships with the governmental institutions have improved, especially regarding the maintenance of the station, providing veterinary medicine, lifting sewers and handling livestock diseases." The committees are now involved in the community and engaged in all its endeavors. Collaboration took place between the different parties, and on all levels especially on both the administrative and technical levels.

151. On the administrative level for example and according to a committee male representative from Al Setaib "the station's management carries out maintenance work, while the community provides spare parts and maintenance costs". MoU's regarding the station's maintenance have been signed and committees such as the Conflict Resolution Committee have been legalized by the authorities and connected to the government. There is a direct communication with the

different administrations and visits from the local authorities' representatives to follow up on the work of the different committees.

152. On the technical level, the authorities offer different vocational trainings, relevant material, veterinarian guidance, medication and vaccines. The local water administration trains the Water Committee, and the animal resources administration trains the veterinarian assistants and oversees their work. The committees became connected to the local administration because of the training, as the government provides the necessary training and follow up. As stated by a male beneficiary from Niematian, "we saw an improvement through the training on the water stations' maintenance and the veterinarian assistants' training."

153. Almost all participants attributed these improvements in community-government relationships to the project's processes such as the creation and official registration of the committees, and opening bank accounts. As one participant said, "establishing the committees created a regulatory relationship with the government as well as an exchange that aimed at maintaining the peace between segments of the community". In addition, "the project helped these relationships by coordinating with the government in protecting NR and solving environmental problems".

154. On the administrative official level, the project helped building trust between the different parties. They connected the community with the government and made them work together. For instance, in Al Setaib, the project helped the signing of one MoU between the community and the local rural water administration and another between the committee, the community and the government. The water administration is now responsible for the maintenance of the station, while the committee pays the bills of the spare parts. In Alqantour, the project helped the local authorities to create the Conflict Resolution Committee. It also participated in the peace and peaceful coexistence forums. In Qar' Alhabeel, it connected the community to the government and helped in solving problems easily. In Niematian, the project helped in registering the committee in the HAC. "It connected these committees to the government and enlightened them", as stated by a male interviewee from Niematian's Water Service Station.

155. On the technical level, the project helped with providing trainings. In Al Setaib and Niematian for example, the project helped in providing training for the water and development committees' members at the relevant governmental administrations. While in Alqantour, Niematian and Qar' Alhabeel, the project helped by training key staff of the Water Committee and providing them with the necessary aid to run the station. It also trained veterinarian assistants and provided animal medication through the veterinary management. It provided aid for circulating medication and training. According to a male representative of Qar' Alhabeel's development committee, "the local water administration trained the Water Committee, and the animal resources administration trained the veterinarian assistants." This made the governmental institutions participate in carrying out activities, conducting training and monitoring work. Such activities and engagement of community and government officials in training workshops contributed directly to strengthening and sustaining the relationships to manage NR.

156. As for the community-to-community relationships, many interview and focus group respondents among the beneficiaries highlighted the overall improvement of the relationships between different segments and tribes. A participant from Ashamara said, "different segments of the community coexist peacefully, trade with each other and even exchange gifts". An example of joint resource management was noted when one participant said, "community groups have worked together to protect forests that are close to houses. They prohibited the cutting of trees so they

could benefit from their shade and their medicinal properties. In addition, farming conflicts were resolved, as "the project's meetings helped us reach an understanding to coordinate the grazing of animals and [protecting] the harvest". According to one beneficiary, "No conflicts over the use of resources have occurred since the beginning of the project".

157. In Magmary, participants mentioned the improvement of social relationships. A marriage alliance between two previously opposing tribes was mentioned as proof of the progress in tribal relationships. As far as resource management is concerned, one participant said, "people solve problems more efficiently," while another added, "funds were created, and people participated in sessions".

158. In Tololo, participants said that social relationships improved overall. According to one beneficiary, "in the past, members of different groups did not socialize. Now there is great harmony between the tribes in all aspects of economic and social life. Conflicts are resolved according to local tradition and people communicate well on a social level. Members of different tribes visit each other on occasions like weddings, funerals, the circumcision of children, birth banquets, and communicate on feasts".

159. In WK the relationships between community members improved and their awareness was raised. Improvement was again majorly sensed in all villages in matters related to water: the water station improved, and the Water Committee was trained to manage the station and hence the maintenance of the water station has improved. A female vocational trainee from Al Setaib said that: "yes, there is an improvement in the awareness of the community and its cooperation with the committees in managing the water station."

160. Relationships among pastoralists and between farmers and pastoralists also improved. The growing awareness of peaceful coexistence as well as the training received in conflict resolution made an improvement in the community. A male member in a focus group held in Al Setaib said that "relationships improved through training, raising awareness and abiding by the decisions of the Peaceful Coexistence Conference." The observations conducted in the field along with discussions with beneficiaries of NR infrastructure highlighted the growing sense of cooperation among community members. Specifically, some women pastoralists and farmers in Ashamara who were filling water at a water pump stated that rules set by committees such as "first come, first served" eliminated previous animosities due to claims of entitlements by one group or another.

161. Overall, communities have become "more cooperative and their members have developed stronger relationships with each other. No prejudice is held against anyone, so everyone gets his/her rights," said a male beneficiary from Niematian. This statement was reflected in several examples of how community members, across different groups, developed effective means of cooperation over NRM. For example, the forest resources are better conserved as people stopped cutting trees because they found alternative jobs and alternative fuel resources. The involvement of committees and community with veterinary services also improved the response to veterinarian guidance, especially that they have been providing animals' medications and vaccines equitably. A third example is from Qar' Alhabeel: Whenever the water station breaks down, community members pay to repair it. Such benefits are directly linked to how and why community members now cooperate to better their life conditions and maintain the services running.

162. The anecdotes and examples above illustrate the interconnectedness of the various project components as described in the BATRA model: Working collaboratively in inclusive committees to address everyone's own needs and interests led to positive tangible outcomes that improved trust,

reduced violent conflict, improved all aspects of relationships and are perpetually sustaining social cohesion.

163. When asked about how the situation would be, in terms of relationships, if the project did not exist, beneficiaries stressed that all aspects of their livelihood would have suffered. Their comments in response to this question reflected three themes: deterioration of relationships and fabric of the society; deterioration of the environment, services and resources; and, fleeing:

- Deterioration of relationships and fabric of the society
    - The fabric of society would have been weak, and tribalism would have increased
    - The relationship between the community and the government would have been weak
    - Conflicts
    - Absence of mutual relationships between the government, the committees and the community

- Deterioration of the environment, services and resources
    - The environment would have declined due to the scarcity of water and the aggressive cutting of trees. Highwaymen would have been active; the external market would not have existed; and animal resources would have decreased
    - The lack of water supply and the rift between the farmers and the pastoralists would have made the village unstable
    - Security and resources would have declined
    - Declination of resources and public services
    - Hard access to water
    - Declination of living conditions
    - Lack of job opportunities
    - Declination of women's welfare
    - Shortage of services
    - Absence of veterinary services, funds and training
    - Monetary contributions from members of the community would not have existed
    - None of these things would have happened: training on maintaining peace, workshops on peaceful coexistence, and the establishment of committees for raising people's awareness and solving problems

- Fleeing
    - Many people would have been still going back and forth between the city and the village
    - Migration and displacement people
    - The community would have been nomadic. Community members would have lived in camps
    - Instability of life
    - Disintegration of the society

164. The rating for achievement of direct outcomes is Highly Satisfactory. Violent conflicts over NR were reduced significantly and effective community and community-government relationships were established and continued to function after the end of the project. Inclusiveness of all

community groups, women and marginalized groups was effective. Participatory mechanisms coupled with training ensured that outcomes were achieved.

165. Based on the criterion rating elements, data gathered with this terminal evaluation confirms that:

- All direct outcomes were fully achieved.
- Assumptions for progress from project outputs to direct outcome(s) hold fully.
- Drivers to support transition from outputs to direct outcome(s) are fully in place.

Achievement of direct outcomes	Highly Satisfactory

6.4.3. Likelihood of Impact

166. Based on the reconstructed ToC and the findings discussed above, this terminal evaluation confirms that the project's direct outcomes have been fully achieved. Violent conflicts over NR in the project locations have been reduced, and constructive sustainable relationships between community groups and with government have multiplied and served the needs and interests of beneficiaries.

167. The assumptions pertaining to progress from project inputs to outputs also proved to contribute directly to the achievement of the two project outcomes. Specifically, input in terms of capacity building, training, technical assistance and financing were all reflected in terms of outputs. However, the linear assumptions here about input leading to outputs that would eventually contribute to achieving the outcomes benefit from additional assumptions about the dynamism of that process. Specifically, the small steps that were taken to collaboratively identify community needs and interests and to fulfill them using inclusive and participatory processes (inputs and outputs) led to altering negative attitudes and to building trust. This in turn affected more input and output processes, such as capacity building and training which became more inclusive and responsive to community needs. The dynamic of dialogical engagement in committees and the associated trust-building propelled the communities into more cooperation and mutual support. A cyclical process shaped the processes used with the project and spanned the input, output and outcome levels weaving them together to produce sustained social cohesion, along with the other two intermediate states.

168. The drivers to support transition from outputs to direct outcomes were therefore effective due to their dynamic nature and their success in entangling the interests of community groups and stakeholders in relationships over NR and beyond. Fulfilling more of each group's needs and interests by engaging in the structures established by the project became the bedrock of the project and the foundation of the modified ToC.

169. In the document titled, Social Cohesion Framework: Social Cohesion for Stronger Communities, Search for Common Ground and the United Nations Development Programme (UNDP) define social cohesion as "the glue that bonds society together, essential for achieving peace, democracy and development. This "glue" is made up of four key components: 1) social relationships, 2) connectedness, 3) orientation towards the common good and 4) equality. These components in turn require good governance, respect for human rights and individual

responsibility. Social Cohesion is both about strengthening the relationship between the state and the people, and between different groups of people. Social cohesion is not simply an ideal, but rather an attainable objective requiring the active and constant commitment of all levels of society." (p. 28)[11]

170. This definition and description of social cohesion reflect a third intermediate state of the project and the ongoing active and constant engagement of community members in the perpetual process that spans the inputs, outputs, and outcomes.

171. The two intermediate states according to the ToC at inception (negative impact of conflict reduced, and inclusive development and economic growth), in addition to the third one added at evaluation, sustained social cohesion, were also being achieved within the cyclical process described above. Reaching these intermediate states contributed to raising the expectations of community members about generating more opportunities for more growth. Addressing the risen expectations benefitted from the no-cost-extension and the additional income the project received due to favorable currency exchange rates. It also relied on the structures that have been put in place by the project, the trust that has been strengthened between community members, and the positive engagement of local and state government officials.

172. The stated impact in the ToC "progress towards sustainable peace in Sudan," has a wide scope and is perhaps unrealistic to even consider attaining as a result of the success of this project. The national dimension of the stated impact, and the ambition to progress towards sustainable peace (any peace over any type of conflict) are both beyond the specific focus of the project on reducing violent conflict and improving relationships over NRM in three specific states. However, replication/scaling up of this project's approach could contribute to that impact.

173. Below is a systemic application of the BATRA model and how the assumptions and drivers in the ToC contributed to achieving the project's outcomes, intermediate state and the newly defined impact:

- Violent conflicts in the communities where the project took place hardened the positions of various groups and forced them to entrench separately while competing for scarce NR.
- Their usual pattern of pursuing their interests and basic needs was to compete and even to use violence against others to secure their share of resources.
- At the same time, they all, whether farmers, pastoralists or IDPs, were destined to remain in the same areas fighting for degrading resources.
- The project introduced to them alternative structures for working together to fulfill their basic needs and interests simultaneously. PSCs and CBOs, and later specialized committees and vocational trainings were new inclusive structures that brought them together.
- The success of the new structures relied on:
    - Maintaining their dialogical mode of interaction
    - Achieving concrete tangible gains on the ground that satisfied everyone's basic needs and interests.
- As the project succeeded in making changes to the infrastructures that were beneficial to everyone, community members realized the benefit of remaining in contact within the new structures instead of the old entrenched positions.

[11] https://www.sfcg.org/wp-content/uploads/2017/02/SC2_Framework-copy.pdf

- The continued success of the project in effecting change to their tangible basic needs and interests, led to positive changes in their relationships.
- The entanglement of the interests of different community groups within the new relationship structures made it unfeasible to walk away from such a beneficial arrangement.
- Remaining in a positive relationship with old foes became a better alternative to remaining in hostile entrenchment against others. (Best Alternative to Relationship Agreement-BATRA)
- BATRA set a new foundation for community and community-state relationships.
- The success of the new relationship structures opened the door for new possibilities such as saving funds for women and revolving credit for small businesses.
- Social cohesion improved in communities, and potential for sustainability of gains from the project grew.
- BATRA appears to sustain itself due to its evident success in satisfying communities' basic needs and interests.
- Project outputs 1 and 2, and outcomes 1 and 2 were being fulfilled, and even exceeded, in a more cyclical manner as a result of the perpetual success of BATRA in satisfying more of community basic needs and interests.
- A third verifiable, feasible, and also dynamic intermediate state of the project is "sustained social cohesion".
- The improved social cohesion, as an intermediate state, did not sit with the other two near the top of the ToC depending on the fulfillment of the outputs and outcomes. Instead, the three of them continued to provide positive synergy to the BATRA-based relationship structures.
- The current impact of the project "progress towards sustainable peace in Sudan" is difficult to assess in light of the geographical boundaries of the project and its focus on NRM. However, replication/scaling up of this project's approach could contribute to that impact.

174. As will be discussed in the section on Recommendations, the beneficiaries in the communities of the project have evolved in terms of their capacities as well as their expectations. They do not only seek support to satisfy basic and necessary needs, but they also aspire for new opportunities for growth and development. This was particularly evident from their concluding comments at the end of interviews, focus groups and townhall meetings. Several of those comments expressed their interest in receiving education, training and access to equipment to support their gainful activities. Their requests included:

- Establishing a school
- Advanced training sessions for the specialized committees
- Training workshops and religious seminars
- Educating the elderly as well as young children (establishing children's nurseries)
- Extending the project to work on other services (training and education services, etc)
- Establishing a training courses hall with furnishings
- First aid training, another for midwifery
- Training for youth in the field of electricity
- Youth habilitation and Sports Club
- Literacy training

175. In conclusion, the positive impact of the project where it was implemented was evident from the data collected during the terminal evaluation. It is difficult to precisely define or measure the impact of the project for the entire country, over all types of conflicts! However, given the success of the project, there is a strong likelihood that with proper analysis of its components, what did and did not work, and how to replicate to more conflict issues and areas in the rest of the country, that progress towards sustainable peace in Sudan may become less of a mirage!

176. At the same time, the inputs of Research and M&E and their associated output 3 (Knowledge Products) did not seem to connect to the rest of the "success story" of the project as discussed here. However, with proper design they may contribute to scaling up the project and to its replication across Sudan wherever the conditions are conducive.

177. The rating for likelihood of impact is thus "Likely." This is not due to any shortcomings of the project itself, but instead due to the initial project design that had set an unattainable impact based on the achievements of the project, without concise plans for replication, as evident from the confusion over output 3. Following the evaluation criterion rating descriptions, the project's direct outcomes that are the most important to attain intermediate states are fully achieved. However, drivers to support transition from intermediate state(s) to impact are partially in place.

Likelihood of impact	Likely

6.5. Financial Management

Financial Management	Satisfactory

178. Overall, the financial management of the project adhered to the UN Environment and the donor's regulations and guidelines. Communication between finance and project staff was efficient and effective. It contributed to adapting the project deliverables and timeline in order to best use additional resources that were generated by the favorable currency exchange rates. Financial information were overall complete but suffered from inconsistencies regarding output 3 and the allocations for M&E and final evaluation.

Table 11. Project Funding Sources Table *(non-GEF Projects only)*

Funding source All figures as USD	**Planned funding**	**% of planned funding**	**Secured funding**	**% of secured funding**
Cash				
Funds from the Regular Budget	3,934,969	**100%**	3,934,969	**100%**
Total	3,934,969	**100%**	3,934,969	**100%**

Table 12. Financial Management Table

Financial management components:		Rating[12]	Evidence/ Comments
1. Completeness of project financial information[13]:		**S**	By the time the revised draft terminal report was being prepared, most of the financial reports were received and reviewed.
Provision of key documents to the evaluator (based on the responses to A-G below)		MS	The final project's financial statement has not been certified yet until the terminal evaluation expenses are completed. However, the project and donor staff provided as much information as they could under the circumstances.
A.	Co-financing and Project Cost's tables at design (by budget lines)	n/a	
B.	Revisions to the budget	Yes	Documents explaining revisions to the project and corresponding budget adjustments were made available. They are prepared according to UN Environment processes.
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	All legal agreements between UN Environment, the donor and the IPs are all completed, signed and were made available to the evaluator.
D.	Proof of fund transfers	Yes	UN Environment and IP documents showed exact dates and amounts transferred funds.
E.	Proof of co-financing (cash and in-kind)	n/a	
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	UN Environment project office and IPs provided detailed reports of expenditures by budget lines for year 1, 2. IPs also provided the same for the entire life of the project until end of August 2018.
G.	Copies of any completed audits and management responses (where applicable)	n/a	
H.	Any other financial information that was required for this project (list): No-cost-extension	Yes	The document on Project Revision (3) included this information and was made available to the evaluator.

[12] The following are the acronyms used in the ratings scale: Highly Satisfactory = HS, Satisfactory = S, Moderately Satisfactory = MS, Moderately Unsatisfactory = MU, Unsatisfactory = U, Highly Unsatisfactory = HU

[13] See also document 'Evaluation Criterion Rating Description' for reference.

Financial management components:	Rating[12]	Evidence/ Comments
Any gaps in terms of financial information that could be indicative of shortcomings in the project's compliance[14] with the UN Environment or donor rules	No	None observed.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process	MS	Yes, but with delays.
2. Communication between finance and project management staff	**S**	Communication was generally performed well; however, the project leadership should have made access to budget figures available to key project staff, and staff never should have had to advance project funds from their own pockets due to limitations in the UN's financial system. It appears that these were isolated situations and did not reflect a pattern within the project's financial management. [15]
Project Manager and/or Task Manager's level of awareness of the project's financial status.	MU	It seems that near the end of the project the PM did not have access to up-to-date information about whether the project was over- or under-spent due to limitations in the UN's financial system[16] and non-staff access rules[17].
Fund Management Officer's knowledge of project progress/status when disbursements are done.	MU	This seemed to work well even when the disbursement was delayed. They were kept informed, as per email exchanges with the donor. However, staff never should

[14] Compliance with financial systems is not assessed specifically in the evaluation. Nevertheless, if the evaluation identifies gaps in the financial data, or raises other concerns of a compliance nature, a recommendation should be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

[15] According to project staff, this case probably relates to a situation where a consultant received an operational advance for activities in the deep field. Most likely due to inflation in the local market, expenses exceeded the operational advance amount and the consultant topped the difference from his pocket and was reimbursed upon claim of the additional expenses.

[16] According to project staff, the unavailability of up-to-date information at the end of the project was due to an organizational systemic process as not all information in the UN's financial system, UMOJA, is live as postings of certain expenses are delayed, which makes it difficult at the end of a project to precisely know the fund balance on a day-to-day basis. No reconciled report was available at that time, so while all the fund was obligated, there was no accurate information available about the liquidated obligations as reconciliation did not happen at that time. Adding to that, UNDP cost recovery doesn't take place regularly or at fixed intervals. So while fund is sometimes dispersed, it would still show as commitments in the system for long time till UNDP recovers the costs.

[17] UMOJA is not accessible to non-UN staff. As the PM was an individual contractor, his access to the data in the financial system was dependent on staff members.

Financial management components:	Rating[12]	Evidence/ Comments
		have had to advance project funds from their own pockets due to challenges in the UN's financial system.
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.	HS	Adaptive management was performed well as a result of coordination and communication between project staff, the donor and IPs. This resulted in Project Revision (3) seeking no-cost-extension.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.	HS	Interview responses especially by the donor staff confirmed that communication with project staff over financial matters was efficient.
Overall rating	**S**	**Financial reports to the donor were completed to a satisfactory degree. Financial reporting on output 3 was inconsistent and confused. While communication over financial matters was overall satisfactory, there was a systemic issue that did not allow key project staff access to timely budget information and sometimes caused delayed funds disbursements.**

6.5.1. Completeness of Financial Information

179. According to the UN Environment project staff, the project has not been financially closed yet as the terminal evaluation contract is still open and will run till 15th September 2019. Accordingly, there is still some obligations that need to be liquidated/reconciled. For that reason, while the project was operationally closed, the staff have not been able to issue a final certified financial statement as this can only be done after making the final payments on the terminal evaluation contract. This arrangement was done in consultation with the office in Geneva based on a request to extend the financial closure of the project until all payments for the terminal evaluation are made.

180. However, an overview of the financial status of the project, not including the terminal evaluation obligation, was available. These figures were prepared at the end of February 2019. They can be considered as interim figures until the finalization of the closure and the issuance of the final certified financial statement. While the budget is reflected in EUR, the expenditure is reflected in USD. The budget equivalent dollar amount will be presented in the final certified financial statement.

Table 13. Project Budget and Expenses

IcSP Financial Figures at the Operational Closure		
Project Budget	Total Budget in EUR*	Overall Expenditure in USD*
Output 1	1,656,135	1,513,857.16
Output 2	843,845	953,959.14
Programme Management Unit	405,441	631,847.81
Communications and Visibility	160,000	114,147.25
Programme Support Costs	214,579	220,986.37
Contingency	150,000	170,963.57
	€ 3,430,000	USD* 3,605,761.30
• Figures are preliminary, prone to reconciliations and adjustments. Final figures will be presented in the Final Financial report which will be produced by the end of the financial closure		
• Budget is in EUR, expenditure is reflected in dollars as per UMOJA. Budget equivalent dollar amount will be presented in the final certified financial statement		

181. The table above does not include information for output 3[18]. This is illustrative of the challenge the project faced due to inconsistent expectations on this issue across all key partners. At the same time, a review of expenditure reports by the IPs shows that they reported on expenses related to output 3, as will be addressed below.

182. Budgets and expenses for years 1 and 2 for UN Environment project office were available. In addition, an interim financial statement at the end of year 3 was submitted to the donor. All budgets included elements of high level project budgeting in terms of costing and expenditure reporting. They were all signed appropriately by UN Environment and IP's financial managers.

183. Three observations exist with the interim financial statement at the end of year two and the corresponding budgets for years 1 and 2. First, there was no budgeting or reporting on output 3. Second, there was no budgeting for an M&E staff member. M&E, along with baseline surveys, were assigned under outputs 1 (USD 88,560) and 2 (USD 74,120) for international consultants. Finally, in a similar vein, the budgeting for the final M&E reporting is combined with products dissemination, and an amount of EUR 60,000 is allocated to both. The last two observations suggest that financial planning for M&E in general did not receive sufficient focus from the start, neither did it have dedicated budget lines.

