

# EVALUATION REPORT

## FINAL EVALUATION OF COMMUNITY SECURITY AND STABILIZATION PROGRAMME (C2SP) 2015-2020

FOR UNITED NATIONS DEVELOPMENT PROGRAMME



*Empowered lives.  
Resilient nations.*

MARCH 2021

Sudan Country Office

Irma Specht

Abdelrahman El-Mahdi

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## EXECUTIVE SUMMARY

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### Introduction

UNDP Sudan's Community Security and Stabilization Programme (C2SP) is designed to respond to the needs of the vulnerable communities in six states bordering South Sudan. Since 2015 C2SP aims to contribute to the stability and resilience of communities and unemployed youth who are on the verge of being drawn into violent conflicts, by strengthening the resilience of the community, stimulating the local economic development by providing economic infrastructure and facility, enhancing social cohesion and peaceful co-existence between displaced populations and host communities, and enhancing capacities of Government and local service providers to deliver services.

The overall objectives of this largely formative evaluation are to assess the C2SP results achieved from 2015 to 2020 towards meeting the overall objectives, to capture lessons learned and to identify best practices. The main purpose is to inform future adaptation and possible upscaling of C2SP to other parts of Sudan.

### Scope and methodology

The evaluation was conducted from December 2020 to March 2021. The geographical coverage of primary data collection included Blue Nile, West Kordofan, North Kordofan, White Nile and Sennar States, with some additional data from Khartoum. The views of 992 respondents (63% male and 37% female) were collected. Of this, 27% of respondents are under the age of 24.

A mixed method of nine qualitative and quantitative tools were developed, namely surveys among the population, livelihood beneficiaries, Community Management Committees (CMCs) members, an online questionnaire for project staff, UN and donors, and Key Informant Interview (KII) guides for local government, beneficiary institutions and Implementing Partners (IPs), private sector partners, (Sudan) Disarmament, Demobilization and Reintegration Commission (SDDRRC) staff, and a Focus Group Discussions (FGDs) guide for CMC members. In addition to the extensive documentation review, this resulted in reliable fully triangulated data.

### Main conclusions

Overall, C2SP was unique in its community-based approach. Respondents indicate that the main innovation of C2SP is the extent to which interventions were community led. Overall, the programme has been successful in the complex ethnic and socio-economic environment of Sudan, amidst political tensions, a declining economy and the COVID-19 pandemic.

The majority of the consulted project staff, donors, livelihood beneficiaries, and CMC members indicate that C2SP interventions contribute to local economic development. Consulted local government officials mention that providing livelihoods is the most important result of C2SP. According to UNDP, through the livelihood opportunities and vocational trainings provided to the selected beneficiaries, C2SP builds resilience and enhances employability. UNDP reports 11,059 direct beneficiaries of livelihood support over five years (2015-2020), and a larger group benefited from investments economic infrastructure. 62% of the consulted livelihood beneficiaries received vocational training from C2SP and out of them, 67% works with these skills. 55% indicate that the livelihood support provided led to sustainable income (with no significant difference between women and men). Further, a majority of livelihood beneficiaries, CMC members and population consulted confirm that their community benefited from economic infrastructure projects.

The evaluation found that the (maximum) one-year timeline is inadequate. Some ventures, and value chain development takes longer to lead to sustainable results, and requires significant support for a longer period of time, as already highlighted in the external review in 2019. The short implementation timeframe is by far the biggest weakness of the C2SP implementation modality, and this had an adverse impact on the sustainability of the livelihood support provided. UNDP recognises this issue and has already provided longer support to more beneficiaries in each community than initially planned in the project document. UNDP notes that donors, local authorities and communities requested and supported this.

Communities were given the opportunity to determine their most economically vulnerable members, on their own terms. This, together with the inclusiveness of CMCs, avoids the selection to be based on externally defined vulnerabilities, increases representation of the community and fosters social cohesion amongst the community members. Indeed, a strength is the strong focus on peace dividends and enhancing social relations, while working on economic (re)integration. The evaluation confirms the observation of the C2SP review from 2019, that the importance of this work was not simply what they did, but how it was done, emphasising that farming together or running a small business together helped to foster understanding and greater cohesion within the community. However, due to the limited availability of funds, some evidence of conflicts within the communities regarding the selection appeared. Further, when UNDP was asked for a breakdown per target group, this proved hard to provide. Therefore, the reach to certain categories, beyond sex, cannot be assessed systematically and is not monitored.

In terms of involvement of the Sudanese private sector, C2SP created some highly innovative and promising partnerships. However, the team only found evidence of this in few locations, and mostly the private sector partners directly with the CMCs. Further, additional government partnerships, e.g. ministry of commerce, chambers of commerce and other economic bodies would be helpful in this, especially at State level. The evaluation concludes that while indeed many successes are made in improving the livelihoods of the direct beneficiaries, the catalytic and lasting effects of investments in the economic infrastructure and through equipment did in most locations not really boost the local economy in a significant way. While appreciated, much more can be done by C2SP, especially in partnership with others to increase the economic absorption capacities of the local economies in the intervention areas. Co-investments by the private sector, the government and other agencies will increase the scale and impact of interventions. Further, training and investments should be focussed around one or two most promising value chains per location, which will also increase the number of trainees that can actually use their new skills.

The evaluation found that C2SPs contribution to social development at state/community levels is evident. The strengthening and unifying community aspects of C2SP and the access to services that C2SP provided were mentioned as strengths of the C2SP approach, especially by consulted local government officials. Respondents mostly mention school (77%) and health centres (57%) as the socio-economic infrastructures they benefited from. In addition, the evaluation found that livelihood direct beneficiaries have received PSS trainings, education and literacy, and training on health care due to C2SP. Importantly, respondents list access to education and new skills, increase in collaboration and social cohesion as the most significant changes created by the project. However, given the limited focus on M&E and the lack of baseline data on the project locations, it proved difficult to quantify these contributions, and is mainly based on anecdotal evidence.

However, the social services provided in terms of quality and quantity, is also mentioned most often as a disappointment of C2SP. Importantly, while UNDP reports that governmental institutions successfully delivered services in target communities in different communities and states, the majority of population and CMC members consulted indicate that local governmental institutions are not successfully delivering services. With the exception of Sennar, the majority of respondents in all states indicate that service delivery of local government did not increase since C2SP. While a crucial element in its design, the evaluation concludes that C2SP needs to put more effort in attracting government support to the communities, and strengthen the lobby and advocacy capacities of the CMCs and the IPs to foster this.

The evaluation concludes that C2SP has undoubtedly contributed, at the community-level, to peaceful co-existence between host and displaced populations. The strength of C2SP is the integrated approach, where social, economic, security and even political objectives are reached in an integrated manner. Indeed, for example “farming together” or a “running a small business together” helped to foster understanding and greater cohesion within the community.<sup>1</sup> More can however be achieved when closer collaboration with other organisations would be applied.

While foreseen, the evaluation found little proof of any systematic cross-border activities, such as those that would also involve (UNDP) South Sudan. While limited in scope, anecdotal evidence points to cross-border SALW awareness activities and one story where 16 Sudanese tribe heads from the border states of Sudan travelled to Renk in South Sudan (Upper Nile State) to agree with South Sudanese tribal leaders on peaceful living, mutual benefit within the border zone and pathways to facilitate animal grazing and local trade. The level of attribution to C2SP can however not be established. While results on peaceful co-existence between host and displaced populations are evident at very local levels, more impact could be created if CMCs from bordering communities would be brought together, to learn from each other and to be stronger in terms of advocacy towards the government, the duty bearers. Further, an identified weakness is in terms of targeting BDS and micro- finance support, that hardly reached the IDPs/refugees.

The evaluation concludes that too little emphasis is given to the reintegration of people who left armed groups, for which C2SP provides an excellent platform. This is the more surprising when realising that the SDDRC is the main government counterpart, and that C2SP finds its roots in a merge of DDR and community security programming, originally labelled Community Based Reintegration and Security (CBRS). According to UNDP, XCs were not used as a category in M&E, therefore it is unclear what the reintegration effects of these groups are. While understood that donors might be less interested in funding anything that is DDR related, C2SP went too far in not monitoring the reintegration progress of XCs, while this was done in the primary research for this evaluation and shows interesting results.

Finally, the evaluation found that the PI part of C2SP to be a weak. This is surprising as UNDP in the past was strong in circulating success stories and applying tools like theatre, for example. With a stronger PI strategy and tools, and exchange between CMCs, more can be achieved in fostering peaceful co-existence.