184. DDRA and SOS Sahel provided final financial statements in October 2018 covering the period from June 2015 to end of August 2018. The statements are detailed by project personnel, the three project outputs, and other expenses such as travel and communication. The total budget and matching expenses for SOS Sahel were USD 1,014,115, and USD 819,745 for DDRA.

185. DDRA and SOS Sahel's final financial statements included two divergent amounts for output 3. DDRA received USD 40,126 to conduct output 3 activities, and spent only USD 22,936. SOS Sahel on the other hand received only USD 4,800 and spend almost the entire amount (USD 4.654). The underspent amount for output 3 by DDRA represented 57% of the total budget for that line. That underspent percentage was the highest across all budget lines for the two IPs.

18 UN Environment's earlier budgets of January 2005, prior to finalizing the agreement with donor, included lines for output 3. They were later eliminated from the budgets approved by the donor.

186. The most comprehensive and detailed financial statement for the entire project was included with the Addendum approving the no-cost-extension. The Addendum was signed in March 2018. In addition to a detailed revised budget, it included the table below which outlined the budgets for the three years of the project, actual expenses until end of January 2018, and approved budget for the three-month extension until the end of September 2018.

Table 14. Revised Budget Included with the No-Cost-Extension Addendum of March 2018

	Budget as per Original Agreement				Revised Budget (including contingency)				
Project Budget (in EUR)	Total	Year 1	Year 2	Year 3	Actual Expend-itures at 31 Jan 2018	Budget 1 Feb to 1 Jun 2018	Budget 2 June to 1 Sep 2018	Total Budget Reallo-cations	Total Revised Budget
Output 1	1656,135	1,384.389	135,873	135,873	1,617,902	16,952	101,112	79,831	1,735,966
Output 2	843,845	491,352	196,247	156,247	741,517	59,625	124,334	81,632	925,477
Program Management Unit	405.441	137,566	135,938	131,938	333,724	69,039	21,219	18,542	423,982
Communication and Visibility	160,000	30,000	30,000	100,000	25,428	37,433	57,321	-39,818	120,182
Programme Support Costs	214,579	143,031	34,864	36,684	190,300	12,813	21,279	9,813	224,393
Contingency	150,000	50,000	50,000	50,000				-150,000	0
Total Direct Cost	3,430,000	2,236,338	582,921	610,741	2,908,872	195,862	325,266	0	3,430,000

187. The figures above for Communication and Visibility included the budget for M&E and elements of what would be included with output 3. The expenditure for this line item by January 2018 was EUR 25,428 out of a budget of EUR 160,000. This represented the lowest budget/expenditure ratio for the entire project.

188. After repeated requests to review more up-to-date project budget and expenditure statements, the FMO provided the provisional financial report below which was received by the evaluator at the time of revising the draft terminal evaluation report:

Table 15. Interim Statement of Income and Expenditure (in USD)

Income	
Contribution Received	3,683,902.46
Total Income	3,683,902.46

Expenditures	Total Expenditures & Commitments
Staff and other personnel cost	31,502.29
Supplies, Commodities and Materials	2,812.87
Equipment, Vehicles and Furniture	8,776.63
Contractual Services	490,057.26
Travel	132,900.12
Transfers and Grants	2,492,002.70
General Operating and Other Direct Costs	329,741.16
Total direct expenditures	3,487,793.03
Indirect Support Costs (United Nations)	106,953.48
Indirect Support Costs (Implementing Partners)	12,922.00
Total indirect support costs	119,875.48
Total expenditures	**3,607,668.51**
Net excess/(shortfall) income over expenditure	-
Exchange rate (loss)/gain	0.00
Unspent contribution balance, ending	0.00
Available Balance	0.00

189. The table above shows that the total contribution received was USD 3,683,902 and the project total expenditures was USD 3,607,669. The project is under-spent by USD 76,233 which represents 2.1% of the total contribution.

190. The interim statement of income and expenditure, unlike the financial reports for years 1 and 2 prepared by UN Environment and the IPs, did not include a break-down of budget and expenses by outputs and components. This does not allow for an up-to-date assessment of planned vs. actual expenses by the line items previously reported.

191. Legal agreements and documentation with IPs and the donor were all signed and provided to the evaluator. The same was true for all amendments including the no-cost-extension.

192. Based on the information above, the financial information reflects high level project budget by line items for secured funds. Financial information was presented according to the approved schedules. Detailed project budget suffered from confusion over including line items for output 3 and from not designating line items for M&E and final evaluation. All disbursement and re-approval project budget documents, including the ones for the no-cost-extension, were complete and made available, eventually, to the evaluator. Accordingly, the rating for completeness of project financial information is Satisfactory.

Completeness of project financial information	Satisfactory

6.5.2. Communication Between Finance and Project Management Staff

193. According to UN Environment project staff, on financial and procurement matters (budgeting, reporting and release of fund) the project staff liaised with the Project Support Officer (PSO) and

the senior UN Environment Programme management, who in turn liaised with the Fund Management Officer (FMO) in Geneva, to ensure compliance and clarification of duties and responsibilities.

194. A final budget revision was agreed with the donor in June 2018 in view of the approved extension of the project with an additional three months until September 2018. This allowed for the use of the contingency of EUR 150,000 for additional programming. Also, the extension allowed the implementing partners to convert exchange rate gains (due to the rapid devaluation of the Sudanese Pound against the USD, in which currency the partners received the funds from UN Environment) in additional programming.

195. Based on budgeted work plans, requisitions were prepared in collaboration with UN Environment Sudan Office's Finance & Admin staff including supporting documents. Requisitions certified by the PSO and authorized by the Sudan Programme Manager were submitted to the FMO in Geneva, who committed the funds on behalf of UN Environment. Subsequently, a financial authorization for UNDP was solicited, or a request for transactional support was addressed to the United Nations Office for Project Services (UNOPS) in Sudan. Interim Statements of Income and Expenditure were produced and certified by the FMO, and based on data from UMOJA, and were submitted to the donor.

196. PCAs have been concluded with the two implementing partners, SOS Sahel and DDRA, following satisfactory Due Diligence exercises. After an initial instalment, further tranches were released based on narrative & financial reporting accompanied by payment requests, as well on satisfactory performance evaluations. These sequences were adhered to in order to ensure compliance with UN Environment's financial standards and principles of effective and efficient financial management and the exercise of economy.

197. This efficient communication on financial matters was corroborated by the staff of the donor organization who, commenting about the work with the project staff stated that: "what they requested [financially] was always in order and used the right templates…[t]hey submitted everything on time and orderly. Their good financial management, in addition to the increase in exchange rate that ended up having more money than planned, allowed for us to approve the no-cost-extension. They also knew how to use that additional money due to changes in exchange rates. For example, they adapted their objectives to make use of the money such as constructing smaller water sources than hafirs."

198. From the viewpoint of the IPs, the responsible financial staff person at DDRA praised the communication process with UN Environment Sudan Office since the beginning of the project. He also suggested that due to effective ongoing communication and coordination, they were able to streamline their systems and to adaptively manage situations that had implications to the financial dimensions of the project. For example, he stated that in the beginning of the project DDRA's financial system was checked against UN Environment's system during the due diligence exercise to ensure that it met their standards. Another example, which relate to adaptive management, occurred when the US dollar exchange rate changed. DDRA and UN Environment Sudan staff had a meeting to discuss how the difference could be absorbed in the project as additional activities and the budget was revised accordingly.

199. Despite the concurring positive views about communication over financial matters, a UN Environment staff person raised two concerns. The first related to the process of receiving funds from the project Headquarters in Khartoum to the field. Because of the slowness of that process,

"we had to transfer funds to personal bank accounts in a form of operational advances. We spent a lot of time on transferring funds. It is not about people performance; it was about the system. The UN has a very strong system that it is sometimes difficult to move funds. The challenge was not in getting the agreed tranches to the partners. But sending additional funds to the partners needed new agreements which was too complicated to do through Headquarters. Field staff sometimes ended up having to use personal money and then get reimbursed," said the staff member. Commenting on the quote above, UN Environment Sudan staff suggested that "additional funds were transferred to partners based on amended PCAs and through the UNDP Sudan standard procedures." This suggests that while ultimately processes complied with regulations and procedures, delays in funds disbursements were incurred, which affected project implementation.

200. The second issue related to access to budget information. The concern stated by the staff member was that such information was not accessible easily which made it difficult to estimate whether the project was under- or over-spent. "I was actually under the impression by the end of the project that we spent it all and had no money to spend. I even could not finish a financial report as I did not have the figures by the time I was preparing it," said the project staff. As explained earlier, according to UN Environment Sudan staff, "no reconciled report was available at that time, so while all the fund was obligated, there was no accurate information available about the liquidated obligations as reconciliation did not happen at that time."

201. In terms of criterion rating elements, with the exception of the point related to the project manager not having strong awareness of the current financial status of project, all other criteria items were met. The FMO had strong awareness of overall project progress when financial disbursements were made, and these disbursements were made against good quality financial and technical progress reports. There was regular / frequent contact between PM, PSO, IPs and donor. Ultimately, good communication between financial and project staff members had positively affected project implementation, as evident from how they responded to the increase in currency exchange rate. The challenges they faced were due to systemic and contextual issues beyond the project's control. However, these challenges reflect issues that deserve the attention of UN Environment and its staff working on such projects. Therefore, a Satisfactory rating is in order.

Communication between finance and project management staff	Satisfactory

6.6. Efficiency

Implications of delays and no cost extensions

202. The project start time was delayed due to review and approval processes within the donor organization and UN Environment. Another delay took place later in 2017 when the third request for payment of pre-financing under the Agreement of EUR 605,177.00 (dated 18 August 2017) was submitted on 10 September 2017 to the EU Delegation to the Republic of Sudan. According to Article 19 of the General Conditions of the Contract (19.1) the third payment was due within 90 days of receiving the payment request and progress report but was only received by UN Environment in April 2018. "This unforeseen delay caused constraints in budgetary planning and implementation of several activities, as UN Environment was not able to pre-finance its activities.

This delay formed part of the arguments put forward to the EU in the request for a no-cost extension," said a senior UN Environment staff.

203. The Office of Internal Oversight Services (OIOS) conducted in 2016 an audit of the UN Environment Programme Disasters and Conflicts Subprogramme. The audit was conducted "to assess the adequacy and effectiveness of UNEP governance, risk management and control processes in providing reasonable assurance regarding the effective implementation of Disasters and Conflicts Subprogramme in UNEP." (OIOS Audit Report, p. 2). The report highlighted a concern about UN Environment's lengthy project review and approval process which "involved communication among project managers, Division Directors, the Office for Operations, the Project Review Committee and the Deputy Executive Director and took up to 17 months in exceptional cases. For example, there were five projects (three in Sudan and two in Haiti) whose review and approval process took 4-17 months." (OIOS Audit Report, p. 5).

204. Given the timing of approving this project (2015-2016), It is likely that it too was subjected to those lengthy processes, which resulted in delaying its start. This information confirms the same concerns that were expressed by UN Environment and project staff during interviews.

205. The late start also deprived the project from conducting a mid-term evaluation because the actual period of project activities was practically reduced to two instead of three years. However, in retrospect, it became evident that the three-year project was not required to conduct a mid-term review/evaluation as per the UN Environment MTR/E criteria and guidelines, and neither by the donor. Nonetheless, budget allocations were made at the design stage for a mid-term evaluation, though project staff assert that this was only as a precautionary measure should any unforeseen risks materialize.

Time-saving measures put in place to maximize results within the secured budget and agreed project timeframe

206. Three factors led to seeking a no-cost extension, and which in turn led to better use of secured budget. The first factor was the delayed start as discussed above. The second was that the Government of Sudan decided to increase US Dollar exchange rate against SDG which resulted in additional income. The third, related to adaptive management, was the evident success of the project on the ground which could benefit from more time (factor 1) and funds (factor 2) in order to create new opportunities for the project communities and beneficiaries.

207. Accordingly, although the project did not, technically, save time to maximize results, it actually added time, at no additional cost, in order to serve the project beneficiaries and fulfil more substantively its objectives and strengthen its impact. According to an IP Staff member, the no-cost-extension was designed "at the benefit of the project's communities with a view to consolidate project sustainability by empowering project community committees and implementing more activities. Such objectives were realized in line with existing budget lines." Commenting on the effectiveness of the no-cost-extension, a UN Environment project staff stated: "we did a lot of additional activities that were not planned. The inflation lagged so there was an increase in our purchasing power. We worked on an extra hafir and a few water yards. Also we did CEAP work and revolving fund training."

Building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc.

208. The project cooperated with others such as UNICEF in areas where the latter could provide services. At the start of the project the EU organized several partner coordination meetings, where exchanges took place with the UNDP and the International Organization for Migration (IOM) Joint Conflict Prevention Programme and CARE International. Lessons learned from these organizations, especially regarding organizing CBOs and engaging women despite traditional and cultural challenges, contributed to the development of the project.

209. At the community level, the project also built on the lessons learned from CEAP. According to an IP Staff, "CEAP was already implemented in two locations [in Darfur]. This helped us to replicate it in new areas. It changed how people deal with issues and articulate them." The project also built on the existing entities in the communities and at the local administration level. However, recognizing the top-down approach that was prevalent, the project adopted a more participatory and inclusive approaches with these entities. A UN Environment project staff member stated that "Many lessons learned [from CEAP] were used especially the climate change dynamics and the community involvement in adaptation to climate change. Also how to develop a local strategy for resilience in addition to conserve and regenerate the environment."

The extent to which the management of the project minimized UN Environment's environmental footprint.

210. The project implemented several actions in order to minimize environmental footprints. According to a senior UN Environment project staff, these included:

- The project management team based in Khartoum held regular skype meetings with the two project officers and partners based in El Fula and Zalengi; this saved unnecessary air travel from the field to Khartoum and vice versa, which limited the project's environmental footprint.
- The project did not have its own project offices in the field. The two project officers were embedded in the offices of the implementing partners SOS Sahel in El Fula and DDRA in Zalengi. This sharing of facilities (including air-conditioning and electricity) and equipment Information Technology and Communication (ITC)) also reduced the project's environmental footprint.
- The project did not purchase any vehicles and made use of shared facilities in Khartoum and in the field. Field activities vehicles were hired on a case by case basis. This also contributed to a reduced environmental footprint of the project.
- The use of environmentally friendly stabilized soil blocks for building purposes was actively promoted by the project instead of the use of fired bricks that cost a lot of firewood and lead to deforestation.
- Several reforestation and rangeland restoration activities were conducted by the project, which amongst others contributed to climate change mitigation.
- Printing of project documentation was done double-sided as much as possible.

211. In terms of assessments of environmental impact, "although the project did not have the capacity to do much of this, a consultant was commissioned to conduct one social environmental

impact assessment for one of the hafirs," said a UN Environment project staff member. The assessment was conducted in March 2017 for the hafir in Al Agad village in Muglad locality, WK. The key findings of the report included:

- Overall, the study found positive impacts as reported by individuals and community leaders.
- The central corridor (Murhal) provide potential place for opening this grazing area for nomads on their movement to Makhraf and Masyaf.
- Water provision will provide suitable conditions for settlement and provision of services to help in reducing tensions between the Baggara and the Dinka.
- The hafir, despite being small in capacity, was constructed in a site appropriate its intended beneficiaries. Inhabitants regarded it as a major achievement by SOS Sahel and UN Environment.
- The study found positive impacts in reducing the hazards caused by using barrow pits water for both human and livestock because of being open leading to possible contamination.
- The concern for tree cutting and charcoal making is more linked to railway and tarmac road and not related to water provision.
- Some traditional leaders called for community management of the hafir. Accordingly, the study provided recommendations to form a Water Committee and to train the members in order to shoulder the responsibilities of management and maintenance.

Additional Efficiency Issues

212. The design and implementation of the third output about knowledge products suffered as explained earlier from inconsistent plans of the donor and UN Environment. Although ultimately products were produced, the absence of reporting on that output in the final project report is indicative of the extent to which that inconsistency hampered its achievement. According to a senior UN Environment project staff, "lesson learned for UN Environment: Try to avoid to a maximum a discrepancy between the agreement negotiated with the donor (and reported against) and the internal agreed logframe (to be reported against in the Project Information Management System- PIMS). This leads to complex reporting and management issues, as well to potential confusion for the project team."

213. Lastly, although the communication between the project staff and IPs staff was overall efficient and contributed to the success of the project implementation, a concern was raised that at the end of the project there was no final closing meeting between the two groups "to talk about the closing and next steps of the project," according to one IP Staff member.

214. Overall, the coordination with the partners, the communities and the donor were well-appreciated. The project evidently succeeded in achieving the project objective at a high rate. Considering the late start of the project, it is remarkable that the staff was able to achieve its outcomes and deliver even more services to communities. However, no cost extensions are typically regarded in the UN Environment's rating system as indicative of efficiency issues. Therefore the rating for efficiency is Satisfactory.

215. Taking into consideration the criterion rating descriptions, the project meets all criterion for a Satisfactory rating:

- The project has had one 'no cost extension' of one year or less and with justified amendments to the formally approved results framework.

AND

- Evidence suggests that the application of cost-effective approaches strongly supported the achievement of project targets.

AND

- Project activities/events were frequently sequenced efficiently.

Efficiency	Satisfactory

6.7. Monitoring and Reporting

Monitoring and Reporting	Moderately Satisfactory

216. The most evident assessment of the monitoring and reporting of the project is that an effort was made to produce an M&E plan, and that training was conducted on how to use it and even how to adjust the logframe outcomes, outputs and indicators. However, an updated, more relevant design was introduced in 2017 which adhered to the logframe that had been produced with the inception report, and which was later presented in the final project report. The actual implementation of M&E activities followed that updated design but not without shortcomings and challenges, as explained below.

217. Record-keeping of monitoring reports did not rise to acceptable standards. The evaluator faced difficulties locating complete sets of monitoring or progress reports. This was compounded by the unavailability of the M&E staff person for interviewing, as she had departed at the end of the project.

218. While periodic monitoring and progress reports were not made fully available at the time of this terminal evaluation, several comprehensive documents were presented. They included the monitoring plan based on the project's logframe, and compiled monitoring data for the entire project. Below is a description of these documents:

- Logframe Indicator Reporting 071016: This file included the final monitoring system, including SMART indicators. It was finalized in October 2017.
- UN Environment Project RBM Matrix. It includes proposed general guidelines for establishing the project Monitoring and Evaluation Framework that includes a) introduction to Results-Based Management (RBM) approach, b) proposed results-based management matrix for project monitoring and Evaluation, and c) guidelines for developing community level monitoring and evaluation framework for project interventions.
- Indicator Data: This excel sheet compiled monitoring data on types and number of conflicts in the project areas.
- IcSP Activity Progress by Village- DDRA- April 2018: This excel sheet includes a compilation of data, by village in CD and WD for project services and activities and is disaggregated by gender when appropriate. It includes quantitative data from June 2016-March 2018.
- IcSP Activity Progress by Village- SOS Sahel- March 2018. The same as the file above for WK.

- PIMS Reporting- Sudan. This is the PIMS semi-annual reporting of the project from December 2015-June 2018.

219. The reports above provided the information presented in the final project report, and for this terminal evaluation, in addition to the data collected during the evaluation field mission. At the same time, while their information was corroborated using other evaluation methods such as field observations, interviews, townhalls and focus groups, the chain of evidence from those comprehensive reports back to the periodic monitoring and progress reports was not fully verified.

220. Means of verification in the logframe included several methods such as interviews, review of police records, training workshop reports, records of vaccination campaigns, and meeting minutes. Based on the M&E documents received at the time of preparing the terminal evaluation report, monitoring data collected by CBOs at the community level was one method for compiling quantitative data on project's services, trainings, and types and number of conflicts and their resolution status. More information on other means of verification was captured in progress reports completed by the field project staff and IPs.

Monitoring design and budgeting (including SMART indicators, resources for MTE/R, plans for collection of disaggregated data etc.)

221. The project produced a document titled "Proposed Project Monitoring and Evaluation Framework." The document was prepared based on secondary resources provided by UN Environment and outputs of two training workshops organized for SOS Sahel Sudan and DDRA and their local implementing partners in CD, WD and WK States. The document included proposed general guidelines for establishing the project M&E Framework that included a) introduction to Results-Based Management (RBM) approach, b) proposed results-based management matrix for project M&E, and c) guidelines for developing community level M&E framework for project interventions.

222. The document included three key products: A revised statement of the project's objectives, outcomes, a Project Results-Based Management (RBM) Matrix for M&E, and guidelines for M&E at Local Community Level. Together, the three components provided a participatory monitoring model that included both quantitative and qualitative indicators connected to project outputs and outcomes.

223. The document concluded with Steps for Putting M&E Framework into Action. These steps were:

> **Step # 1:** the draft proposed framework is to be revised by the concerned persons in UN Environment in order to check its consistency with UN Environment M & E guidelines and frameworks
> **Step 2:** UN Environment is to share the revised draft proposed framework with SOS Sahel Sudan and DDRA concerned Programme Officers for comments and feedback
> **Step 3:** the outputs of step 1 and 2 is to be sent to SOS Sahel Sudan and DDRA field offices in WK and WD, who supposed to organize a meeting with implementing partners (who attended the training courses) for verification and fine-tuning.

Step 4: the verified version of the framework is to include baseline and targets for each performance indicator (starting from outputs level). The activities level indicators are to be developed upon planning interventions at local community level

Step 5: data collection tools and report format are to be developed based on the final version of the framework

Step 6: the framework is to be put into action prior implementation of project interventions in order to capture changes from early stages of project implementation

Step 7: the framework is to be reviewed, assessed, and modified (as appropriate) on annual bases or when needed

224. The RBM Matrix included with the document reflected indicators for outcomes and outputs that were not aligned with the ones used in the final project report. It appears that the participants in the training workshop developed the Matrix around what they had suggested as an updated logframe, which never materialized. In addition, the RBM Matrix did not allow for disaggregating data by gender or other factors. As a matter of fact, the word "gender" is not mentioned at all in the entire document! Similarly, the Local Community Level Guidelines included in the document did not offer a sufficient concise model for collecting information in the field.

225. However, the data collected in communities, as per the few monitoring reports received at the time of preparing this report, had a different design which included sections for disaggregated gender data. This suggests that whatever was produced with the RBM exercise had not been the final monitoring system that was ultimately used.

226. The M&E design that was ultimately used to gather information was included in a document titled "Logframe Indicator Reporting 071016". The document adheres to the logframe that has been used in the inception report, and was used later in the final project report. It provides guidance on methods and frequency of data collection for each indicator. The monitoring reports received seemed to follow the design in that document. The forms included disaggregated data for women and pastoralists in particular.

227. The majority of the monitoring data collection for the M&E system was conducted by the IPs and CBOs (peace committees, water management committees) often with the assistance of the project's field staff. Data was collected using the above-mentioned tools and reported in the quarterly reports of the IPs. The project piloted the data collection tools in October 2017 for the July-Sept 2017 quarterly reports and the system came into full effect (with training for IPs and CBOs) from January 2018. Information was collected on a monthly basis and per geographic locality.

228. The monitoring forms collected data on three levels:

- Conflicts in communities, their types, locations and resolution status
- Infrastructure facilities numbers, conditions and use by beneficiaries (disaggregated by gender and pastoralists/farmers).
- Project services and activities such as training workshops and committee meetings (disaggregated by gender and pastoralists/farmers).

229. From a staffing structure perspective, on one hand, the project relied on international consultants to conduct training and capacity building for M&E and to carry out baseline research. On the other hand, it relied on the community to collect M&E information. Between a community

that was unable to carry out M&E activities as planned, and international consultants with short-term assignments, there was no staff person within the project to shoulder this entire component. It was not until the last year of the project that an M&E specialist was hired. It was perhaps too late to salvage the situation, and this became a key lesson learned, as acknowledged in the final project report.

230. Equally, from a budgeting perspective, there was no dedicated line item for M&E in any of the project budgets. M&E appeared twice on the project budgets in combination with other activities. The first was under the line item for international consultants who included also specialists on gender, agronomy, forestry and training. The second appearance of M&E was for the final reporting. It was lumped along with product dissemination (output 3) under Communication and Visibility. The spending ratio to budget on this last line item was the lowest throughout the life of the project.

231. In terms of budgeting, the final project budget included EUR 92,741 for Final M&E reporting & products dissemination, per the Addendum signed with the donor in March 2018 to approve a no-cost-extension. It also included EUR 134,729 for International consultants (baseline surveys, M&E, training, gender specialist) for outputs 1 and 2. The Project Review Committee (PRC) document (p. 5) indicted that the project had set aside USD 75,000 for the terminal evaluation. However, the actual budget provided to the Evaluation Office for the terminal evaluation was only USD 25,000.

232. The proposed rating for this component is Moderately Unsatisfactory[19]. This is because, at launch/mobilization (the inception report) a monitoring plan existed that covered items "a-d" below:

a) Covers all indicators in the logical framework.
b) Has data collection methods.
c) Has data collection frequency.
d) Data collection frequency is appropriate for the indicator.

233. At the same time, only items "e-f" below did not hold, while items "g-h" existed and item "I" is unknown:

e) The project has a dedicated budget by monitoring activity.
f) Person responsible for monitoring progress against each indicator is identified.
g) Is disaggregated by relevant stakeholder groups including gender and minority/disadvantaged groups.
h) When applicable, additional gender specific indicators are developed
i) Funds for mid-term and terminal evaluations/reviews are considered adequate by the Evaluation Office (and are available to the evaluation).

234. In addition to the fact that not all Evaluation Criterion Ratings Matrix elements align with actual data on a specific component, there is also additional significant information that is often not considered in the Matrix. For example, the project did not have a dedicated staff for monitoring activities, or in broader terms, staffing for monitoring was not adequate. Such item does not fit under any of the criterion rating items in the Matrix, yet it was a critical factor in undermining M&E

[19] Applying the criterion rating descriptions Matrix produced by UN Environment has been quite a challenge throughout the preparation of this report. This is because the elements specified under each rating do not always align with evaluation findings in the manner envisaged in the Matrix. This was true also in rating this component.

activities for this project. Therefore the rating for monitoring design and budgeting is Moderately Unsatisfactory.

Monitoring design and budgeting	Moderately Unsatisfactory

Monitoring implementation (including use of monitoring data for adaptive management)

235. Several of the UN Environment project staff and IP Staff expressed during interviews that the monitoring component of the project did not rise to the expectations. They suggested that despite training for community members, they were not able to follow the guidelines as planned. UN Environment did not have a rigorous filing system of reports and monitoring records at least at the terminal evaluation stage. Hiring a part-time staff member to oversee monitoring was not sufficient to ensure quality and consistency.

236. The final project report recognized that monitoring efforts were not conducted at acceptable levels. The capacity of IPs and communities to conduct effective monitoring and evaluation and reporting remained weak. "In order to rectify this, UN Environment developed an M&E framework with tailored and simple M&E formats for the IPs during the last year. This was followed up by a formal introduction of the M&E framework and continuous on-the-job training throughout the year for relevant staff. However, weakness in M&E, reporting and producing knowledge products continued to be a challenge. A key lesson learnt for any future programming is to have tailored M&E and reporting measures embedded into the project from the inception phase." (p. 72)

237. In the last year of the project, UN Environment hired a part-time staff to oversee monitoring activities, but she did not prepare monitoring reports. The project supposedly received monthly and quarterly reports from the IPs. Monitoring by UN Environment was about reviewing and verifying the partner reports. The part-time staff visited some project sites and prepared field visit reports. She developed monitoring forms for use by the partners and trained them on using them. She also designed and followed up on the relationship matrix. At the time of the terminal evaluation, the part-time monitoring staff had left her post, and was not available for an interview.

238. From the IPs' perspective, DDRA staff reported during interviews that the monitoring was grounded on a concrete participatory basis where targeted beneficiaries were actively involved from the stage of community mobilization and sensitization, to activities implementation and through reporting and evaluation processes. Accordingly, measurable quantitative and qualitative indicators were developed and applied. DDRA implemented a monitoring system using Participatory Learning Approaches (PLA) methods and tools (secondary data and direct observation) developed to ensure systematic data collection and reporting against the project outcomes (immediate, intermediate and final). The monitoring results were used to correct implementation inaccuracies and for mutual learning. The project team received training in M&E, in addition to on-job-training that was provided by UN Environment experts. Accordingly, the team organized 16 field trips per month, two trips to each village council to follow up on the implementation of the activities and collected the monitoring information using the various templates (water monitoring template, conflict template, etc.) which were prepared on monthly basis by the project beneficiaries. The project coordinator paid regular visits to the project sites to

follow up the progress in implementation, constraints and suggested solutions and submitted field trip reports to the executive Director.

239. The project coordinator also prepared narrative quarterly reports, submitted to UN Environment and shared with concerned stakeholders. The reports included: The status of activities per outputs, delivered results/impacts achieved and an assessment of whether the project is being implemented in accordance with the agreed activities in the concept note. The quarterly narrative reports were submitted to UN Environment along with quarterly financial reports in the agreed template and timeframe. The project coordinator also prepared annual, bi-annual and final narrative reports and submitted to UN Environment along with the financial reports.

240. The description above shows that the IPs report that they followed to a great extent the process that was put in place to collect and report on monitoring data. However, only a few monthly reports were made available at the time of the terminal evaluation.

241. At the end of the project, the UN Environment project team compiled an aggregated data sheet using the information from the monitoring forms. This aggregated information formed the basis for the statistics provided in the final project report. The aggregated data available at terminal evaluation included figures and percentages of conflicts and their types in CD, WD and WK with indication of whether they were resolved by the project committees, not resolved, or referred to the court, to high level committees or local leaders. The aggregated data also included baseline and end-of-project scores on the institutional assessment components, which were included in the final project report.

242. The monitoring reports available during the terminal evaluation included a few examples of monthly and quarterly reports submitted by the IPs. All monitoring reports reviewed included mainly quantitative figures of activities and services delivered by the project in different locations. When appropriate, the data in those reports was disaggregated for women and pastoralists. It does not appear that the monitoring process captured all the SMART indicators that were developed according to the RBM Matrix, which apparently was set aside, or in the inception report. Furthermore, the information available at the terminal evaluation does not confirm that the seven steps proposed in the RBM Matrix document were implemented.

243. In addition, the quantitative monitoring information that was compiled at the end of the project was used along with other sources of information in the final project report to demonstrate the extent of completing each indicator, as discussed earlier under Effectiveness. Together they were specified in the inception report's logframe and ensuing documents as means of verification.

244. It is evident that the quantitative monitoring data compiled with the Activity Progress by Village files provided a partial picture of what was reported in the final project report. For example, the total number of men and women who received any form of vocational training according to the two files was 20 and 29, respectively. However, the final project report included much larger numbers. For example, reporting on vocational training for youth in 2017, the report stated that the "activity has been fully completed in all three states, following various consultations and assessments to identify topics of vocational training in 2017. In total 69 youth (38 male and 31 female) were trained." (p. 47) This indicates that information used in the final project report relied not only on the compiled monitoring reports, but also on additional information from progress reports and training workshop records.

245. The fact that the monitoring of project implementation struggled for the reasons mentioned earlier, does not necessarily mean that the management could not benefit from its information, in addition to information gathered through the project staff progress reports from the field, and the ongoing communication with IP staff. It is evident, based on interviews with project staff, that the monitoring and other sources of information guided their adaptive decisions especially in the last year of the project. Specifically, the monitoring and other sources of information directed the project management on how to use the additional income generated by the favorable currency exchange rates. According to a senior UN Environment project staff member, such information guided them to support the following needs and activities: Distribution of LPG gas stoves, formation of two women's saving groups, rehabilitation of a water yard, a livestock campaign in two localities, establishment of a revolving fund to increase the mobility of para-vets, peace-building training of women representatives of village councils, training on the production and use of environmentally friendly stabilized soil blocks, implementation of priority interventions following CEAPs in 5 villages, conflict management training for representatives from Peace and Conflict Resolution Committees, establishment and organization of 2 village level peace forums.

246. The rating of monitoring of project implementation fits best under Moderately Unsatisfactory. Based on the criterion rating for this component, with the exception of the criteria "data collected is not disaggregated by vulnerable/marginalized groups, including gender," and the qualification (italicized) of the third and fourth items below, at evaluation evidence suggests that:

- A basic monitoring plan (items a-c above under Monitoring Design and Budgeting) exists.
- A completed workplan exists.
- Some project implementation data were collected against the monitoring plan and workplan, but it is incomplete and cannot be used (by itself alone) to validate indicators.

AND

- There is no evidence that any (sufficient) funds were spent on monitoring.

Monitoring of project implementation	Moderately Unsatisfactory

Project reporting (e.g. PIMS and donor report; gender disaggregated data)

247. According to UN Environment project staff, there were "two staff members in the field working with the partners. They submitted monthly reports that were not much of monitoring as much as progress reports." Most of the reports were made available to the evaluator at the time of revising the draft terminal evaluation report.

248. At the time of writing this report, twenty-nine progress reports were received for CD and WD and only three for WK. The reports for CD and WD covered the period from December 2015 to August 2018. The progress reports for WK covered the period from January-April 2018. All reports start with a discussion of the context that includes brief assessments of security, climate and related factors that affected project activities. This is followed by a relatively detailed description of project activities and plans for the following month.

249. A review of the structure and content of the CD and WD progress reports showed that while they started with weekly intervals in December 2015, they were adjusted in 2016 to monthly intervals. While earlier reports descriptively listed activities, by November of 2016 they became

more organized by project outputs, and included concise statements about challenges that the project faced and suggested solutions.

250. The progress reports from CD and WD provided the project management with insights into the progress of their work, and how to adapt to realities on the ground. For example, a report in December 2016 expressed concerns that the staff was unable to carry out planned activities due to delayed disbursement of project funds. It called on the management to expedite the process in order to be able to complete their activities. Another report in February 2018 expressed concerns that the timeframe of the project ending by June 2018 was too short for completing all planned activities. This, it appears, contributed to the decision to seek a no-cost-extension.

251. All reports on project activities included disaggregated data on the number of women and men who took part in activities such as training workshops and receiving services.

252. As monitoring was completed primarily by IPs, their staff confirmed during interviews that they received training on conducting monitoring and on reporting using PIMS. Although all monitoring reports were not made available at the terminal evaluation, the IP Staff interviewed confirmed that they submitted their reports regularly using the PIMS system. This confirms the concern stated earlier about record-keeping.

253. One of the most complete monitoring documents was the semi-annual PIMS Reporting file. The document was completed by the project staff to capture data from monitoring and progress reports in a systemic manner following PIMS modalities. It included semi-annual reports from December 2015 to June 2018.

254. The document offers a complete progressive picture of how the project evolved since its inception. For each six-month reporting period, it includes project performance highlights, milestones, lessons learned, challenges, actions to address challenges, and performance indicators organized according to the project's outcomes and outputs.

255. The use of the PIMS reporting for adaptive management was evident on many occasions. For example, the December 2016 performance highlights indicted that gender mainstreaming was facing challenges due to cultural and traditional obstacles. The report continued to suggest that the UN Environment gender specialist would assess the situation and offer alternatives in order to ensure that gender issues are addressed. Another example related to the formation of peace forums. The report of June 2017 raised the concern that the design of peace forums in CD and WD along local administration units (combining more than one village) was not replicable especially in the southern locations of WK due to distance between villages and complex native administrative and mediation structures. It therefore suggested an assessment of how to best establish peace forums for smaller units at the village level.

256. Consistent with other findings in this terminal evaluation report, the PIMS reporting for outcomes 1 and 2, and outputs 1 and 2 showed consistent strides towards achieving them, and provided adequate data for each indicator and milestone. The narrative performance highlights for each reporting period also emphasized accomplishments associated with these outcomes and outputs. However, none of the narrative performance highlights mentioned any progress on output 3, its indicators and milestone, even when they were included on pages 30-35! This reflected the design and implementation inconsistencies regarding output 3 as addressed earlier.

257. Aside from issues related to output 3, the PIMS reporting received progressively high remarks by the reviewer. In June 2017 the PIMS reporting was rated as "overall good". In December 2017 and June 2018 it was rated as "overall highly satisfactory."

258. According to interviewees representing the donor organizations, the project staff completed all donor reports in a timely and efficient manner. "Technically they were excellent people. They were small enough to be able to work with them. For the small period I worked with them there was no problem," said a donor organization staff member describing his working relationship with the project staff.

259. Relying more on the project progress reports and PIMS reporting, as opposed to relying on the mostly unavailable monitoring data, in addition to the positive confirmation by the donor staff, a rating of Satisfactory is in order for this component. With the exception of "a" (which does not seem to relate to this project) below, it matches to a great extent all the following criterion rating elements according to the Matrix:

- Substantial (but still incomplete) documentation of project progress available.
- Evidence of substantial collaboration and communication with appropriate UN Environment colleagues.
- PIMS/donor reporting has occasional gaps
- Data reported is disaggregated by vulnerable/marginalized groups, including gender.

AND A to C (below) HOLD:

a) The PIMS/donor reporting adequately reflects the project scope of work. (e.g. many sub-projects or countries; PIMS outputs don't cover all the project contracts)
b) Consistency between report progress in PIMS/donor reports and available evidence.
c) Monitoring report is gender neutral (i.e. reflecting gendered experiences equally) and/or, where appropriate, gender sensitive (i.e. reporting experiences differentiated by gender groups)

Project reporting	Satisfactory

6.8. Sustainability

Sustainability	Likely

260. The key question with the notion of sustainability is whether the project's achieved outcomes will be maintained and developed after the close of the project. What are the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes?

261. Overall, as explained earlier with the BATRA model, this project appears to be able to sustain its current accomplishments with the existing structures and dynamics that have been put in place. The entanglement of the interests of different community members with those of the different levels of government and the community traditional leaders, in committees that are successful in fulfilling each's needs and interests, is the backbone of the sustainability of the project. This was most evident during the terminal evaluation mission, six months after the project officially ended. The committees that were established are intact and continue to meet on regular basis. The communities developed mechanisms for allocating funds for repairing and maintaining equipment

and water supplies and coordinated with the government to distribute the shares from water use tariffs. The relationships among community groups have improved significantly and violent conflicts have been reduced sharply, leading to improved social cohesion.

262. In this sense, this is among the strongest dimension of the project. The mechanisms set in place have ensured that communities are capable of sustaining what they have gained. Support from local and state government agencies contribute to the high likelihood of sustainability of what has been accomplished. BATRA offers a conceptual framework to explain this success. However, the ability of the communities to support themselves financially seems to be adequate now but not at a high rate (see monitoring reports information in the Financial Sustainability section below). In addition, the social/political conflict that is sweeping Sudan now already started to bring violence to neighboring areas in Darfur. Will a project that has prepared communities to peacefully address violent NR conflict, also shield them from a national conflict that has other causes, dynamics and alignments? The overall rating for sustainability is thus Likely.

6.8.1. Socio-political Sustainability

263. The project was designed in consultation with line ministries, project communities. During the implementation phase, PSCs were established, comprising Director Generals (DGs) of five line ministries to advice in and supervise project activities from implementation, monitoring up to evaluation stages. Community Committee members were trained to take part in planning, implementation, and M&E of the project. Direct communication channels have been in place to enable ordinary people within the project community to communicate with project staff and share their opinions or raise their concerns when necessary (especially, women and marginalized groups in particular). “Such structures secured and ingrained a sense of not only ownership among communities, line ministries and government institutions alike but also raised the potentiality of project sustainability to the highest level possible,” said an IP Staff member.

264. An important approach used in this project was to engage with government officials at the local and state level, and to avoid engaging with high level officials such as governors and ministers. This was important because the latter group of officials are often subject to political transitions, while the former are fairly stable in their positions. This approach provided immunity to the project against possible socio-political instabilities.

265. Confirming the notion above, a UN Environment project staff suggested that “the biggest sustainability angle was driven by the partners: SOS Sahel and DDRA. They focused on sustainability as a key focus for all of us. We made sure there are systems in place to keep the project running after it expired, such as percent of income for repair, revolving funds, and committees.”

266. Confirming the notion that government agencies would remain committed to the project, an IP Staff said: “The project entangled their interests with those of the community to the point that it is not in their interest to create trouble!”

267. Various sources of data confirmed notions relevant to the BATRA dynamic, especially that it is not in the interest of communities or the government to pursue their own interests away from the established structures and committees. One PSC member from WK stated that the project services and facilities “are under the protection and support of the people. Before the government

was in charge, but now the citizens are engaged and know the benefit of the project to their lives. So they are the ones protecting and managing these assets because they benefit from them. The project will continue due to people caring for their assets. It will last for long. The project has income from the investment of individuals. But the key for sustainability in this project is the training of people so that they can work and gain income. So investment in people has been the key for the financial sustainability."

268. Similarly, another PSC member from WK echoed BATRA themes and emphasized the role of women in this regard: "What helps is that the assets are there such as hafirs and others. Also women committees have assets and funds to continue to work. So continuity is tied to the gains that have been achieved. Government support is also there. People's motivation also keeps them going."

269. Despite the general optimism about the socio-political dimensions of sustainability, some cautioned that the project may not be sustainable if there were no follow up anymore from the project management. Eruption of conflict in the community at large scale was another concern.

270. The rating for socio-political sustainability is Likely as the commitment and motivation both socially and politically are strong and are not dependent on receiving additional support, or on social/political factors. However, the concerns about national level conflicts reaching the project areas with their own dynamics that are not aligned with what the project has prepared communities to address peacefully, are becoming a real threat to the entire Sudan now.

271. Based on the evaluation criterion rating descriptions, the project meets all the following elements of a Likely rating for Socio-political Sustainability:

- The sustainability of project outcomes has a high degree of dependency on social/political factors
- AND
- There is a high level of ownership, interest and commitment among government and among other stakeholders. Concrete action has been taken to sustain outcomes. Only a small possibility of this ownership to vanish with future government changes.
- A strong mechanism is in place to adapt to changes in the social/political context (e.g. all relevant social norms and/or political priorities have been identified during the project and all have been discussed with stakeholders)

Socio-political Sustainability	Likely

6.8.2. Financial Sustainability

272. The views on financial sustainability addressed three dimensions: The ability of the communities to continue to generate income to support aspects of the project such as maintenance and repairs; persistence of the investments made in budgetary systems and in the knowledge and skills of the beneficiaries; and, the possibility of continued support by UN Environment or the partner organizations.

273. In the views of some interview respondents, the investment in people determines the financial sustainability. The knowledge and lessons on how to maintain what the project has built provide the core of sustainability of NR assets that are measured in financial terms. "The material impact of the project is there (water pumps for example). But the non-material impact (knowledge and ability to work together) should ensure peace maintenance and ability to continue to develop their resources," suggested one staff member of an implementing partner organization.

274. On the local and village levels, the beneficiaries of the project were confident that the established committees will continue to function and sustain their own work. Interviewees said that the needed financial resources come from the community's income-generating facilities and the circulating funds. Sustainable financial support will keep generating from the community's participation and contributions. As stated by a committee representative form Niematian: "the community's participation and its monetary contributions will generate financial support."

275. Beneficiaries listed the following as factors contributing to the financial sustainability of the project:

- The services they offer address the needs of the community
- The sustainability of the activities (as is the case in the savings fund)
- The sense of ownership people feel
- The training courses
- Monetary contributions by community members
- The savings fund revenues rotate; every month they are given to a different person
- The committees' work promotes peace and understanding
- The committees helped solve problems
- Material required for the project activities are available in the surrounding environment
- People want to expand the skills they acquired during the project
- The community wants to bring back the inhabitants who left
- Committees' work is monitored
- Initiative, solidarity and cooperation

276. In addition, committees' cooperation with the community in overseeing and managing the work keeps them continuing. They provide all necessary help to the community along with the relevant governmental institutions. According to Niematian Women's Development Committee for instance, "the committees' technical expertise as well as their management and protection of the seeds funds and the circulating money help them continue." Some interviewees mentioned the fact that the products manufactured by the trainees are in demand, in addition to the circulation of cash, and the growing income which also plays a great role. The financial reward from the work they do also helps them continue. "The fact that people benefit from the technical expertise they gain in increasing their income; the initiatives people take as well as their solidarity and cooperation also help them continue," said a workshop trainee from Al Setaib. There is a growing awareness of the importance of such committees and training workshops in ameliorating the living conditions of the people.

277. Although it is doubtful that UN Environment will continue to seek funding to support the project, as suggested by a UN Environment project staff member, the project beneficiaries are supporting themselves with the income they are generating. Also the two IPs continue to work on similar projects in the same areas on an ongoing basis and they may follow up on such work with other donors.

278. One indicator of sustainability was captured from the monitoring reports. Two reports, one by SOS Sahel and one by DDRA, focused on the use and maintenance of water facilities that have been established by the project until March 2018. According to the SOS Sahel report, of nine facilities, five are being repaired and sustained using revolving funds. According to the DDRA report, eight of fifteen facilities receive repair and are sustained by water committees, trained community members and community contributions. This means that about 60% of those facilities have a sustainable financial model to support repairs, while 40% do not.

279. The rating for financial sustainability is Likely as the communities continue to support the existing structures in cooperation with the local and state government agencies. However, as the data from the monitoring reports suggest, about 60% of water facilities are sustained by community resources. What the project has achieved will likely continue to self-sustain, but others that did not develop sustainability measures will likely continue to have high degrees of dependency with low degrees of mitigation.

280. Accordingly, and based on the criterion rating descriptions for a Likely rating, the project meets all the following elements:

- Low dependency
- 50-75% mitigation
- Project outcomes have a low dependency on future funding / financial flows to persist.

AND

- Only 50-75% of the required future funding requirements have been secured
- An exit strategy with a financial component has been initiated.

Financial Sustainability	Likely

6.8.3. Institutional Sustainability (including issues of partnerships)

281. The notion of government in this context refers to the local and state level government and not the federal level. On the local and state levels, the PSCs provide a strong link to the government. The fact that their own interests as government agencies are well achieved under the arrangements made by the project secures their buy-in.

282. As stated earlier, working with the state government and native administration prevented uncertainties associated with working with higher levels of governments which are subject to political changes and cabinet reshufflings. For example, since September 2018 there were state cabinet reshuffles both on national and regional levels. All governors changed with the state of emergency. Because PSCs included lower level officials, they are usually more stable in their positions despite changes at levels above them. This provides stability to PSCs.

283. Because of the limited financial resources of the government there is strong commitment from PSCs to support the committees and CBOs to continue to manage the natural resources in a sustainable manner. Government officials who are members of PSCs stated in focus groups and interviews that the arrangements made by the project through committees and PSC are actually making them conduct their work more efficiently. They are bound by Terms of Reference (ToR) that have established their role at PSCs. One PSC government official member stated that “It is

one of the blessings of this project that they bring us as different government agencies to work together." From a BATRA perspective, it is not in the interest of government official members of PSCs to abandon such membership as their work is conducted more efficiently and with better results by remaining within the project committees.

284. Some aspects of the sustainability of the project outcomes have a high dependency on the institutional support from PSCs and relevant government agencies, for example to provide vaccination to animals. At the same time, the project has a strong mechanism is in place to sustain/support the institutionalization of direct outcomes through existing agreements and ToRs through PSCs. The capacity of relevant individuals in PSCs, CBOs and VDCs has been enhanced and they are seen to exercise increased influence in support of the direct outcomes.

285. The project meets all the following evaluation criterion rating elements for a Highly Likely rating:

- Low dependency
- 75-100% mitigation
- The sustainability of project outcomes has a low degree of dependency on / sensitivity to institutional support.

AND

- A robust mechanism is in place sustain/support the institutionalization of direct outcomes (e.g. all planned processes to draft policies and/or laws are completed and some have been approved).
- Capacity of relevant individuals has been enhanced, and they are likely to stay in their position (or in a position where they can continue to support the direct outcomes).
- An exit/sustainability strategy with an institutional component has been initiated.

Institutional Sustainability	Highly Likely

6.9. Strategic Evaluation Questions

6.9.1. To what extent, and in what ways, did the project build on the lessons learned on NR and peacebuilding collected by UN Environment's Environmental Cooperation for Peacebuilding (ECP) programme? What are the reasons for successful/unsuccessful uptake of these lessons by the project?

286. The project builds on the lessons learned from UN Environment's work worldwide on Environmental Cooperation for Peacebuilding (ECP). For example, the project benefitted from a UN Environment global research programme launched in 2009. The programme "collected over 150 case studies from 50 post-conflict countries on how natural resources could contribute to peacebuilding without triggering new conflicts…" (ProDoc, p, 7) Furthermore, the project benefitted from a publication published jointly by UN Environment, UNDP, UN Women and UN Peacebuilding Support Office "which aimed to: (i) improve the understanding of the complex relationship between women and natural resources in conflict-affected settings, and (ii) make the case for pursuing gender equality, women's empowerment and sustainable natural resource management together

in support of peacebuilding." (ProDoc, p. 7) The project strived to connect these lessons to the findings of the Post-conflict Environmental Assessment (PCEA) in 2007 in Sudan. The project is regarded as a continuation (phase II) of the UN Environment work done under the Sudan Integrated Environment Project (SIEP). The project is expected to pave the way for a broader Phase III of UN Environment's work in Sudan.

287. During interviews, the UN Environment leadership of the project stated that they used and built on lessons learned from the Sudan Integrated Environment Program (SIEP) and the Sudan Post Conflict Environmental Assessment (PCEA), in addition to other programs that are conducted. "An example is the relationship matrix development which was based on its application in other projects. The Wadi ku project established village development committees that continued to work past the project. Lessons learned from that project informed the formation of community committees. Community planning was also inspired by the CEAP (Community Environmental Action Plans)- it is about involving communities in managing their own NR and it is based on community consultation or planning. It has been used in a number of localities," said a senior UN Environment staff member.

288. They also stated that lessons learned about methodologies of applying gender components were integrated from the portfolio of Sudan work. Furthermore, they stated that "we try to cross-fertilize between and across projects. When we visited North Darfur people spoke about how the work of 13 committees helped resolving conflicts. CEAP is not a one day effort; it requires the understanding of the needs of people rather than to going with our own assumptions. They know better what works for them and their needs. This is the right way to go about such issues." They also suggested that there have been interaction between the team of the project and two similar initiatives: A European Union's IcSP project with the International Organization for Migration (IOM) and another with the World Bank.

289. According to one of the key staff members of the project, many lessons learned were used especially the climate change dynamics and the community involvement in adaptation to climate change. Also learned from similar UN Environment projects was how to develop a local strategy for resilience in addition to conserve and regenerate the environment. He added that the application of the Community Participatory Assessment (CPA) was adapted from SIEP. "It was taken directly from SIEP. I think the project succeeded in forming the models that served the purpose of CPA by following the SIEP models."

290. One staff member of an IP summed up how lessons learned were implemented with the project regarding the formation of committees, engaging the government and working within customary laws:

> "There are 3 key lessons learned. One is that development agencies and NGOs are reluctant about community participation and issues of gender and minority inclusion. The lesson learned is that it is possible with patience and time and persistence. The project of 3 years allowed for this but the longer the better. We ended up with women and youth in all committees and they were part of making decisions. The second is the role of government and policy makers. They are changing and not sustainable. You start with a minister and get them on board only for them to leave and a new one comes and you start from scratch. So for local level, there are technicians and staff. They are part of the community and most of the time are not affected by the political changes. So we learned to connect community with government structures at the local level. The third lesson is about policies. At a local level there is also customary law and is respected by the people. When we started, we thought that the UN Environment role

could help in affecting policies at national and state level. UN Environment has done a lot about such policies in Sudan. But it was difficult to link it to the project due to the turnover of politicians. So while working on the policy level is important, it may be more effective to work with the customary law and work within it. For example, cutting trees. There is a national policy and agency to reduce tree cutting. But cutting trees is still happening. But by talking to people and explaining the importance of trees then they develop their own rules and regulations to control including how customary law can help with the issue. Another customary law example is to reduce conflict between farmers and pastoralists about harvest times. The law stated that by end of February farmers finish harvesting and then the land is common property for animal to graze. The committees adopted this as the customary law to ensure that pastoralists knew when to enter their animals in fields otherwise the animal owner would be punished."

6.9.2. In what ways have communities been brought together around different resources using different cooperation methods at different levels of the community? Are there any successful models that could be adopted by the European Union's Instrument Contributing to Stability and Peace (IcSP) and applied in other regions of Sudan or other countries through EU programmes?

"We learned that we can work across ethnic or tribal lines when they are in conflict. We know now how to work with them using the same methods we applied here. I would not be worried now about repeating this work in other areas." (IP Staff Member)

291. The communities were brought together at the state, localities and village levels. PSCs, CBOs, peace forums and specialized committees operated across the three levels and brought together various stakeholders. They focused on different areas of NRM, and at methods to resolve conflicts peacefully. The saving and small loan funds, for example, provided a venue for women across tribal and other lines to collaborate and in the process gain income to support themselves and their families. It also gave them a fresh perspective on extending the support to others in their communities. The model of community involvement in this project can be added to lessons learned for similar UN Environment projects. This is because NRM must include a community role that uses bottom up approaches. Also, there was a lot of knowledge accumulation due to forming groups that became well-coordinated and learned from each other. An important effect was that people learned how to work together.

292. According to interviewees with UN Environment staff and the IP staff, what made efforts at the community level successful was: The inclusive structure that was developed by the project in communities such as CBOs; the training that beneficiaries received; and, the registration with the ministry of social affairs which gave those committees legitimacy and continuity.

293. According to project staff, there were different levels of committee formations. On the top level there were PSCs made of state level ministers, the implementing partners and the UN Environment project officer. "This was an important committee because it involved all who were relevant and can have influence on the practice and policies. All different administration units who were relevant came together. This was very useful. Also the technical departments of the ministries offered the support needed. All were part of the decision making," said a project staff member.

294. According to a UN Environment project staff, "the conditions were different from Darfur to Kordofan. In Darfur the conflict had hindered the community ability to serve the citizen. The PSCs helped the government to again connect with the citizen. The PSCs reactivated the role of the government. Administration started to feel responsible and to serve the citizen, and to work together and coordinate. They also knew that there were non-governmental entities helping citizens and learned to collaborate with them and not to misunderstand those organizations. The PSCs helped by being part of the decision and the implementation."

295. The second level, also according to project staff, was the community. According to one UN Environment staff person the design of committees, their inclusiveness and registering them with the proper ministry made them functional and credible:

> "Sustainability was always a challenge. Citizens too did not know how to sustain access [to natural resources]. Many technical skills or resources were not there. So at the community level in Darfur we had three committees for water, pasture and forest. These were at the community level and were included in the proposal to the donor. But we developed CBOs as umbrella to oversee the work of the three committees. We also advised that CBOs must be elected or selected by the community and must be divided into executive and management and to have a constitution and to be registered officially. We advised that these bodies become the only ones to manage all development efforts. In Kordofan and Darfur we also developed peace committee forums at the level of administrative units which was made of several villages. CBOs were formed at the village level. We made sure that every citizen knew that they had representatives in those committees [...] All committees worked voluntary to serve their communities. It became a matter of status to serve in such committees."

296. According to staff of the IPs, the project was implemented by the donor, UN Environment, IPs, the government and the community. This in itself was key to the success and replicability of lessons learned. The coordination between all of them created a positive relationship and transparency, compared to similar projects in which the relationships were not that strong. Among lessons learned that are replicable, at the community level the project succeeded in developing healthy relationships within and between communities through exchange visits. This helped them to share experience and create healthy competition. This included visits between the two Darfur localities and with WK.

297. According to one IP staff member, "we strengthened the relationship through the shared training workshops where we all attended. We also worked together at the inception stage and had workshops to explain the project to government officials. This ensured transparency as government officials knew what to expect. This made it easy to sign the agreement with the ministry of agriculture and animal resources and with HAC. Government institutions also receive capacity building at high level. They received courses on data collection and analysis, project cycle management, integrated water resource management, and M&E. This prepared them to engage with the project and with the partners."

298. The design of inclusive and representative umbrella CBOs appears to be a key success of this project as evident from the data collected at the community level from beneficiaries. According to interviewees at the community level in WK, the committees established a school and a health center, managed and maintained water projects, kept water stations running, worked on resolving conflicts and protecting the revenues of the project, as well as providing seeds and places of worship. They also carried out administrative work and ran training courses for community

members. They worked with the organizations to provide services for the communities. In Darfur, interviewees among the community beneficiaries stated that the committees contributed by solving agriculture problems during the growing season, maintaining security, managing and protecting forests, resolving conflicts, starting community-centered farming and growing beans designated for emergency use. They also contributed by maintaining water pumps and plant nurseries, creating shared farms and storing their harvest to be sold when prices soared, contributing to the growth of the livestock market, and providing stoves as an alternative source of energy instead of wood.

299. Based on the above, the successful models that could be adopted by the European Union's IcSP and applied in other regions of Sudan or other countries through EU programmes, may be summed-up as following:

- Under conditions of inter-related existence of community groups fighting over perceived scarce natural resources, engaging all community members and government agencies is key to reducing violence.
- Engaging those groups through incremental tangible agreements that satisfy their otherwise unsatisfied needs and interests, will likely reduce their tendency towards the use of violence to fulfill them.
- The incremental realization of their needs and interests through inclusive and participatory committees or groups will set a foundation for a BATRA (Best Alternative to Relationship Agreement).[20]
- As BATRA persists, communities become more creative in exploring new means of collaboration across different lines.
- Sustained social cohesion becomes a normal state of existence reinforcing the processes and dividends of BATRA.
- Women engagement in the process is critical both for economic and social considerations. Building on their agency and initiative as opposed to viewing them as recipients of aid ensures sustainability of project achievements. Vocational and project management trainings and formation of revolving fund groups are successful examples of such empowering that has direct social and economic effects to women and communities.
- Engaging government agencies should consider the levels at which their contribution to the project would be most effective. Engaging local, state or national level government agencies deserves careful relationship assessment.

6.9.3. To what extent was the Relationship Matrix adapted to the Sudanese context and employed by the project as a diagnostic tool and/or as a monitoring tool? To what extent did relationships along this continuum correlate with the likelihood of conflict between the project stakeholders?

300. The relationship matrix was based on the report: Relationships and Resources: Environmental Governance for Peacebuilding and Resilient Livelihoods in Sudan (published in 2014 by UN Environment). The report has been "developed over the course of UNEP's Sudan Integrated Environment Project (2009-2014) and its precursors Darfur Aid and Environment and Darfur IWRM (2007-2009) […] UNEP has drawn on the identification of five dimensions of a relationship first

[20] Please see para 70 for more information on BATRA.

published in 'The R Factor' (Schluter and Lee, 1993). This laid the foundation for the Relational Proximity model which has been used by Relationships Foundation to assess relationships in both the public and private sectors in the UK, Australia and South Africa [...] The five relationship dimensions cover: Directness (good communication); Commonality (shared purpose); Continuity (time together and a shared history); Multiplexity (mutual understanding and breadth); and Parity (fairness)." (pp. 4-5)

301. The report provides an efficient example of how the models mentioned above were adapted to the Sudanese context. Particularly, the report specified the key factors influencing peacebuilding and natural resources in Sudan, especially in Darfur, and applied to them the five dimensions. The report describes an approach that is anchored in the idea that building and restoring cooperation over natural resources and the environment is important for both peacebuilding and governance. "This approach requires rebuilding trust and relationships between stakeholders and communities that have been impacted by violence. It also calls for improving technical capacity of decision-makers and communities to advance new approaches for environmental governance and views local ownership and innovation as foundational to such efforts. Over time, improving cooperation over natural resources can have important "spill over" effects, often leading to cooperation in other domains and establishing a basis of trust for continued joint action....In Darfur, many of these relationships have been destroyed by conflict and peace cannot be rebuilt until trust is re-established between these groups and with their governing institutions. This report demonstrates how relationships of three types need to be restored as a prerequisite to rebuilding good governance: (A) institution to institution; (B) institution to community; and (C) community to community." (p. 5)

302. As discussed with the findings of Outcome 2, the staff of UN Environment and of IPs reported that they used the Relationship Matrix to identify stakeholders and define their roles. It was applied to the NR users whether between or within farmers and pastoralists, and also between and within organizations and government agencies. One effect was that government agencies started to work with CBOs and sign MoUs with them. This gave legitimacy and identity to the community citizens. Also the citizens learned more about their rights due to the presence of CBOs. According to an IP staff member, "we worked with the relationship matrix in order to improve community/community; community/government; community/institution relations. We assessed how the relationship was and we worked on the relations between para-vets for example and the community and the administration in relation to the use of medicines and costs. We helped them to agree on what the community is to pay, what the para-vet would offer in service and how the administration supports this. We did the same regarding water issues and the relation to the water administration. We helped them to raise awareness about how communities coordinated the use of water and paid the proper tariff and also that the government was obliged to service the stations and to do the training. All this happened through committee work."

303. The example above about the use of the relationship matrix as a diagnostic and monitoring tool to address the para-vet issue was cited in the project's final evaluation report (p.25) with elaboration on how it was used to determine the proper course of action, and with what outcomes. The final report confirms the information provided above by the interviewee. In addition, Annex II of the final project report (pp. 79-91) included detailed information on how the relationship matrix was used specifically in Agbash Al Karo, Al Habeel, Ashamara, Morriat, Niematian, Tololo and between Ministry of Animal Resources and Rangeland in WK. In all reports about the use of the relationship matrix, each step used was clarified, and how actions taken were formed and assessed. The success of the project in using the relationship matrix has been confirmed by the evident continuity of relationships in communities, with institutions and with the government until

today even after the project ended. As one interviewee from the UN Environment project staff stated, "when it comes to our target of relationships, we achieved it."

304. One IP staff member provided an eloquent explanation of the process of assessing relationships and associated needs and interests which led to forming inclusive structures (committees) to address them:

> "First we looked at what are existing local structures and found the tribal leaders who were respected. We also found the native administration which were mainly made of men and who would not consult with others in making decisions. We did not try to criticize the existing structures but instead tried to develop new ones that were more inclusive such as women and youth groups and also peace forums. We found that inclusion was the solution to bringing people together as the pastoralists even that they were scattered they also had central points for meeting and gatherings. So they have some sort of town or villages to gather. So we focused on those areas to establish youth associations and similar ones. That approach seemed to work well. The members of the existing organizations such as native administration and tribal councils remained the same, but we engaged its members in the new structures."

305. The new structures, according to IP staff, were developed to bring people together and raise awareness and mobilize for collective work and to understand their role as CBOs responsible for any project that they wanted to initiate or seek support for. Most community groups were part of existing conflicts. When they wanted to work on resolutions they went back to their existing structures. The project supported them to learn to solve their problems without going to those structures because "these were their own problems." The members of committees used different names that suited their own context. "Some called themselves women associations, some called them peace committee, some called them development committee." All had the same purpose of protecting their resources and solving resource-based conflicts.

6.9.4. To what extent have women meaningfully participated in consultations as well as project activities, and shared in benefits arising from the project's activities, in particular the benefits of agricultural, livestock and livelihoods-related extension work conducted by the project?

306. Integrating women at all levels of the project was evident, despite cultural hurdles. Women were present in all committees, with few exceptions in some localities in WK where cultural and traditional barriers continued to hinder their participation. They even took the lead on the work of committees such as the saving and small loan funds. Some have demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets.

307. All data sources point to the success of the project in: a) engaging women in all committees; b) ensuring that their participation was active and effective; c) addressing their needs and interests; and, d) providing them with opportunities for growth.

308. In terms of engaging them in committees, the final project report included data on the composition of committees at the community level. According to that report, one key project success was ensuring that youth and women were represented on all village development

committees. As per Output 2, Indicator 1, the target was initially set that 75% of committees should include youth and female representation, "however due to active advocacy by the IPs and targeted training the project was able to achieve 100%." (p. 69) Traditional and patriarchal customs sometimes hindered meaningful women representation in committees. However, "through the effective work of female IP staff, flexible, informal spaces were encouraged and supported for women to sit separately and discuss their priorities before meeting as wider committees. This enabled more meaningful and organized inputs by women in communities where previously they had little influence." (p. 69)

309. The two tables below show the number of women and men in water management committees in CD, WD and WK (Final project report, pp. 36, 38). Although the female-male ratio is almost always in favor of men, such information should be regarded with reference to the fact that women often did not participate in such committees. Their participation, albeit in relatively smaller numbers, is seen as progress towards more role for women in their communities.

Table 16. Water Management Committees in CD and WD

State	Village	Female	Male	Total
West Darfur	Morriat	3	12	15
	Mokshasha	4	12	16
	Nabagaia	4	21	25
	Ashamara	7	20	27
	Magmary	3	12	15
Central Darfur	Sulu	4	14	18
	Tololo	2	10	12
	Morando	4	8	12

Table 17. Water Management Committees in WK

Locality	Village	Type	Female	Male	Total
Muglad	Um Sesi	Water yard	0	6	6
	Agbash El Karo	Water yard	0	6	6
	El Zarafat	Water yard	2	4	6
	Um Derese	Water yard	0	6	6
	Al Agad	Hafir	3	12	15
	Abu Shear	Hafir	3	12	15
	Niematian	Water yard	2	4	6
	Al Setaib	Water yard	2	4	6
Babanuse	Al Habeel	Water yard	0	6	6
	El Keleibat	Water yard	0	6	6
	Al Dalima	Water yard	3	12	15

310. Furthermore, the report on the achievement of indicator 1 of output 2 showed that 100% of committees targeted by the project (24 VDCs) included representation from women. At least 3 out of 15 members in each of the 16 VCDs in WK were women (Final Project Report, p. 57), and an

average of 9 women out of 26 members in each of the eight VCDs in CD and WD (Final Project Report, p. 58). All women members of VCDs were trained on NRM and planning. (p. 77)

311. The Perception Survey conducted between April-July 2018 (in the last six months of the project) also confirmed the increase in women and youth participation in committees and the effectiveness of their participation in decision making. The table below (p. 14) shows that 90% or more of project beneficiaries respondents (sample of 100) reported increased and effective women participation.

Table 18. Women and Youth Perception of Participation in Decision Making

	Number of participants		Participation In decision making		Number of participants		Participation In decision making	
	Darfur				Kordofan			
	Increased	Decreased	Effective	Passive	Increased	Decreased	Effective	Passive
	%	%	%	%	%	%	%	%
Women	92.2	7.8	90.2	9.8	93.2	6.8	93.2	6.8
Youth	79.4	20.6	81.4	18.6	96.4	3.4	95.5	4.5

312. One UN Environment project staff member explained the effort made to engage women in the project and the differences he witnessed between Darfur and Kordofan. He said:

> "We always encouraged woman participation. We strived to have 50%. It was better in Darfur than in Kordofan due to traditional conservative issues. For example in Darfur may be there were 4-5 women present in committees made of 20 members; in Kordofan may be 1-2, or none but this was rare such as in the water committee. Other challenges related to not allowing woman to attend training workshops if travel was required. I think that in Darfur their voice was heard but in Kordofan was weak. Perhaps one reason is that a woman in Darfur is a farmer but in Kordofan is a pastoralist."

313. Explaining the challenges faced in Kordofan, an SOS Sahel staff member stated that women had a reserved role to serve the family and take care of children, animals and water. Men were in charge of the major meetings, sale of animals and "big issues". The project raised awareness in meetings that women must be part of committees and conducted trainings and gave examples by setting a role model that the IP lead staff herself was an independent woman. "So we eventually were able to get women engaged not only by being on committees but also by speaking up."

314. Another project staff expressed how deliberate the effort for engaging women was since the inception of the project, and how their presence was effective and not just nominal. He said that: "we are also proud of how we engaged women committees; it was not nominal but really active. What helped was that since the mobilization stage we stressed that women will have to be represented and that it was a pre-requisite for forming committees. Women became involved from the beginning. Also the training of committee members was important as we had to do trainings to specific committees related to their work. We insisted that women must be present in those trainings such as trainings on water resource management for the water committees."

315. Almost all beneficiaries interviewed affirmed that women were present in all VCDs, in addition to other segments of the society. They differentiated between those committees, the specialized ones and the participation in vocational trainings. While they confirmed that women were present in all VCDs, the membership of some specialized committees was sometimes exclusively made of women, such as saving and loans committees. However, some vocational training programs were reserved for male youth such as the welding, renovation workshop and the water station maintenance workshop, giving the nature of the demanded work. Other vocational trainings were offered to all segments of the community including women, such as dressmaking, sewing, accessories making and food production.

316. In terms of ensuring that their participation was active and effective; addressing their needs and interests; and, providing them with opportunities for growth, the same affirming trend across all data sources existed. The final report included several examples of activities that focused primarily on women's needs and interests, and which helped them develop economic opportunities for themselves, their families and communities. The Gender Analysis section of the report stated:

> "Recognizing women's role in improving household incomes, the project carried out several targeted interventions for women. The women's savings group initiative in Darfur was an overwhelming success and was later replicated in WK. Targeted vocational training was planned for women, especially young women in WK. While female-only trainings were discouraged due to local customs and reluctance from communities, 40 young men and women were sent on 60 and 90-day training courses. Securing acceptance for 12 female youths to stay away from their home village and their families for such a long period of time was considered a great success in promoting empowerment. Several interventions were designed based on the varying needs of women, men, boys and girls. All water infrastructure supported was prioritized based on needs for household and livelihood activities. As a result of these improvements, many women and girls have to travel far shorter distances to collect water, a customary function for females in the region. This in turn reduces vulnerability and the risk of potential violence against women, who would otherwise travel alone for long distances to get water. It also frees up time for education, livelihoods and other activities. Furthermore, women often cut down trees for firewood and charcoal-making to complement their incomes, negatively impacting the already limited NR in the area. Targeted training on building fuel-efficient stoves (reduced use of firewood) and distribution of LPG gas cookers is likely to greatly reduce the use of firewood in target communities." (pp. 69-70)

317. An IP staff reported that women were able to voice their issues and seek more opportunities through their own work, including managing their own funds and engaging in gainful activities. As women recognized that their interests were different from those of men, the project established women committees to develop income generation projects. "Many of them benefitted from these projects. For example those who have animals or who are farmers received funds with interest and they would use the loan to enhance their activity and generate income. This resulted in improving their family condition." She further stated that "eventually women became more involved in the executive offices of CBOs in charge of money as they were more trusted with money!" Another project staff member confirmed that "saving groups of women were important in breaking the tribal barriers. This is replicable in other places. There is a wrong assumption that women cannot manage money but this was not the case."

318. A UN Environment project staff member also highlighted the role of women saving groups that received funds to support women in need to start business. "They gave loans that were to be

paid back to the community. These groups empowered women as they made their own decision and helped women to take charge of their life which made them able to have a voice. Many of the areas had conflicts and there are many organizations for humanitarian aid which makes people dependent. We made sure we do not give anything for free. Our principle was that you are responsible to pay back what you received."

319. Members of the Zalengi PSC agreed that women's participation in committees was real. For example, they were dominant in committees dealing with savings and loans. They made all decisions about spending money and they generated more income that solved much of their problems and paid for their children education and for health treatment. They also saved enough to purchase gas stoves to reduce reliance on wood for energy. According to one member, "women seemed to be trustworthy with spending resources."

320. Furthermore, the same PSC members explained that culturally the man was the one in charge of major decisions such as selling or purchasing animals. The saving and investment funds helped women to make decisions and generate income without returning to men. This made women more independent. "Men are accepting these changes as they see the improvement. For example, when paying a child's education cost from that income, the man is happy," said one member.

321. On how women benefitted from the project, an IP staff cautioned that while the project "did not solve all problems, it contributed to solving some. For example, they saved time on getting water. If I look at our targets, we did achieve a lot for women. Water access is an example. Also they became more aware of environmental issues." Some women shifted their professions away from those that caused environmental harm. They learned to attend meetings with men and even across tribal lines or farmer/pastoralist lines. The income they generated from the revolving fund models led to "bettering their lives and those of their families."

322. The beneficiaries of the project echoed the same themes above. They stated in interviews and focus groups that women attended meetings, shared their opinions and expressed their needs in committees. A male beneficiary from Ashamara said, "They take part in choosing the beneficiaries of project initiatives like the savings fund". A male representative from Tololo said that their participation "goes back to the training courses [provided by the project]". A committee representative from MR confirmed their participation saying, "The Savings Fund started with 20 women; it now includes 40 women". Another male beneficiary from Magmary said that women took part in expanding the forest and in farming. Two male representatives from Morando mentioned women's success in running the savings fund and finding solutions to the water problem. They noted that, "women make up the majority of attendees in the water, agriculture, and vegetables production committees". In addition, they said that women play the role of treasurers and decision-makers in some committees. A male representative from Ashamara said that it was the women's decision to make the pumps near the houses. In Niematian for instance "women play a role in making decisions and managing projects and women's income." In Al Setaib "women are representatives in the committee and act as treasurer(s)", as well as "acting as directors and guides" in Qar' Alhabeel.

323. A few interviewees did not fully agree with the majority opinions mentioned above. For example, a male trainee from Ashamara said, "they (women) don't have a say in the project committees," while a Magmary participant said that they did not play an active role in the committee. On a similar note, an Magmary female trainee said, "women's role is only restricted to the savings fund. Their role is absent in the other committees". Contrasting these minority views, focus group participants from Qar' Alhabeel's Conflict Resolution Committee agreed that "women

benefit from the committee's work. For example, they receive one third of the harvest (the harvest is divided between men, youth and women)."

324. According to beneficiaries, women gained technical expertise in managing projects. They also gained experience and benefitted financially from selling products and funding. They benefitted from the training which allowed them to find job opportunities. They also have their own committees (women committee as in Al Setaib) and they received the tools for making a living. In Al Setaib for example, "25 women received training and funding."

325. Women also participated in workshops, vocational training and benefitted from revolving funding programs. According to a beneficiary from Niematian, women received 5000 pounds in funding and 25 sacks of bean seeds for farming. They benefitted from the constructive support, the girls' school as well as dressmaking, sewing, and food production in increasing their income and helping the community. They benefitted from the small ventures, the advancements in farming, and the manufacture of products. A summary of beneficiaries' list of how women benefitted from the project includes:

- Marking the borders of farmlands
- The savings fund, which helps women meet their life needs and pay for the pump's maintenance
- Stoves, which make food preparation easier
- Improvements in agriculture
- Becoming vegetable producers and sellers
- Becoming bread makers and sellers
- Creating social bonds through the Savings Fund
- Training on manufacturing stoves & seed dispersal (MR)
- Water services

326. Observations conducted during the evaluation mission also confirmed the growing active role of women in the project activities. While it is evident that the presence of women in the formal public space of the villages is restricted compared to men, they were actively involved with specific activities such as pumping water and herding animals. Yet, when invited to join public meetings, they were there and with little encouragement expressed their views and shared their concerns. Several women proudly spoke about their achievements as a result of taking part in project committees especially the savings and loans. They expressed how they increased their income and were able to improve the quality of their lives. An Ashamara male beneficiary said that 85% of women registered for the savings fund. A male representative said that the fund helped women sell harvest and contributed to the household income, while four women from Tololo said that the fund helped pay for the pump's maintenance. A female trainee from Magmary said that women benefitted from the stove, which saved time, effort, and firewood in preparing food. A female beneficiary from Tololo confirmed this. Discussion meetings were also referred to as a tool for helping women solve their problems. Others referred to the trainings as the "number one" benefit for women, in addition to funding opportunities. "They benefitted from circulating money, training, and possessing the means of making a living," stated one Alqantour committee male representative.

6.9.5. To what extent has the project built community ownership in maintaining and managing the natural resource management infrastructure? How has this contributed to the sustainability of the institutions and relationships created by the project?

> "When we look at ownership and sustainability, what are we talking about? Material gains or non-material gains? A water pump is material. If the project is assessed only based on material structures, then they are there. But who uses them and who owns them? Here we talk about the soft side that is non-material…[w]hile material results are seen, the ownership and sustainability of the impact of the project is about the non-material, which are the knowledge and lessons on how to manage their natural resources." (IP Staff Member)

327. The ownership and sustainability of the relationships developed with this project is strengthened by the BATRA concept (see above). Community members, including government officials, find that the newly formed relationships are helping each of them to achieve their very own interests in ways that they were not able to before. The establishment of committees that are working on preserving and sustaining the project dividends, coupled with improvement in communities' awareness and knowledge about managing NR (managing forests for example) further contribute to a sense of sustainable ownership. A PSC government member in West Darfur explained:

> "Desertification affects forests the most. So we in the ministry worked on addressing the issue. This project came in the right time. We established five nurseries. All these were completed and designed by the community committees. For example they chose where to establish a nursery and what to produce. They gave us five locations. The committees and project managers acted as a link between the community and the government. We also trained them on how to use the nurseries. We also had a team from Headquarters in Khartoum come to evaluate. They were very impressed by our work. We also helped establish community forests that are owned by the community. We chose bare areas so that they cultivate them by themselves. We prepared 4 community forests. All these have economic benefits and environmental ones as well. This can help them to become economically independent. We also introduced gas and petroleum to reduce the pressure on cutting trees. To ensure public safety, they received training on how to use gas for energy from the Civic Defense Brigade."

328. According to the IP Staff, the engagement of the community from the beginning gave them a sense of ownership at all steps. Several steps were taken to develop a sense of community ownership. For example, the leaders of each community were always present in the planning stage and in training workshops as well. In order to give them the financial responsibility, the project helped community members in charge of income generating committees to open bank accounts and register with the government. They were also put in charge of infrastructure assets such as water pumps, and had the responsibility to maintain them through CBOs. An evidence of the sense of ownership is "the fact that the committees are all present and continue to function. PSCs that include government officials are in contact with the CBOs and specialized committees in communities and they work through each other," said an IP Staff member.

329. Equipping community members with proper knowledge and training was another approach to ensuring a sense of ownership. For example, upon installing water infrastructure facilities they received full training by the Water, Health and Sanitation Corporation. The water committees

included men and women and trained them on how to sustain the resources including how to fix and repair spare parts and maintain services. Generating and managing income from the use of the infrastructure facilities such as setting tariffs for consumption at water yards was another related approach.

330. On the organizational level, the formation of committees overseeing the assets was inclusive of all tribes, men and women. This too ensured that they all felt a sense of belonging and shared ownership of the assets that they, as a committee, were responsible to manage and sustain. Even for committees that did not oversee income generating assets, such as peace forums, the principles of inclusion were followed by ensuring that each committee selected its own representative, in addition to preparing their own bylaws together. “All this was to ensure sustainability of their work and to ensure that conflicts will be addressed using their own processes in their culture,” said a PSC member.

331. Similar approaches were used for managing forests. Engaging the community members in all planning and design stages, providing them with the proper training and support to manage and sustain their assets were key elements of the collaboration to establish nurseries and to establish community forests cultivated by the community members themselves.

332. Several interviewees pointed to the success of these approaches as evident from the fact that beneficiaries are the ones who now provide protection and maintenance to the assets that have been constructed by the project. “Water stations that were rehabilitated continue to offer excellent service. Same for the hafirs and other services; people care to keep them going because they benefit directly from them,” said another IP Staff member.

333. From the beneficiaries’ perspective, committees’ cooperation with the community and government agencies provided support to all project accomplishments. According to Niematian Women’s Development Committee for instance, “the committees’ technical expertise as well as their management and protection of the seeds funds and the circulating money help them continue.” Some interviewees mentioned the fact that the products manufactured by the trainees are in demand, in addition to the circulation of cash, and the growing income which also plays a great role. The financial reward of the work they do also helps them continue. “The fact that people benefit from the technical expertise they gain in increasing their income. The initiatives people take as well as their solidarity and cooperation also help them continue,” said a trainee from Al Setaib. There is a growing awareness of the importance of such committees and training workshops in ameliorating the living conditions of the people.

334. Inversely, the community plays a role in keeping committees running by attending meetings, sharing their opinions and paying monetary contributions. A female trainee from Magmary said, “the community plays a role in keeping the committees running by supporting them financially. They meet all the requirements of the committees, especially when it comes to the water supply”. Similarly, a male representative from Tololo said, “the community plays a role in keeping the committees running by attending meetings and sharing views and recommendations regarding the project. The community also obliges calls for contributions to the project.”

7. Conclusions and Recommendations

7.1. Conclusions

335. This terminal evaluation confirmed that the project achieved its two key outcomes pertaining to reduction of violent conflict over NR, and improved relationships within communities and with the government. Furthermore, the inter-dependent delivery of outputs and achievement of outcomes, guided by the efforts of inclusive collaborative committees towards tangible fulfilment of needs and interests of community members and stakeholders, propelled into trust-building and social cohesion.

336. The communities were brought together at the state, localities and village levels. PSCs, CBOs, peace forums and specialized committees operated across the three levels and brought together various stakeholders. They focused on different areas of natural resource management, and on methods to resolve conflicts peacefully. Stakeholders interviewed, especially those close to the communities where the project was implemented, stressed that the success of the project was due to its inclusiveness and responsiveness to tangible needs.

337. The saving and small loan funds, for example, provided a venue for women across tribal and other lines to collaborate and in the process gain income to support themselves and their families. It also gave them a fresh perspective on extending the support to others in their communities. They contributed to:

- Perpetual positive impact in the lives of many women and their families
- Expansion of the pool of beneficiaries
- Emergency and Maintenance Funds

338. Integrating women at all levels of the project was evident, despite cultural hurdles. Women were present in all committees, and even took the lead on the work of committees such as the saving and small loan funds. Some have demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets. Inclusion of women in committees was achieved across all localities, with some varying cultural obstacles. Shyness, illiteracy and weak Arabic language skills were cited as factors affecting women's active engagement, although they have receded as the project progressed.

339. Vocational training for women and youth provided new spaces for positive ripple effects on the individual and community levels. Some vocational training programs were reserved for male youth such as the welding, renovation workshop and the water station maintenance workshop, given the nature of the demanded work. Other vocational trainings were offered to all segments of the community including women, such as dressmaking, sewing, accessories making and food production.

340. Despite the evident success of the project in ensuring that all sections of the community benefitted from its activities and services, some interviewees suggested that two groups particularly did not: The elderly and some groups of seasonal pastoralists.

341. The role of the two IPs and their staff in the field was instrumental to the success of the project. They related very well to both government officials and local communities and kept

effective communication channels with the project leadership at UN Environment. They creatively navigated every-day challenges of channeling funds and traveling long distances to the field.

342. The staff of UN Environment maintained close contact with the implementing partners and ensured that the project outcomes and outputs were clear and adhered to. This was evident from the ability of the IP staff to articulate and explain how they worked to achieve them.

343. The sustainability of the relationships developed with this project is strengthened by the BATRA concept. Community members, including government officials, find that the newly formed relationships are helping each of them to achieve their very own interests in ways that they were not able to achieve before. The establishment of committees that are working on preserving and sustaining the project dividends, coupled with improvement in communities' awareness and knowledge about managing NR (managing forests for example) further contribute to a sense of sustainable ownership.

344. BATRA is based on the following logic: If I can satisfy more of my basic needs and interests by entering in a dialogical relationship with competitors over resources, with whom I would otherwise fight, then it is likely that I would maintain that relationship and abandon the old hostile ways. The dialogical relationship becomes a more useful means for satisfying basic needs and interests and leads to creating healthier community living for everyone.

345. The fulfillment of the third output (Knowledge Products) and the implementation of a consistent monitoring plan were two weaknesses of the project. The third output suffered from ambiguity and inconsistency between the donor and UN Environment. The products produced near the end of the project salvaged that situation only partially. Given that one objective of knowledge products is to share information about the "how", the products could have benefitted from additional information on key factors that contributed to their success, lessons learned and tips for those interested in replicating successful models in other settings.

346. The monitoring reports available during the terminal evaluation included a few examples of monthly and quarterly reports submitted by the IPs. All monitoring reports reviewed included only quantitative figures of activities and services delivered by the project in different locations. When appropriate, the data in those reports was disaggregated by gender. It does not appear that the monitoring process captured all the SMART indicators that were developed according to the logframe.

347. Lastly, although the communication between the project staff and IPs staff was overall efficient and contributed to the success of the project implementation, a concern was raised that at the end of the project there was no final closing meeting between the two groups "to talk about the closing and next steps of the project," according to one IP Staff member.

Table 19. Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance	The project adhered and fulfilled UN Environment PoW and MTS and those of the donor. The project design directly addressed community needs and in doing so benefitted from assessments, programs and models that have been	**HS**
1. Alignment to MTS and POW		HS
2. Alignment to UN Environment		HS

Criterion	Summary Assessment	Rating
/Donor/GEF strategic priorities	implemented in Sudan and the region such as CEAP and SIEP.	
3. Relevance to regional, sub-regional and national environmental priorities		HS
4. Complementarity with existing interventions		HS
B. Quality of Project Design	Overall the design was adequate and responsive to the stated project objectives, outcomes and outputs. The confusion and inconsistency about the design of output 3 was the main concern.	**S**
C. Nature of External Context	Despite the major political changes in Sudan, at this point their effects on the project sites have not been felt and it is difficult to predict how they may play a role. Other external factors at the local and state levels are all favorable.	**F**
D. Effectiveness	The project exceeded its stated outputs and outcomes in terms of reducing violent conflicts and building effective and harmonious relationships for NRM and several other aspects of community life.	**HS**
1. Delivery of outputs	The delivery of outputs 1 and 2 exceeded expectations both quantitatively and qualitatively. Relationships did not only multiply, but also proved to be functional and healthy within and between communities and with the government. Equitable access to NR for all groups was evident and effective.	S
2. Achievement of direct outcomes	Violent conflicts over NR were reduced significantly and effective community and community-government relationships were established and continued to function after the end of the project. Inclusiveness of all community groups, women and marginalized groups was effective. Participatory mechanisms coupled with training ensured that outcomes were achieved.	HS
3. Likelihood of impact	The impact of the project is already felt and will likely continue given the strong sense of ownership in the communities and the self-sustaining mechanisms in place.	L
E. Financial Management	Financial reports to the donor were completed to a satisfactory degree. Financial reporting on output 3 was inconsistent and confused. While communication over financial matters was overall satisfactory, there was a need to allow key project staff access to budget information.	**S**
1.Completeness of project financial information	By the time the revised draft terminal report was being prepared, most of the financial reports were received and reviewed.	S

Criterion	Summary Assessment	Rating
2.Communication between finance and project management staff	All staff members, partners and donors shared positive views about how they communicated on financial matters. The challenges they faced were due to organizational and national issues beyond the project's control.	S
F. Efficiency	The coordination with the partners, the communities and the donor were well-appreciated. It evidently succeeded in achieving the project objective at a high rate. Considering the late start of the project, it is remarkable that the staff was able to achieve its outcomes and deliver even more services to communities.	**S**
G. Monitoring and Reporting	It is evident that efforts were made to develop a strong and efficient monitoring system that engaged the partners and communities. Perhaps this was too ambitious especially when the project did not have adequate staffing for monitoring and reporting.	**MS**
1. Monitoring design and budgeting	The design and preparation worked well as evident from producing the RBM Matrix. Budgeting should have allowed for hiring at least one full time staff person from the onset.	MU
2. Monitoring of project implementation	The incomplete monitoring reports received and reviewed fell short of the expectations and guidelines set in M&E design documents. This was confirmed by almost all project staff and partners.	MU
3.Project reporting	PIMS reporting, and to a extent progress reports, seemed more consistent. Partner and field project staff competed their reports and the staff also provided efficient and timely annual reports to the donor.	S
H. Sustainability (the overall rating for Sustainability will be the lowest rating among the three sub-categories)	This is the strongest dimension of the project. The mechanisms set in place have ensured that communities are capable of sustaining what they have gained. Support from local and state government agencies contribute to the high likelihood of sustainability of what has been accomplished. BATRA offers a conceptual framework to explain this success.	**L**
1. Socio-political sustainability		L
2. Financial sustainability		L
3. Institutional sustainability		HL
I. Factors Affecting Performance	Despite the late start of the project due to lengthy UN Environment and donor processes, and delayed disbursement of funds, once it started, the project succeeded in setting the stage in communities to conduct and implement its activities in a timely, inclusive and participatory manner. Stakeholders were engaged in all aspects of the project, with emphasis on including women	**HS**

Criterion	Summary Assessment	Rating
	and marginalized groups. The sense of ownership was established using both the physical support to Infrastructure that the community owns, and the proper training and knowledge required to manage and sustain them.	
1. Preparation and readiness	Although the assessment phase took a long time, mainly due to delayed receipt of funds, this seemed to have given the project staff time to prepare and assess conditions on the ground with partners and stakeholders.	HS
2. Quality of project management and supervision	Across all aspects of the project, it was evident that the project staff worked well with partners, community and donors.	HS
3. Stakeholders participation and cooperation	Their participation in all aspects of the project was critical and was evident. The entire project was designed to ensure their participation.	HS
4. Responsiveness to human rights and gender equity	The success of the project especially with women and groups that have been excluded is evident from all sources of data in this evaluation.	HS
5. Country ownership and driven-ness	This project kept all assets in the country and in the communities and helped beneficiaries to develop a strong sense of responsibility and ownership.	HS
6. Communication and public awareness	Communication within the project and with communities, partners and beneficiaries was effective and fruitful. The delay in working on output 3 makes it difficult to assess public awareness.	MS
Overall Project Rating	The project was less than optimal on three areas: monitoring; the availability of financial information and timeliness of financial disbursements; and, the design and implementation of output 3. However, it surpassed expectations with regard to its outcomes and outputs. The impact that the project had on beneficiaries and communities was impressive. The transformation in those communities outweighs the shortcomings on what may be seen as administrative matters. This is not to undermine the significance of ensuring that administrative systems are functioning well. In light of the exceptional impact in the lives of people who have been deprived from necessities that many of us take for granted, the overall weighted rating of the project is Highly Satisfactory.	**HS**

7.2. Lessons Learned

Table 20. Lessons Learned and Useful Context

Lesson 1:	BATRA may set a ToC model for similar projects.
Context from which lesson is derived	The ToC at Evaluation represents a stronger focus on how relationships were formed between groups and individuals in ways that entangled their particular interests to a point that social cohesion and wellbeing of individuals and groups improved and became dependent on sustaining those relationships.
Contexts in which lesson may be useful	Projects focused on community resource-based peacebuilding interventions
Lesson 2:	Women engagement and empowerment through active participation in committees, receiving and managing revolving fund, contributed significantly to improvements in their communities and to the fulfillment of the project objectives
Context from which lesson is derived	Integrating women at all levels of the project was evident, despite cultural hurdles. They even took the lead on the work of committees such as the saving and small loan funds. Some have demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets. The saving and small loan funds, for example, provided a venue for women across tribal and other lines to collaborate and in the process gain income to support themselves and their families. It also gave them a fresh perspective on extending the support to others in their communities.
Contexts in which lesson may be useful	Projects focused on engaging women in community resource-based peacebuilding intervention project
Lesson 3:	Sustainability based on BATRA can offer alternatives to the typical reliance on continuous external financial support
Context from which lesson is derived	The BATRA model appears to be able to sustain its current accomplishments with the existing structures and dynamics that have been put in place. The entanglement of the interests of different community members with those of the different levels of government and the community traditional leaders, in committees that are successful in fulfilling each's needs and interests, is the backbone of the sustainability of the project.
Contexts in which lesson may be useful	Projects focused on community resource-based peacebuilding intervention and are seeking sustainability without continuously soliciting external funding.
Lesson 4:	"Inclusion" as a concept may require a review in order to ensure that incapable members of the community are not further marginalized

Context from which lesson is derived	Despite the evident success of the project in ensuring that all sections of the community benefitted from its activities and services, some interviewees suggested that two groups particularly did not: The elderly and some groups of seasonal pastoralists. Especially older women did not qualify for the loans offered to abled women, as the funds were designed to support gainful activities. This added to their sense of dependency and marginalization.
Contexts in which lesson may be useful	Projects seeking to support community members develop capacity for gainful work should consider approaches to include those who are incapable of gainful work by exploring different inclusion approaches.
Lesson 5:	The design of business-focused activities within projects may benefit from including a "social responsibility" component to serve community members who are incapable of engaging in such activities due to aging or disability.
Context from which lesson is derived	An implied assumption in the project was that those who would benefit would be capable of engaging in gainful activities. Elderlies who were not able to work did not qualify. This added to their sense of dependency and marginalization.
Contexts in which lesson may be useful	Projects focusing on empowering community members through gainful activities, in which segments of the community may not be able to participate due to aging or disability.
Lesson 6:	Ensure that donor, UN Environment and implementing partner agreements all say and commit to the same project outputs and outcomes.
Context from which lesson is derived	Confusion existed regarding the reporting on Output 3, as it was not acknowledged by the donor, but was included in the UN Environment logframe as shown above. In addition, the final project report did not include Output 3 or any related data. However, during the terminal evaluation mission, UN Environment stressed that despite the confusion, they did work to fulfill the output.
Contexts in which lesson may be useful	UN Environment needs to set guidelines and safeguards to ensure that such inconsistency does not occur at the design stage, leading to problems at the implementation level.
Lesson 7:	Choose strategically the level of government partners. The more senior are not necessarily the most effective.
Context from which lesson is derived	Working with the state government and native administration prevented uncertainties associated with working with higher levels of governments which are subject to political changes and cabinet reshufflings.
Contexts in which lesson may be useful	Projects seeking stable government partners especially at community level.
Lesson 8:	Project monitoring deserves careful attention whether in terms of hiring the proper staff or providing suitable training and systems

Context from which lesson is derived	Several of the UN Environment project staff and IP Staff expressed during interviews that the monitoring component of the project did not rise to the expectations. They suggested that despite training for community members, they were not able to follow the guidelines as planned. UN Environment did not have a rigorous filing system of reports and monitoring records at least that were available to the terminal evaluation team. Hiring a part-time staff member to oversee monitoring was not sufficient to ensure quality and consistency.
Contexts in which lesson may be useful	Projects relying on communities to collect monitoring data, and agencies staffing for monitoring tasks.
Lesson 9:	Impact statements at the project design stage must conform to the "M" and "R" in SMART by being measurable and realistic.
Context from which lesson is derived	The impact statement developed at the design stage of this project, "Progress towards sustainable peace in Sudan", was realistically unattainable even with strong replication plans and efforts. Neither was the project's contribution to such impact realistically measurable.
Contexts in which lesson may be useful	All UN Environment projects at a design stage may benefit from careful review of impact statements against SMART standards,
Lesson 10:	UN Environment's Financial management guidelines face challenges and create difficult situations to staff working in countries where laws and regulations restrict certain transactions especially the ones involving foreign currency and foreign personnel.
Context from which lesson is derived	Project staff struggled at times to transfer funds to IPs and staff in the field due to restrictions imposed by laws and regulations in Sudan. Funds were transferred to IPs in US Dollars; however they were not able to cash the US Dollars due to restrictions imposed by the Central Bank of Sudan. This forced them to resort to practices that did not rise to UN Environment standards.
Contexts in which lesson may be useful	Lessons learned in this regard as useful for all UN Environment projects operating in countries with restrictive laws and regulations about financial transactions especially the ones involving foreign currency and foreign personnel.
Lesson 11:	Mid-term review/evaluation to include a focus on "what else is needed" in addition to the existing project focus and target areas/groups.
Context from which lesson is derived	For the migratory pastoralists, the project design targeted specific communities known for heightened levels of conflict between farmers and pastoralists. This criteria was specific in nature, and therefore did not include other pastoralist groups whose migration route or pattern did not pass through the selected sample. The design also did not target emerging patterns of conflicts or needs among pastoralists moving into towns and cities.

Contexts in which lesson may be useful	All UN Environment projects that are eligible for mid-term review/evaluation.

7.3. Recommendations

Table 21. Recommendations, Responsible Agencies and Timelines

Recommendation 1:	The success of the project in ensuring community sustainability deserves a focused study and dissemination of findings and lessons learned
Context of the recommendation	✓ The project was able to sustain its current accomplishments with the existing structures and dynamics that have been put in place. ✓ The committees that were established are intact and continue to meet on regular basis. ✓ The communities developed mechanisms for allocating funds for repairing and maintaining equipment and water supplies. ✓ The relationships among community groups have improved significantly and violent conflicts have been reduced sharply, leading to improved social cohesion. ✓ The knowledge products did not sufficiently capture lessons learned or replicability
Responsible Agency	UN Environment and UNDP
Timeline	Conducting the study in the last quarter of 2019 will allow for measuring sustainability one year after the project ended.
Recommendation 2:	The success of the project with engaging and empowering women deserves a focused study and dissemination of findings and lessons learned
Context of the recommendation	✓ Integrating women at all levels of the project was evident, despite cultural hurdles. ✓ Women were present in all committees, and even took the lead on the work of committees such as the saving and small loan funds. ✓ Some women demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets. ✓ The knowledge products did not sufficiently capture lessons learned or replicability
Responsible Agency	UN Environment, UN Women and UNDP
Timeline	Conducting the study in the last quarter of 2019 will allow for measuring the project's impact on women one year after the project ended.

Recommendation 3:	The project achieved so much in terms of peace dividends. Managing new expectations may require conducting a new or modified version of PCEA
Context of the recommendation	✓ PCEA will benefit from an analysis of the requests made by beneficiaries during this evaluation mission ✓ This effort may require coordination with EU or other potential donors who would commit to supporting the PCEA effort and a next level of the project. ✓ This is critical in order not to raise the hopes of the beneficiaries without a real possibility of supporting them.
Responsible Agency	UN Environment can take the lead on conducting the PCEA[21]
Timeline	Conducting PCEA before the end of 2019 will benefit from the continuity of the work of the committees established by the project.
Recommendation 4:	An updated conflict and development assessment may be needed in light of the current situation in Sudan and the state of under-development in the project areas
Context of the recommendation	✓ The communities where the project was conducted remain distant from the areas of current unrest in Sudan. However, the sentiments of the unrest can be felt in the surrounding areas (at least by speaking to the locals). ✓ At the same time, the rising expectations due to the achievements of the project, coupled with the current lingering state of under-development in those communities, can set a stage for frustrations and disruptions. ✓ The combination of the two factors above require an assessment, and training if possible, on early warning detection, conflict mitigation and prevention processes. ✓ This effort should be conducted with an initial assessment, to be followed by an ongoing monitoring for early warnings.
Responsible Agency	UN Environment, in collaboration with the two implementing partners, PSCs and the peace forums that have been established should all be involved in this effort.
Timeline	The first initial effort should start in the next three months, to be followed by the continuous monitoring.
Recommendation 5:	Consider two types of project replication: A vertical one in the same communities, and a horizontal one in neighboring areas
Context of the recommendation	✓ As mentioned earlier, the rising expectations where the project was conducted led to new and increased demands by the communities.

[21] According to UN Environment Sudan staff, UN Environment (under the ADAPT! project) is conducting a State of the Environment Report for Sudan, which is due to be finalized by the end of 2019.

	✓ Those new and increased demands are not presented as much as humanitarian aid, but instead as factors that would contribute to the growth and entrepreneurship that have been developed. ✓ The PCEA effort mentioned with the first recommendation may include a component about the potential vertical growth of those communities, and to include tangible outcomes and development indicators. ✓ For the neighboring areas, there was a sense of "left out", although some project communities made efforts to share the new resources. ✓ The successes and lessons learned, especially the models of women saving funds, alternative energy, and vocational training, within the broader BATRA modalities may be formulated with an updated version of this completed project, using versions of the outcomes and outputs that have been used.
Responsible Agency	✓ UN Environment, implementing partners and PSCs can coordinate an assessment to identify communities to participate in the new project. ✓ A concept note articulating the parameters of the new project may be shared with the EU and other potential partners by UN Environment.
Timeline	The assessment and concept note should be completed by September 2019. This allows for taking major steps towards implementing a new project by January 2020.
Recommendation 6:	UN Environment establishes guidelines to ensure that all partners are in agreement on project designs, impact, outcomes and outputs.
Context of the recommendation	✓ The inconsistent understanding about output 3 between UN Environment, the donor, the project staff and IPs resulted in less than optimal implementation. ✓ Budgeting for the output also suffered as a consequence of that inconsistency. ✓ Project reporting and M&E efforts were confused about whether the output was to be included or not. ✓ Staffing for the output as a result came at a late point with little effect.
Responsible Agency	UN Environment, in consultation with staff of similar project, current and former implementing partners and donor organizations.
Timeline	Immediately, in order to prevent the occurrence of similar situations.

8. Annexes

Annex 1: Evaluation Mission Itinerary and Stakeholders Interviewed

Evaluation Mission Itinerary

Destination	Dates	Tasks
Khartoum	March 8-14, 2019	Interviews with project, IP and donor staff Review of documents
Genena- WD	March 15-18, 2019	Preparation of site visits Training evaluation assistants Finalizing evaluation forms for site visits Site visits to Ashamara and Magmary Focus group with WD PSC members
Zalengi, CD	March 19, 2019	Site visits to Tololo and Marendo Focus group with CD PSC members
Genena- WD	March 20-23, 2019	Preparation of site visits by evaluation assistants in WK (by phone) Training WK evaluation assistants (by phone) Finalizing evaluation forms for WK site visits (by phone) Interviews with WK PSC members (by phone) Data coding and scanning with Darfur evaluation assistants

Khartoum	March 24-25, 2019	Interviews with project, IP and donor staff Review of documents Follow-up with WK evaluation assistants

List of Stakeholders Interviewed

Organization	Contact name	Contact Position
UN Environment	Ashan Abeywardena	Former Project Manager
UN Environment	Atila Uras	Country Programme Manager
UN Environment	Robbert Bekker	Senior Programme Advisor
UN Environment	Mouna Zein	Programme Support Officer
UN Environment	Mohamed Siddig	Former Senior Project Officer
Darfur Development and Reconstruction Agency (DDRA)	Youssif El Tayeb	Executive Director
Darfur Development and Reconstruction Agency (DDRA)	Asma Osman Yousif	DDRA Development Coordinator
Darfur Development and Reconstruction Agency (DDRA)	Mahmoud Hussein Adam	DDRA Programme Manager
Darfur Development and Reconstruction Agency (DDRA)	Hussein Adam	Admin Officer/ West Darfur
SOS Sahel	Salih A. Majied	Executive Director
SOS Sahel	Amal Ibrahim Ahmed	Project Manager
(Al Gentoor CBOs/Development committee) West Kordofan	Abd Wahab Ahamed (Abdalla Mohamd Adam)	CBO Chairman
Al Habeel Village CBOs/Development committee	Mohamed Ahmed Abd Elgabar (Mohamd Abdel Rehim)	CBO Chairman
Neamatian Village CBOs/Development committee	Suleiman Bakhat Taha	CBO Chairman
Al Setiab Village CBOs/Development committee	Abd Elrahaman Ojail	CBO Chairman
Ministry of Animal Resources and Rangeland	Dr. Mahmoud Gadid	General Director
Ministry of Physical Planning	Mohay Al Deen Mohamed Ahamed	RWC
HAC	Yousif Dedaan Abrahim	Commission

Ministry of Agricultural and natural resources	Fadul Al Doma Ahamed	Director General
Ministry of Animal Resources and Rangeland	Bokhary Ahamed A. Kareem	Member
Ministry of Animal Resources and Rangeland	Fadl Adam Dahab	Director General
Ministry of Physical planning / Water cooperation	Mahmoud Abdalla Bashir Jamaa	Director
Forest Natural cooperation	Abd Aziz Mohamed Ali	Director
HAC	Abdel Rahman Hussain Baraka	Commission Representative
Water and Environmental Sanitation	Awad Allah Ishaq Mohammed	Director
Ministry of Finance	Zakariya Yakoub Abdalla	Member
Ministry of Agricultural and natural resources	Zain Al Abdeen Mohamed Adam	General Director / PSC Chair
Ministry of Animal Resources and Rangeland	Abd Al Nasir Doodo Mohamed	Director General
Forest Natural cooperation	Zakaria Mohamed Ahamed	Director
HAC	Ismail Adam Mohamed	Commission
Ministry of Animal Resources and Rangeland	Mohamed Othman Sharif	
Ashamara Village CBO / WD	Ali Yagoub Ahamed	Chair of the CBO
Magemari Village CBO /WD	Adam Idres Adam (Fadl Suleiman Yehya)	Chair of the CBO
Morando Village CBO/ center Darfur	Juma Hassan Juma	Chair of the CBO
Tololo village CBO /Center Drafur	Hamid Adam Mohamoud (Abd el Kariam Omar Abbakar Muhager)	Chair of the CBO
Morni Admin Unite Peace Forum / WD	Omer Abd Karim	Forum Chair
Kerink Admin Unite Peace Forum / WD	Mustafa Mohamed (Alsayed Ibrahim Moussa)	Forum Chair
EUD Khartoum	Cosimo Lamberti Fossati	
EUD/IcSP Nairobi	Lea Tries	Reginal Crisis Response Planning Officer

Annex 2: Documents Consulted

a. Documents related to conducting inception and terminal evaluation

1. List of Project documents needed for evaluation
2. Criteria rating description matrix 17.04.18
3. Evaluation criteria 17.04.18
4. Evaluation rating table only 17.04.18
5. Weightings for ratings 06.05.18
6. Project identification table 26.10.17
7. Inception report structure and contents 17.04.18
8. Quality of project design assessment template 17.04.18
9. Main evaluation report structure and contents 17.04.18
10. Gender methods note for consultants 17.04.18
11. Stakeholder analysis guide note 26.10.17
12. Use of theory of change in project evaluation 26.10.17
13. Likelihood of impact decision tree 17.04.18
14. Financial tables 26.10/17
15. Quality of evaluation report assessment template 17.04.18
16. Evaluation consultant team roles 17.04.18
17. Possible evaluation questions- 1
18. Final Terms of Reference 14-12-18-1
19. Relationship and Resources: Environmental Governance for Peacebuilding and Resilient Livelihood in Sudan (UN Environment, 2014)

b. Sample Terminal Evaluation Reports

Terminal Evaluation of the UN Environment / GEF Project: Mitigation Options of GHG Emissions in Key Sectors in Brazil: Final Report

c. Documents related to the Project

1. Project Document: Natural Resources and Peacebuilding in Darfur and Kordofan
2. Project Inception Report- Prepared by UN ENVIRONMENT for the European Union- 31March 2016
3. Project Revision No._2_ 223.4 Natural Resources & Peacebuilding in Darfur and Kordofan
4. Project Revision No. 3- 223.4 Natural Resources & Peacebuilding in Darfur and Kordofan
5. Project Inception Report, Prepared by UN ENVIRONMENT for the European Union, 31March 2016
6. WK Institution Assessment- Final
7. Institutional Survey Report- WD&CD States
8. Baseline Survey West & CD 2 March 2016
9. Pastoralist Policies Report- Promoting Peace over Natural- MA6
10. Interim Report: June 2015- May 2016
11. Interim Report: June 2016- May 2017

12. Final Report: June 2015- August 2018
13. Perception Survey Final Report- 131217
14. Proposed Project M&E Framework
15. Monitoring Reports
16. Progress Reports
17. Social Cohesion Framework: Social Cohesion for Stronger Communities. Search for Common Ground and UNDP. https://www.sfcg.org/wp-content/uploads/2017/02/SC2_Framework-copy.pdf
18. OIOS Audit Report
19. PIMS Progress Reports
20. Financial Reports to Donor

Annex 3: Evaluation Bulletin

Promoting Peace over Natural Resources in Darfur and Kordofan

Results and Lessons Learned

About the Project

Main Objectives: The project's overall development goal was to reduce the incidence of local conflict over natural resources through improved natural resource management (NRM) and strengthened institutions for dispute resolution. It worked towards strengthening inter-communal relationships and relations between communities and authorities over natural resources in the three targeted states. It worked towards strengthening inter-communal relationships and relations between communities and authorities over natural resources in the three targeted states. The project pursued a two-track approach:

- Firstly, the project focused on mitigating the drivers of natural resource-based conflicts (scarcity, governance, livelihoods) by implementing a combination of physical NRM and livelihood interventions and by addressing key governance shortcomings.
- Secondly, it focused on building the conflict management capacity of local and state institutions through tailored trainings and improved coordination among user groups.

Implementation dates: July 2015-September 2018

Lead division and Sub-programme: Policy and Programme Division; Disasters and Conflict

- Region and Countries: Africa; Sudan
- Budget: USD 3,934,969
- Date of Evaluation: January-June 2019

Relevance

The project was fully aligned with the Disasters and Conflict Sub-programme within UNEP's 2014-2015 Programme of Work (PoW), and contributed to the second Expected Accomplishment's Output 223: "Policy support and technical assistance provided to post-crisis countries and United Nations partners to increase the environmental sustainability of recovery and peacebuilding programmes and catalyze environmental action, uptake of green economy approaches and the development of environmental legislation." It linked to SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels." At the national level, the project responded to UNDAF's outcome: "To improve community level natural resource management activities and resilience of rural communities."

Performance

The project achieved its two key outcomes pertaining to reduction of violent conflict over natural resources, and improved relationships within communities and with the government. All communities where the project was implemented witnessed reduction in violent conflicts over natural resources as management of natural resources improved with the formation of various

inclusive and participatory committees, including peace forums. Trust-building and a stronger sense of ownership among community members, supported by local and state governments, contributed significantly to restoring peace. Furthermore, the inter-dependent delivery of outputs and achievement of outcomes, guided by the efforts of inclusive collaborative committees towards tangible fulfilments of needs and interests of community members and stakeholders, propelled into trust-building and social cohesion. The project succeeded in achieving the impact of sustained social cohesion based on the inputs, outputs, outcomes and intermediate states that have been accomplished. All these components reinforce each other and continue to sustain the structures and benefits of the project.

Factors Affecting Performance

The project supported the strengthening of communities and their sense of ownership, role of, and benefit to, women and marginalized groups. Strengthening relationships was the bedrock of the project as this allowed for delivering the project outputs and achieving their outcomes. The inclusive, participatory structures that were designed and implemented by the project offered a space for community groups and government officials to engage on assessing their needs and interests and fulfilling them mutually. The entanglement of stakeholders' fulfillment of their needs and interests within the project structures such as community based organizations (CBOs), Village Development Committees (VDC) and others, made the option of abandoning hostilities in order to access natural resources more appealing and beneficial. Subsequently, the ToC at evaluation was adjusted to incorporate the concept of Best Alternative to Relationship Agreement (BATRA).

Key Lessons Learned

- Sustainability based on BATRA can offer alternatives to the typical reliance on continuous external financial support: The BATRA model appears to be able to sustain its current accomplishments with the existing structures and dynamics that have been put in place. The entanglement of the interests of different community members with those of the different levels of government and the community traditional leaders, in committees that are successful in fulfilling each's needs and interests, is the backbone of sustainability of the project.
- Women engagement and empowerment contributed significantly to improvements in their communities and to the fulfillment of the project objectives. Integrating women at all levels of the project was evident, despite cultural hurdles. They even took the lead on the work of committees such as the saving and small loan funds. Some have demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets. The saving and small loan funds, for example, provided a venue for women across tribal and other lines to collaborate and in the process gain income to support themselves and their families. It also gave them a fresh perspective on extending the support to others in their communities.

Annex 4: Consultant Bio

Dr. Amr Abdalla is a visiting professor of peace and conflict studies at the United Nations-mandated University for Peace (UPEACE) with main campus in Costa Rica. He is also the Senior Advisor on Conflict Resolution at the Washington-based organization KARAMAH (Muslim Women Lawyers for Human Rights).

From 2014 to 2017 he was the Senior Advisor on Policy Analysis and Research at the Institute for Peace and Security Studies (IPSS) of Addis Ababa University. In 2013-2014, he was Vice President of SALAM Institute for Peace and Justice in Washington, D.C. From 2004-2013 he was Professor, Dean and Vice Rector at UPEACE. Prior to that, he was a Senior Fellow with the Peace Operations Policy Program, School of Public Policy, at George Mason University, Virginia. He was also a Professor of Conflict Analysis and Resolution at the Graduate School of Islamic and Social Sciences in Leesburg, Virginia.

Both his academic and professional careers are multi-disciplinary. He obtained a law degree in Egypt in 1977 where he practiced law as a prosecuting attorney from 1978 to 1986. From 1981-1986, he was a member of the public prosecutor team investigating the case of the assassination of President Sadat and numerous other terrorism cases. He then emigrated to the U.S. where he obtained a master's degree in Sociology and a Ph.D. in Conflict Analysis and Resolution from George Mason University. He has been teaching graduate classes in conflict analysis and resolution, and has conducted training, research and evaluation of conflict resolution and peacebuilding programs in numerous countries in Africa, Asia, the Middle East, Europe and the Americas.

He has been an active figure in promoting inter-faith dialogue and effective cross-cultural messages through workshops and community presentations in the United States and beyond. He pioneered the development of the first conflict resolution teaching and training manual for Muslim communities titled ("…Say Peace"). He also founded Project LIGHT (Learning Islamic Guidance for Human Tolerance), a community peer-based anti-discrimination project funded by the National Conference for Community and Justice (NCCJ). In 2011, he established with Egyptian UPEACE graduates a program for community prevention of sectarian violence in Egypt (Ahl el Hetta).

Annex 5: Evaluation TOR

TERMS OF REFERENCE

Terminal Evaluation of the UN Environment project "PROMOTING PEACE OVER NATURAL RESOURCES IN DARFUR AND KORDOFAN"

Section 1: PROJECT BACKGROUND AND OVERVIEW

Project General Information

Table 1. Project Summary

UN Environment PIMS ID:	223.4		
Implementing Partners	Darfur Development and Reconstruction Agency (DDRA) SOS Sahel Sudan (SOS Sahel)		
Sub-programme:	Disasters and Conflicts	Expected Accomplishment(s):	POW 2014/15 EA 2
UN Environment approval date:	January 2015	Programme of Work Output(s):	POW 2014/15 Output 223
Expected start date:	January 2015	Actual start date:	June 2015
Planned completion date:	June 2018	Actual completion date:	01 September 2018
Planned project budget at approval:	EUR 3,430,000	Actual total expenditures reported as of [date]:	USD 3,600,963.92[22] (25 Nov 2018)
Planned Environment Fund allocation:	0	Actual Environment Fund expenditures reported as of [date]:	0
Planned Extra-Budgetary Financing:	EUR 3,430,000	Secured Extra-Budgetary Financing:	EUR 3,430,000
		Actual Extra-Budgetary Financing expenditures reported as of [date]:	USD 3,600,963.92 (25 Nov 2018)
First disbursement:	EUR 2,012,704	Date of financial closure:	02/03/2019
No. of revisions:	3	Date of last revision:	20/05/2018
No. of Steering Committee meetings:	Project Support Committees established in all 3 States met every 3 months in WD and CD. PSC met every 6 months in WK.	Date of last/next Steering Committee meeting:	Last: PSCs in July 2018 / Next: n/a
Mid-term Review/ Evaluation (planned date):	August 2016	Mid-term Review/ Evaluation (actual date):	Not done

[22] Uncertified total, subjected to reconciliation and adjustments at financial closure. UMOJA reporting is based on actuals and commitments; accordingly, all previous certified reports followed the same. For simplicity, and based on the UMOJA report, expenditure is reported in USD.

Terminal Evaluation (planned date):	September 2018	Terminal Evaluation (actual date):	December 2018 – May 2019
Coverage - Country:	Sudan	Coverage - Regions:	Darfur and Kordofan
Dates of previous project phases:	Sudan Integrated Environment Project April 2009 – December 2013	Status of future project phases:	None, though EU may decide to replicate project in other states

Project Rationale

According to the Project Document, local level tensions over natural resources, especially over fertile land, water, grazing areas and forest resources have become a defining feature of the social landscape in Greater Kordofan and the Darfur region in Sudan. Chronic poverty and instability linked to violent conflict, along with a breakdown of environmental governance and a lack of state investment in development has placed significant strains on the livelihoods of local communities and has exacerbated environmental degradation (desertification, overuse of water sources, soil erosion, and biodiversity loss). Increases in climate variability particularly drought, rainfall and flooding is also challenging conditions in these regions. Strained livelihoods and deteriorating environmental conditions, in turn, restrict agricultural productivity and exacerbate competition over scarce resources. Rapid population growth in both regions has also placed further pressure on the natural resource base and has overstretched state capacity for service delivery to vulnerable communities.

The absence of inclusive dispute resolution and decision-making mechanisms involving all relevant livelihood groups on natural resource use, access rights and management has exacerbated tensions over natural resources in many areas. Transhumance routes, for example, are becoming common flashpoints for conflict as pastoral groups and farmers come into direct competition over scarce resources such as water and fertile land. Not only is access to some transhuman? routes becoming further restricted, but many farmlands are expanding into seasonal grazing grounds. Furthermore, parcels of land are increasingly being excised for investment in extractive activities, like oil exploration and gold mining. With growing resource scarcity and increased population growth, local resource users will continue to clash in the absence of constructive dialogue between them, leading to further destabilization of the region.

Effective and equitable management of natural resources has the potential to transform post-conflict countries by providing tangible peace dividends that can support economic growth and contribute to state building. When resource exploitation and management can be done in a manner that promotes collaboration and cooperation between discordant groups at the community level, localized reconciliation and trust building can be achieved. On the other hand, studies have shown that where ineffective and inequitable, including gender-related, arrangements for resource use prevail, this can exacerbate or reignite conflict and perpetuate grievances; a situation demonstrated on a continuous basis in many conflict-affected areas in Sudan.

The ‘Promoting Peace over Natural Resources in Darfur and Kordofan’ Project builds upon 7 years of UN Environment’s country programme in Sudan. The ‘storyline’ of UN Environment in Sudan is essentially one of building on the major impetus provided by the post-conflict environmental assessment (PCEA) in 2007. The PCEA highlighted the mutually reinforcing dynamics between conflict and environmental degradation, thus launching the central premise for UN Environment’s work in Sudan: a strong evidence-based advocacy on environmental issues both within national policy and also with the UN Agencies and other organisations who have been heavily involved with rehabilitation and recovery in the aftermath of the 2005 Comprehensive Peace Agreement.

This project therefore constitutes a “phase II” of UN Environment’s work in Sudan. The aim being to take the practices and technical assistance that UN Environment has pioneered in its first phase of work under the Sudan Integrated Environment Project and demonstrate the tangible benefits that can be achieved within communities.

Project Objectives and Components

As per the Project Document (ProDoc), the Promoting Peace over Natural Resources in Darfur and Kordofan Project aimed to improve local and state capacity to resolve resource conflicts and to manage natural resources more sustainably and equitably. The project was to contribute to the overall objective by establishing local level processes in pilot localities to resolve disputes over natural resources, strengthen livelihood support and service delivery, and improve local level natural resource management policies and institutions. These interventions would lead to the following two outcomes:

- Reduced incidence of local conflict over natural resources through improved natural resource management and institutions for dispute resolution.
- Relationships over natural resources between communities and between communities and government strengthened.

The project was to pursue a two-track approach, whereby it was to first focus on mitigating the drivers of natural resource conflicts (scarcity, governance, livelihoods) by implementing a combination of physical natural resource management (NRM) and livelihood interventions and addressing key governance failings; and secondly, it was to focus on building conflict management capacities through tailored trainings, improved coordination among local and state institutions and the provision of vital livelihood services.

This project was to also take the lessons learned from UN Environment’s global work on environmental peacebuilding and apply them in the context of Sudan. UN Environment’s global programme on environmental peacebuilding has found that despite the clear role natural resources have played in both contributing to conflict as well as peacebuilding, none of the best practices or case studies collected have systematically monitored the phases and escalation points of resource conflicts. While there will always be social tensions and conflicts around natural resources that vary over space and time (seasonality), the trigger for escalation is often a change in resource access, control or benefits / other shock or stress. A key goal is to prevent the escalation of each wave of resource conflict to the point of violence. This project therefore aimed to establish a systematic approach to measuring contributions to conflict reduction/peace outcomes through NRM programming with significant potential to inform broader programming the region.

This three-year project was implemented in five project areas across West and CD (Kerenik, Azum, Mornie) and WK (Muglad, Babanusa); delivered in partnership with two local NGOs: the Darfur Development and Reconstruction Agency (DDRA) for the Darfur sites and SOS Sahel Sudan (SOS Sahel) for the WK sites. To reach the stated project objective and outcomes, the project’s interventions were to contribute to three interrelated outputs as detailed below and in Table 2:

Output 1: Improved infrastructure and equitable access to services for natural resource users. Output one was to focus on mitigating the drivers of natural resource conflicts (scarcity, governance, livelihoods) by doing a combination of physical natural resource management (NRM) and livelihood interventions and addressing key governance failings. Activities under this output were to improve access to natural resource infrastructure and related services by rehabilitating water infrastructure, establishing tree nurseries, reseeding of rangeland and forests, and demarcating rangelands and migratory routes, and to provide livelihood training and services through the provision of productive assets, para-vet training, vaccination campaigns, vocational/small enterprise training for women and youth, and the establishment of women’s savings groups. Apart from boosting development through improved natural resource infrastructure and related services in the target localities, the project was to also address long-term grievances of pastoral

communities originating from a lack of responsiveness to their NRM and service needs on behalf of the government and the international community.

Output 2: Training and capacity building on advocacy, mediation, and peacebuilding processes delivered for local administration/ civil society. Output two was to focus on building conflict management capacity by improving the quality of social and institutional relationships and improving the institutional and livelihood response capacity to successfully mitigate escalating resource conflict before they become violent. Specific activities were to include training for native administrations, community-based organizations, and mediation committees, as well as lobbying and advocacy training for women and youth and pastoralism awareness training for state line ministries. The project was to also establish a dialogue forum for agricultural and pastoralist unions, monthly peace and natural resource management forums, and regular coordination meetings with local government authorities.

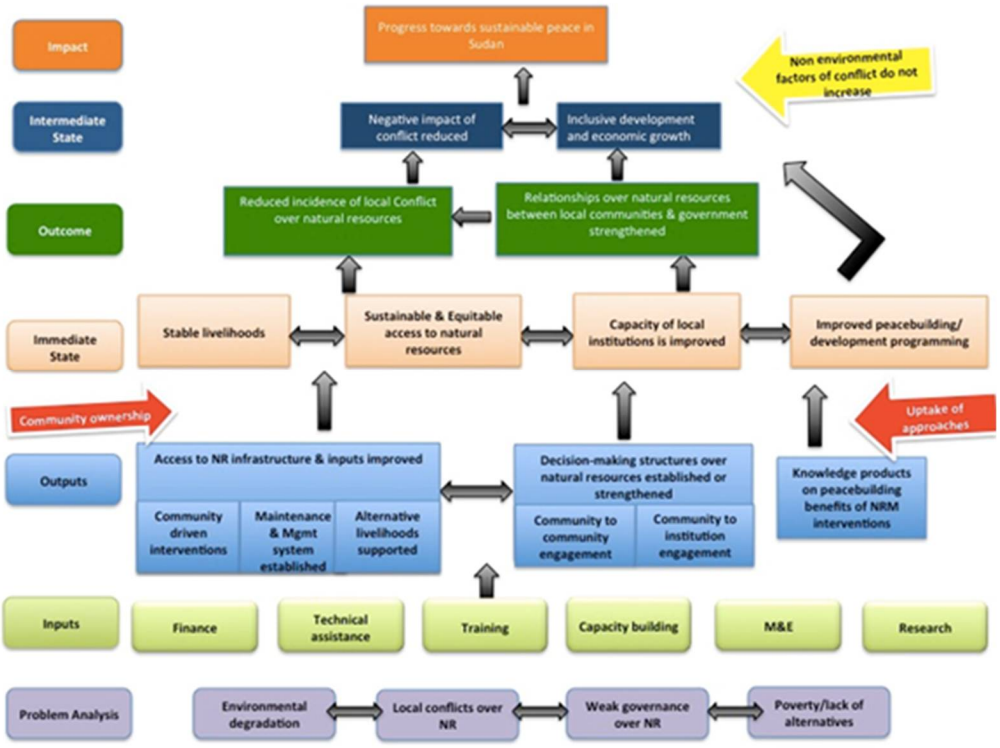
Output 3: Knowledge products & best practices on improving relationships using natural resources developed and disseminated. Output three was to track and monitor how the abovementioned two-track approach can reduce conflicts over natural resources and be replicated in other peacebuilding and NRM programmes. This was to include a gender analysis of resource use and roles and an assessment of how different user groups coordinate with one another over common resources. Secondly, it was to develop a robust monitoring & evaluation framework in order to document how supporting improved relationships over shared natural resources can yield peace benefits. Specific data and knowledge products were to include a set of indicators to track changes in relationships; a literature review and analysis of approaches toward natural resource management and peacebuilding intervention; commissioned research on local level relationships, environmental governance, and gender/social dimensions in project areas; joint learning visits for beneficiaries to other relevant NRM/peacebuilding initiatives in the area; and a series of dissemination events.

Table 2. Summary of project outcomes, outputs, indicators and means of verification (ProDoc)

UNEP 2014-2015 PoW EA (2): The capacity of countries to use natural resource and environmental management to support sustainable recovery from disasters and conflicts is improved		
Result	**Indicators**	**Means of Verification**
Outcome 1: Reduced incidence of local conflict over natural resources through improved natural resource management and institutions for dispute resolution.	• Number of disputes over natural resources resolved peacefully through dispute resolution and mediation committees • % increase in perception of equitable access to/management of shared natural resources among livelihood groups in project areas • Number of functioning dispute resolution processes established	Police reports, community interviews, reports from local authority SOS Sahel/DDRA reports, data from local peace committees, documented cases of conflict resolution, perception surveys.
Outcome 2: Relationships over natural resources between communities and between communities and government strengthened	• # of community to community relationships that advance 2 steps on the relationships framework • # of community to institution relationships that advance 2 steps on the relationships framework	Meeting minutes, meeting agendas, joint action agreements, management agreements, service arrangements, frequency of contact
Output 1. Improved infrastructure and equitable access to services for natural resource users in five project localities	• # NRM infrastructure rehabilitated/ constructed (e.g. # hafirs, water points, km of demarcation, km2 forest range land) • % increase of people (men & women) that have access to water for drinking,	Baseline assessment, GIS data, construction contracts, community surveys, minutes of CBO/committee meetings, records of vaccination campaigns, log of paravets, record of seed distribution,

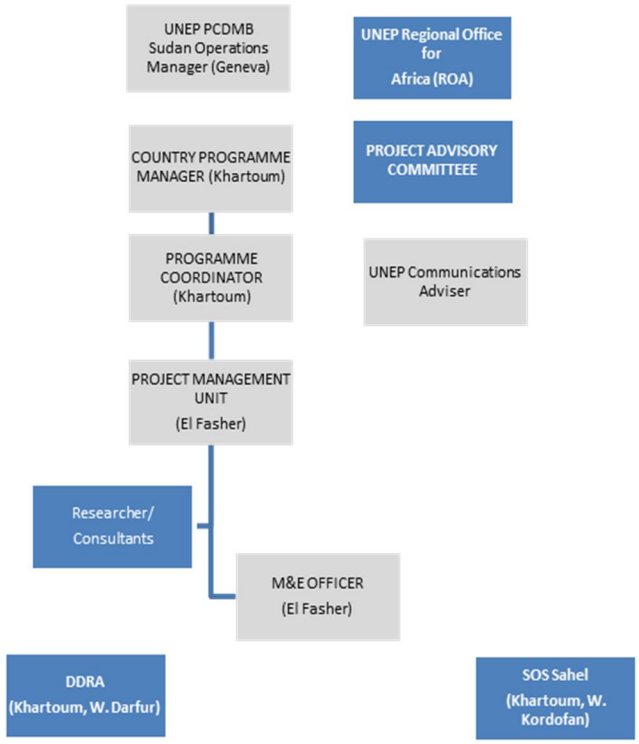
	livestock and agriculture through improved NRM infrastructure • % increase of people (men & women) that have access to farmer & pastoral services (paravet, vaccinations, seeds)	state/local authority inventory of water points, training attendance list, employment contracts, business plans
Output 2. Participatory and equitable decision-making structure over natural resources strengthened and established in five project localities	• # of new decision-making structures at village level with male and female representation established in each project locality	Participatory and equitable decision-making structure over natural resources strengthened and established in five project localities
Output 3. Knowledge products & best practices on improving relationships using natural resources developed and disseminated	• # of knowledge products developed and disseminated on best practices for NRM & relationship building • # of people/institutions that have received the tool kit	Case studies, participatory impact assessment, guidelines, best practices, Record of information exchange, meeting minutes, tool kit, google analytics

Figure 1. Project Logical Framework Diagram (ProDoc)



Executing Arrangements

Figure 2. Organizational Chart



The roles and responsibilities in relation to project implementation (oversight, management and guidance/ technical advice) are detailed in the ProDoc section 3.13 Project Implementation Structure. The project was to be implemented through UN Environment Sudan's project offices, which are based in Khartoum and El Fasher, North Darfur. A small project management unit was to be established in Khartoum or El Fasher, which was to be responsible for planning, tasking, oversight and support of operations in West/Central Darfur and WK. It was also to conduct quality control and the monitoring and reporting of project inputs, activities and progress towards milestones and indicators, and for documentation and knowledge-related project work. This team was to include one staff member that would work directly with the NGO implementing partners, particularly on data collection and monitoring activities. This position would be embedded in both SOS Sahel and DDRA, which would ensure high quality of monitoring and data collection activities and would increase communication and cross-fertilization between the two implementing partners. The project management unit was to report to the UN Environment Sudan project coordinator.

Operations in the two project areas were to be implemented in close cooperation with UN Environment's two NGO project partners: SOS Sahel (in WK) and the Darfur Development and Reconstruction Agency (in West/ Central Darfur). **SOS Sahel Sudan** is a Sudanese NGO that focuses on livelihoods, capacity building, natural resource management and conflict reduction. The organization has longstanding presence and expertise in natural resource management and conflict reduction in the drylands of the African Sahel.

The organization and its international predecessor have operated continuously in Sudan since 1984 and have developed a depth of local knowledge and well-established relationships with local communities. **The Darfur Development and Reconstruction Agency (DDRA)** is a national NGO with considerable experience in the implementation and management of projects that enhance environmental protection and engage communities in environmental governance. DDRA has a well-established presence in North, West and Central Darfur and through its work has cultivated relationships with key partners in those states (government and non-state actors, particularly IDPs and local leaders). Coordination in project areas was to be ensured through "technical committees", formed of representatives of UN Environment, UN Environment's NGO implementing partner, and the main government departments with a stake in the project and its activities.

The project was to benefit from high-level oversight provided by an Advisory Committee, consisting of representatives of federal- and state-level government, civil society, academia, and the donor. This steering committee was to be established during the project inception period and would review the project on a biannual basis.

The Project Management Unit was to be supervised and supported by UN Environment's programme office in Khartoum, and the Post-Conflict and Disaster Management Branch (PCDMB) (now the Crisis Management

Unit) in Geneva. Technical advice and peer reviews was also to be provided by the head of the Environmental Cooperation for Peacebuilding programme, based in Geneva. Overall management was to lie with UN Environment's Post-Conflict Disaster Management Branch (PCDMB) in Geneva. However, support by the Regional Office for Africa in Nairobi would also be considered important. This support would allow the project to connect with and benefit from the ongoing work of regional thematic teams. In addition, the potential for the project's experience to be replicated and/or scaled up in other parts of the region would depend on its active linkage with the Regional Office. This arrangement would be organized as per the Organizational Chart in Figure 2.

Project Cost and Financing

This project was fully funded through the European Union's Instrument Contributing to Stability and Peace (IcSP). However, as outlined in further detail under the cost-effective section of the ProDoc, the project was to also leverage existing financing and capacity (e.g. office, staff resources, and in-house expertise) through UN Environment's Sudan country office, though this is not detailed in the project budget at design.

The IcSP funding for the project was 3,430,000 EUR. Table 3 below provides planned versus actual costs as per the project design documentation.

Table 3. Expenditure by Component/Output

Component/output	Estimated cost at design[23] (EUR)	Estimated cost at design[24] (USD)	Estimated cost at budget redesign[25] (EUR)	Actual Cost/ expenditure (USD) (25 Nov 2018)
OUTPUT 1	1,501,271	1,816,538	1,656,135	1,509,059.77
OUTPUT 2	748,021	905,105	843,845	953,959.14
OUTPUT 3	300,688	363,832	-	-
PMU	405,441	490,583	405,441	631,847.81
COMMUNICATIONS AND VISIBILITY	110,000	133,100	160,000	114,147.25
PROGRAMME SUPPORT COSTS	214,579	259,641	214,579	220,986.37
CONTINGENCY	150,000	181,500	150,000	170,963.57
TOTAL	**3,430,000**	**4,150,300**	**3,430,000**	**3,600,963.92**

Implementation Issues

The Interim and Final Reports available to the Evaluation Manager don't identify any major implementation issues. Some delays due to the transition to Umoja and an extended rainy season were reported but did not have too much of an effect on the project's timeline or anticipated outcomes. Some activities were delayed into year three, which in turn meant that post-implementation monitoring activities were limited in some instances, for example in supporting and reviewing the progress of relationships. Weak partner capacity and distance to project sites were also reported to have hampered effective monitoring of project activities. A key constraint in planning and implementation during the first 2 years of the project had been rapidly increasing inflation and costs, especially water infrastructure and associated costs. Favourable exchange rates since January 2017 offset this issue, and the situation was resolved when the request for a three-month extension period with additional activities was agreed with the donor.

[23] From ProDoc BUDGET WORKSHEET (13 Jan 2015)
[24] From ProDoc BUDGET WORKSHEET (13 Jan 2015)
[25] Addendum 1 signed on 28 June 2018

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

Key Evaluation Principles

Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

The "Why?" Question. As this is a terminal evaluation and similar interventions are envisaged for the future, particular attention should be given to learning from the experience. Therefore, the "Why?" question should be at the front of the consultants' minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultants need to go beyond the assessment of "what" the project performance was, and make a serious effort to provide a deeper understanding of "why" the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

Baselines and counterfactuals. In attempting to attribute any outcomes and impacts to the project intervention, the evaluators should consider the difference between what has happened with, and what would have happened without, the project. This implies that there should be consideration of the baseline conditions, trends and counterfactuals in relation to the intended project outcomes and impacts. It also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions, trends or counterfactuals is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

Communicating evaluation results. A key aim of the evaluation is to encourage reflection and learning by UN Environment staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the main evaluation report will be shared with key stakeholders by the Evaluation Manager. There may, however, be several intended audiences, each with different interests and needs regarding the report. The Evaluation Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

Objective of the Evaluation

In line with the UN Environment Evaluation Policy[26] and the UN Environment Programme Manual[27], the Terminal Evaluation (TE) is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, SOS Sahel and the Darfur Development and Reconstruction Agency (DDRA). Therefore, the evaluation will identify lessons of operational relevance for potential future project formulation and implementation.

[26] http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx

[27] http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf. This manual is under revision.

Key Strategic Questions

In addition to the evaluation criteria outlined in Section 10 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to UN Environment and to which the project is believed to be able to make a substantive contribution:

i. To what extent, and in what ways, did the project build on the lessons learned on natural resources and peacebuilding collected by UN Environment's Environmental Cooperation for Peacebuilding (ECP) programme?[28] What are the reasons for successful/unsuccessful uptake of these lessons by the project?

ii. In what ways have communities been brought together around different resources using different cooperation methods at different levels of the community? Are there any successful models that could be adopted by the European Union's Instrument Contributing to Stability and Peace (IcSP) and applied in other regions of Sudan or other countries through EU programmes?

iii. To what extent was the Relationship Matrix adapted to the Sudanese context and employed by the project as a diagnostic tool and/or as a monitoring tool? To what extent did relationships along this continuum correlate with the likelihood of conflict between the project stakeholders?

iv. To what extent have women meaningfully participated in consultations as well as project activities, and shared in benefits arising from the project's activities, in particular the benefits of agricultural, livestock and livelihoods-related extension work conducted by the project?

v. To what extent has the project built community ownership in maintaining and managing the natural resource management infrastructure? How has this contributed to the sustainability of the institutions and relationships created by the project?

Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1). A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the delivery of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The evaluation consultants can propose other evaluation criteria as deemed appropriate.

Strategic Relevance

The evaluation will assess, in line with the OECD/DAC definition of relevance, 'the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor'. The evaluation will include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

i. Alignment to the UN Environment Medium Term Strategy[29] (MTS) and Programme of Work (POW)

[28] See the Global Knowledge Platform and Community of Practice at: www.environmentalpeacebuilding.org

[29] UN Environment's Medium Term Strategy (MTS) is a document that guides UN Environment's programme planning over a four-year period. It identifies UN Environment's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

The evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW.

ii. Alignment to UN Environment / Donor Strategic Priorities

Donor strategic priorities will vary across interventions. UN Environment strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building30 (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries.

iii. Relevance to Regional, Sub-regional and National Environmental Priorities

The evaluation will assess the extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented. Examples may include: national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc.

iv. Complementarity with Existing Interventions

An assessment will be made of how well the project, either at design stage or during the project mobilization, took account of ongoing and planned initiatives (under the same sub-programme, other UN Environment sub-programmes, or being implemented by other agencies) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be described and instances where UN Environment's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include:

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

Quality of Project Design

The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established (www.unep.org/evaluation). This overall Project Design Quality rating is entered in the final evaluation ratings table as item B. In the Main Evaluation Report a summary of the project's strengths and weaknesses at design stage is included, while the complete Project Design Quality template is annexed in the Inception Report.

Factors affecting this criterion may include (at the design stage):

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity

Nature of External Context

At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the

[30] http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf

discretion of the Evaluation Consultant and Evaluation Manager together. A justification for such an increase must be given.

Effectiveness

Delivery of Outputs

The evaluation will assess the project's success in producing the programmed outputs (products, capital goods and services resulting from the intervention) and achieving milestones as per the project design document (ProDoc). Any formal modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the TOC. In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The delivery of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their delivery. The evaluation will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision[31]

Achievement of Direct Outcomes

The achievement of direct outcomes (short and medium-term effects of the intervention's outputs; a change of behaviour resulting from the use/application of outputs, which is not under the direct control of the intervention's direct actors) is assessed as performance against the direct outcomes as defined in the reconstructed[32] Theory of Change. These are the first-level outcomes expected to be achieved as an immediate result of project outputs. As in 1, above, a table can be used where substantive amendments to the formulation of direct outcomes is necessary. The evaluation should report evidence of attribution between UN Environment's intervention and the direct outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UN Environment's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the direct outcomes realised.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness

Likelihood of Impact

Based on the articulation of longer term effects in the reconstructed TOC (i.e. from direct outcomes, via intermediate states, to impact), the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long term impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available on the Evaluation Office website,

[31] 'Project management and supervision' refers to the supervision and guidance provided by UN Environment to implementing partners and national governments.

[32] UN Environment staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the evaluation.

https://www.unenvironment.org/about-un-environment/evaluation, and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from direct outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.[33]
The evaluation will consider the extent to which the project has played a catalytic role or has promoted scaling up and/or replication[34] as part of its Theory of Change and as factors that are likely to contribute to longer term impact.

Ultimately UN Environment and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the evaluation will assess the likelihood of the project to make a substantive contribution to the high level changes represented by UN Environment's Expected Accomplishments, the Sustainable Development Goals[35] and/or the high level results prioritised by the funding partner.
Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness

Financial Management
Financial management will be assessed under two themes: completeness of financial information and communication between financial and project management staff. The evaluation will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will assess the level of communication between the Project/Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach. The evaluation will verify the application of proper financial management standards and adherence to UN Environment's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted.
Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

Efficiency
In keeping with the OECD/DAC definition of efficiency the evaluation will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution. Focussing on the translation of inputs into outputs, cost-

[33] Further information on Environmental, Social and Economic Safeguards (ESES) can be found at http://www.unep.org/about/eses
[34] Scaling up refers to approaches being adopted on a much larger scale, but in a very similar context. Scaling up is often the longer term objective of pilot initiatives. Replication refers to approaches being repeated or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target group etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.
[35] A list of relevant SDGs is available on the EO website www.unep.org/evaluation

effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The evaluation will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The evaluation will give special attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency. The evaluation will also consider the extent to which the management of the project minimised UN Environment's environmental footprint.
The factors underpinning the need for any project extensions will also be explored and discussed. As management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to implementing parties.

Factors affecting this criterion may include:

- Preparation and readiness (e.g. timelines)
- Quality of project management and supervision
- Stakeholders participation and cooperation

Monitoring and Reporting
The evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

Monitoring Design and Budgeting
Each project should be supported by a sound monitoring plan that is designed to track progress against SMART[36] indicators towards the delivery of the project's outputs and achievement of direct outcomes, including at a level disaggregated by gender, vulnerability or marginalisation. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

Monitoring of Project Implementation
The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. This should include monitoring the representation and participation of disaggregated groups in project activities. It will also consider how information generated by the monitoring system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The evaluation should confirm that funds allocated for monitoring were used to support this activity.

Project Reporting
UN Environment has a centralised Project Information Management System (PIMS) in which project managers upload six-monthly status reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team. The evaluation will assess the extent to which both UN Environment and donor reporting commitments have

[36] SMART refers to indicators that are specific, measurable, assignable, realistic and time-specific.

been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Responsiveness to human rights and gender equity (e.g disaggregated indicators and data)

Sustainability

Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes (ie. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct outcomes may also be included.

Socio-political Sustainability

The evaluation will assess the extent to which social or political factors support the continuation and further development of project direct outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular the evaluation will consider whether individual capacity development efforts are likely to be sustained.

Financial Sustainability

Some direct outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other direct outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The evaluation will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the direct outcomes of a project have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

Institutional Sustainability

The evaluation will assess the extent to which the sustainability of project outcomes (especially those relating to policies and laws) is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure. In particular, the evaluation will consider whether institutional capacity development efforts are likely to be sustained.

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined)
- Communication and public awareness
- Country ownership and driven-ness

Factors and Processes Affecting Project Performance

(These factors are rated in the ratings table, but are discussed within the Main Evaluation Report as cross-cutting themes as appropriate under the other evaluation criteria, above)

Preparation and Readiness
This criterion focuses on the inception or mobilisation stage of the project (ie. the time between project approval and first disbursement). The evaluation will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. (Project preparation is included in the template for the assessment of Project Design Quality).

Quality of Project Management and Supervision
In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, it will refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UN Environment.

The evaluation will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); communication and collaboration with UN Environment colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

Stakeholder Participation and Cooperation
Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering project outputs and target users of project outputs and any other collaborating agents external to UN Environment. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups should be considered.

Responsiveness to Human Rights and Gender Equity
The evaluation will ascertain to what extent the project has applied the UN Common Understanding on the human rights based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UN Environment's Policy and Strategy for Gender Equality and the Environment.
In particular the evaluation will consider to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to, and the control over, natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

Country Ownership and Driven-ness
The evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, ie. either a) moving forwards from outputs to direct outcomes or b) moving forward from direct outcomes towards intermediate states. The evaluation will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices. This factor is

concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. This ownership should adequately represent the needs of interest of all gendered and marginalised groups.

Communication and Public Awareness

The evaluation will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The evaluation should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the evaluation will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

The Terminal Evaluation will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings. Where applicable, the consultant(s) should provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

The findings of the evaluation will be based on the following:

(a) A **desk review** of:

- Relevant background documentation, inter alia 2013-2017 and 2018-2021 Sudan UN Development Assistance Framework, Darfur Development Strategy (DDS)[37] 2013-2019, guidance notes and training material developed by UN ENVIRONMENT's Environmental Cooperation for Peacebuilding (ECP) programme[38] and the EU-UN partnership on Land, Natural Resources and Conflict Prevention;

- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget, No-cost extension plan and new budget and PCA documents;

- Project reports such as annual progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence etc.;

- Project outputs: Gender Analysis Report, Case Studies, Perception Survey Report, Relationship Progress Monitoring Reports, Pre- and Post- Institutional Assessment reports, Pastoralist assessment report, Hafir environmental impact assessment;

- Evaluations/reviews of similar projects.

(b) **Interviews** (individual or in group) with:

[37] http://www.sd.undp.org/content/dam/sudan/docs/DDS%20English.pdf

[38] See the Global Knowledge Platform and Community of Practice at: www.environmentalpeacebuilding.org

- UN Environment Project Manager (PM);
- Project management team;
- UN Environment Fund Management Officer (FMO);
- Sub-Programme Coordinator;
- Head of the Crisis Management Branch;
- Members of the Project Support Committee in West Kordofan, WD and Central Darfur;
- Project partners, including Darfur Development and Reconstruction Agency (DDRA); SOS Sahel; The Ministry of Agriculture and Natural Resources; Ministry of Social Welfare; Ministry of Physical Planning; Ministry of Animal Resources and Rangeland; HAC; Forestry National Corporation; Rural Water Corporation; Department of Water Environmental Sanitation; Locality Administration; Village level CBOs/Development committees; Water, Forest and Rangeland Management Committees at village level; High Council for Peace and Reconciliation; The Centre for Peace and Development Studies, University of Kordofan, El Obeid; Al Salaam University in Al Fula; the Vocational Training Institution in El Obeid; Near East Foundation in Central Darfur and Concern in West Kordofan;
- Relevant resource persons.

Surveys (to be defined in the inception phase)
Field visits to Khartoum, Sudan and selected project sites (identified during evaluation inception phase and contingent upon security situation)
Other data collection tools

1. Evaluation Deliverables and Review Procedures

The evaluation team will prepare:

- **Inception Report:** (see Annex 1 for links to all templates, tables and guidance notes) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- **Preliminary Findings Note:** typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- **Draft and Final Evaluation Report:** (see links in Annex 1) containing an executive summary that can act as a stand-alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.
- **Evaluation Bulletin:** a 2-page summary of key evaluation findings for wider dissemination through the EOU website.

Review of the draft evaluation report. The evaluation team will submit a draft report to the Evaluation Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the Project Manager, who will alert the Evaluation Manager in case the report contains any blatant factual

errors. The Evaluation Manager will then forward revised draft report (corrected by the evaluation team where necessary) to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation team for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.
Based on a careful review of the evidence collated by the evaluation consultants and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

The Evaluation Manager will prepare a **quality assessment** of the first and final drafts of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the Final Evaluation Report.

At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals by the Project Manager. The Evaluation Office will track compliance against this plan on a six-monthly basis.

2. The Evaluation Consultant

For this evaluation, the Evaluation Consultant will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager Martina Bennett, in consultation with the UN Environment Sudan Country Programme Manager Atila Uras, Senior Programme Advisor Robbert Bekker, Programme Support Officer Mouna Zein, Fund Management Officer Paul Obonyo, and the Head of the Crisis Management Branch Henrik Slotte. The consultant will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation, including travel. It is, however, the consultants' individual responsibility to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UN Environment Project Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the evaluation as efficiently and independently as possible.

The Evaluation Consultant will be hired for 6 months spread over the period 01 January 2019 to 30 June 2019 and should have: an advanced university degree development studies, peacebuilding, natural resource management, or other relevant political or social sciences area; a minimum of 10 years of technical / evaluation experience, including of evaluating large, national programmes and using a Theory of Change approach; a broad understanding of peacebuilding and natural resources and the context in Sudan; experience in working in a post conflict or protracted conflict context is an asset; proficiency in Arabic is desirable, along with excellent writing skills in English; and, where possible, knowledge of the UN system, specifically of the work of UN Environment.
In close consultation with the Evaluation Manager, the Evaluation Consultant will be responsible for the overall management of the evaluation and timely delivery of its outputs, data collection and analysis and report-writing. More specifically:

Inception phase of the evaluation, including:
- preliminary desk review and introductory interviews with project staff;
- draft the reconstructed Theory of Change of the project;

- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (if relevant);
- develop and present criteria for country and/or site selection for the evaluation mission;
- plan the evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Manager

Data collection and analysis phase of the evaluation, including:
- conduct further desk review and in-depth interviews with project implementing and executing agencies, project partners and project stakeholders;
- (where appropriate and agreed) conduct an evaluation mission(s) to selected countries, visit the project locations, interview project partners and stakeholders, including a good representation of local communities. Ensure independence of the evaluation and confidentiality of evaluation interviews.
- regularly report back to the Evaluation Manager on progress and inform of any possible problems or issues encountered and;
- keep the Project/Task Manager informed of the evaluation progress and engage the Project/Task Manager in discussions on emerging findings throughout the evaluation process.

Reporting phase, including:
- draft the Main Evaluation Report, ensuring that the evaluation report is complete, coherent and consistent with the Evaluation Manager guidelines both in substance and style;
- liaise with the Evaluation Manager on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Manager
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the Evaluation Consultant and indicating the reason for the rejection; and
- prepare a 2-page summary of the key evaluation findings and lessons;

Managing relations, including:
- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- communicate in a timely manner with the Evaluation Manager on any issues requiring its attention and intervention.

3. Schedule of the Evaluation

The table below presents the tentative schedule for the evaluation.

Table 3. Tentative schedule for the evaluation

Milestone	Tentative Dates
Inception Phase	January 1st – 22nd
Inception Report (first submission)	January 23rd
Inception report (final submission)	January 31st
Evaluation interviews (Skype) and Mission preparations	February 1st - 10th
Evaluation Mission – Khartoum and Project Site Visits	February 11th – 27th
Telephone interviews, surveys etc.	February 28th – March 15th
Powerpoint/presentation on preliminary findings and recommendations	March 25th

Draft report to Evaluation Manager (and Peer Reviewer)	April 15th
Draft Report shared with UN Environment Project Manager and team	May 6th
Draft Report shared with wider group of stakeholders	May 30th
Final Report	June 25th
Final Report shared with all respondents	June 28th

4. Contractual Arrangements

The Evaluation Consultant will be selected and recruited by the Evaluation Office of UN Environment under an individual Special Service Agreement (SSA) on a "fees only" basis (see below). By signing the service contract with UN Environment/UNON, the consultant certifies that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project's executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.
Fees will be paid on an instalment basis, paid on acceptance by the Evaluation Manager of expected key deliverables. The schedule of payment is as follows:
Schedule of Payment for the Consultant:

Deliverable	Percentage Payment
Approved Inception Report *(as per annex document 7)*	30%
Approved Draft Main Evaluation Report *(as per annex document 13)*	30%
Approved Final Main Evaluation Report	40%

Fees only contracts: Air tickets will be purchased by UN Environment and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Evaluation Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.
The consultant may be provided with access to UN Environment's Programme Information Management System (PIMS) and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

In case the consultant is not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UN Environment Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultant has improved the deliverables to meet UN Environment's quality standards.

If the consultant fails to submit a satisfactory final product to UN Environment in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants' fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

Annex 6. Quality Assessment of the Evaluation

Quality Assessment of the Evaluation Report

Evaluation Title:

Terminal Evaluation of the UN Environment Project "Promoting Peace over Natural Resources in Darfur and Kordofan"

All UN Environment evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultant's efforts and skills. Nevertheless, the quality assessment is used as a tool for providing structured feedback to evaluation consultants, especially at draft report stage. This guidance is provided to support consistency in assessment across different Evaluation Managers and to make the assessment process as transparent as possible.

	UN Environment Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
Quality of the Executive Summary: The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.	Final report: The Executive Summary is clear and concise, covering all the relevant information.	6
I. Introduction A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.) Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?	Final report: All relevant background information is provided.	6

II. Evaluation Methods This section should include a description of how the TOC at Evaluation[39] was designed (who was involved etc.) and applied to the context of the project? A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.). Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section. The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described. It should also address evaluation limitations such as: low or imbalanced response rates across different groups; gaps in documentation; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome. Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views.	Final report: The section read well and covers the main areas.	6
III. The Project This section should include: • Context: Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses). • Objectives and components: Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • Stakeholders: Description of groups of targeted stakeholders organised according to relevant common characteristics • Project implementation structure and partners: A description of the implementation structure with diagram and a list of key project partners • Changes in design during implementation: Any key events that affected the project's scope or parameters should be described in brief in chronological order • Project financing: Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report: All elements covered well.	6

[39] During the Inception Phase of the evaluation process a TOC at Design is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions). During the evaluation process this TOC is revised based on changes made during project intervention and becomes the TOC at Evaluation.

IV. Theory of Change The TOC at Evaluation should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors. Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project's intentions or do not follow OECD/DAC definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, a summary of the project's results hierarchy should be presented for: a) the results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the TOC at Evaluation. The two results hierarchies should be presented as a two column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'.	Final report: Good consideration of causal pathways and description of the BATRA concept underlying the TOC.	6
V. Key Findings **A. Strategic relevance:** This section should include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. An assessment of the complementarity of the project with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed: v. Alignment to the UN Environment Medium Term Strategy (MTS) and Programme of Work (POW) vi. Alignment to UN Environment/ Donor/GEF Strategic Priorities vii. Relevance to Regional, Sub-regional and National Environmental Priorities viii. Complementarity with Existing Interventions	Final report: Initially missing discussion on alignment to donor strategic priorities and specifics on complementarity with existing interventions, but has been revised to cover all elements.	5
B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively summarized?	Final report: Good summary. Needed to make sure that it has been updated since the evaluation Inception Report with any new findings from the evaluation.	5
C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval), and how they affected performance, should be described.	Final report: External context described well.	6
D. Effectiveness **(i) Outputs and Direct Outcomes:** How well does the report present a well-reasoned, complete and evidence-based assessment of the a) delivery of outputs, and b) achievement of direct outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention. The effects of the intervention on differentiated groups,	Final report: The discussion of delivery of outputs initially needed some editing and structuring. This has been addressed by the consultant and has significantly improved.	5

including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.		
(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed? Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.	Final report: Discussion is grounded in a sound understanding of the TOC.	6
E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table. Consider how well the report addresses the following: • completeness of financial information, including the actual project costs (total and per activity) and actual co-financing used • communication between financial and project management staff •	Final report: All aspects are considered and discussed. Comments provided by the Project Team have been addressed to their satisfaction in the final report.	6
F. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including: • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UN Environment's environmental footprint.	Final report: Detailed discussion that makes the determination of the rating clear.	6
G. Monitoring and Reporting How well does the report asses: • Monitoring design and budgeting (including SMART indicators, resources for MTE/R etc.) • Monitoring of project implementation (including use of monitoring data for adaptive management) • Project reporting (e.g. PIMS and donor report)	Final report: All sections adequately discussed.	6
H. Sustainability How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes including: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability	Final report: Initially needed some editing and restructuring. Now good discussion under all sections.	5

I. Factors Affecting Performance These factors are <u>not</u> discussed in stand-alone sections but are **integrated in criteria A-H as appropriate**. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the evaluation report cover the following cross-cutting themes: • Preparation and readiness • Quality of project management and supervision[40] • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Country ownership and driven-ness • Communication and public awareness	Final report: Ratings and comments are included in the Ratings Table in the Conclusions. All themes have been addressed in other sections of the report.	6
VI. Conclusions and Recommendations **i. Quality of the conclusions:** The key strategic questions should be clearly and succinctly addressed within the conclusions section. It is expected that the conclusions will highlight the main strengths and weaknesses of the project, and connect them in a compelling story line. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.	Final report: Clear conclusions, recommendations and lessons – strategic questions are addressed as a separate section within the report (this section needed significant editing but has been revised effectively).	5
ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit evaluation findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons must have the potential for wider application and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.	Final report: Clear and useful lessons learned.	6
iii) Quality and utility of the recommendations: To what extent are the recommendations proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when. At least one recommendation relating to strengthening the human rights and gender dimensions of UN Environment interventions, should be given. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.	Final report: Clear and useful recommendations.	6
VII. Report Structure and Presentation Quality		

[40] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UN Environment.

i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	Final report: Structures and guidelines followed.	6
ii) **Quality of writing and formatting:** Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	Final report: Good quality final report – well-structured, clearly written (after some editing), concise whilst providing all the detail required.	5
OVERALL REPORT QUALITY RATING		**5.7**

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.

At the end of the evaluation, compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. All questions with negative compliance must be explained further in the table below.

Evaluation Process Quality Criteria	Compliance	
	Yes	No
Independence:		
1. Were the Terms of Reference drafted and finalised by the Evaluation Office?	y	
2. Were possible conflicts of interest of proposed Evaluation Consultant(s) appraised and addressed in the final selection?	y	
3. Was the final selection of the Evaluation Consultant(s) made by the Evaluation Office?	y	
4. Was the evaluator contracted directly by the Evaluation Office?	y	
5. Was the Evaluation Consultant given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	y	
6. Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		n
7. If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?		
Financial Management:		
8. Was the evaluation budget approved at project design available for the evaluation?	y	
9. Was the final evaluation budget agreed and approved by the Evaluation Office?	y	
10. Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	y	
Timeliness:		
11. If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six-month period prior to the project's mid-point?	y	
12. Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	y	
13. Was the inception report delivered and reviewed/approved prior to commencing any travel?	y	
Project's engagement and support:		
14. Did the project team, Sub-Programme Coordinator and identified project stakeholders provide comments on the evaluation Terms of Reference?	y	
15. Did the project make available all required/requested documents?	y	
16. Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?	y	
17. Was adequate support provided by the project to the evaluator(s) in planning and conducting evaluation missions?	y	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	y	
19. Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	y	
20. Did the project team, Sub-Programme Coordinator and any identified project stakeholders provide comments on the draft evaluation report?	y	
Quality assurance:		
21. Were the evaluation Terms of Reference, including the key evaluation questions, peer-reviewed?	y	
22. Was the TOC in the inception report peer-reviewed?	y	
23. Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	y	
24. Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	y	
Transparency:		
25. Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	y	
26. Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared	y	

draft report to the project team, Sub-Programme Coordinator and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?		
27. Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	**y**	
28. Were stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	**y**	
29. Did the Evaluation Consultant(s) respond to all factual corrections and comments?	**y**	
30. Did the Evaluation Office share substantive comments and Evaluation Consultant responses with those who commented, as appropriate?	**y**	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

Process Criterion Number	**Evaluation Office Comments**