The evaluation concludes that the C2SP approach is centred around community ownership and being community led. C2SP adopted an inclusive approach to strengthen the voice and resilience of the

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<sup>1</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.9

community through the CMCs as governance structure. The creation of the CMCs is among the greatest strengths of the approach, resulting in context driven programming. While seen by many as inclusive, the evaluation notes a serious underrepresentation of youth in the CMCs, while they are the main target group of C2SP. In some locations CMCs were able to take ownership and sustain themselves beyond the project, despite the limited capacity and experience they had obtained through C2SP. However, within the customary and traditional context of the communities targeted by the C2SP, traditional leaders have played a dominant role in the CMCs and in some locations. CMC leaders are also reported to have been prone to government coercion (especially before the revolution) and to nepotism based on tribal and family affiliations. Explicit proof of monitoring, evident challenges, and corrective actions taken, are not noted in any reports. The evaluation does not exclude that this has happened, but it is not documented.

Further, the evaluation found that national ownership in terms of local and federal government needs further strengthening. At the national level, ownership was found to be poor, largely attributable to the limited capacity and limited resources on the part of the key national partners the SDDRC. Further, several local government officials were not very aware of C2SP, just knowing the IP who was implementing, which relates to the weak PI component.

The key strength, as confirmed by many key informants, is the community-based approach of C2SP, which is responsive to the local context and in sync with the government's priorities and development objectives, more specifically the focus on boosting agricultural productivity. However, several CMCs and IPs indicate that there was no/not enough flexibility to adapt to changing priorities and opportunities.

The sustainability at the community-level is evident through the CMCs in some locations, whilst in other locations where the 'sense of community' might be less - or communities are far less homogenous, sustainability is evolving. Also, sustainability of CMCs has not been successful in some locations, which directly relates to the short engagement of C2SP per location and possibly the quality of the IPs. In others, there were great successes including the CMCs partnering with the private sector directly.

Capacity development efforts were mainly geared to the CMCs, while little investments are made into developing the needed capacities of the SDDRC, the IPs and the local government, to foster sustainability. For the later, especially capacity development of line-ministries delivering services, such as agricultural extension services, was not done. Therefore, at state level there is little achieved to increased sustainable service delivery by the government, the duty bearers.

At the national level, sustainability is limited, especially with regard to the national partner; the SDDRC. This is largely a result of the financial, organisational and Human Resource (HR) constraints that the SDDRC suffers from. Despite UNDP having provided capacity development support to the SDDRC to enhance its technical capacity, no solutions were found for the lack of operational capacities. Further, the evaluation found limited evidence of the active involvement of the line ministries, including in the TCC meetings. The TCC minutes provided by UNDP show that relevant line ministries were not present during the TCC meetings. The SDDRC complains that coordination decreased over time.

Importantly, no sustainable processes are put in place that can ensure durable use of the infrastructure/machinery procured by C2SP. The evaluation found that there is insufficient capacity to

maintain rehabilitated or constructed infrastructure by local communities and local government, and no costing for the maintenance/repair was found.

The livelihood interventions in the states along the southern border of Sudan were also designed to address urgent climate issues such as water shortages, deforestation and soil degradation in some locations. While interventions at larger scale are required, these interventions are definitely among the strengths of C2SP. The programme furthermore raises awareness on sustainable agricultural efforts and ecological irrigation schemes.<sup>2</sup>

In terms of sustainability of the livelihood support provided, as pointed out before, C2SP did not base the training upon market assessments/economic opportunity mapping, and not all trainees received post-training support. Therefore, many trainees are not using their new skills towards sustainable livelihoods.

Finally, the evaluation concludes that C2SP has proven to adapt and respond to unanticipated risks and challenges that surfaced in the external environment. For example, instead of scaling down amidst the COVID-19 challenges, C2SP initiated COVID specific activities, such as stitching masks (see case study 1) and making soap.

Regarding gender responsiveness and social inclusion, the evaluation found that the majority of respondents indicate feeling included in C2SP, with neither significant difference between men and women, nor between respondents above and under age 24. While most returnees (95%) confirm to feel included, 60% of IDPs indicate to not feel included.

The evaluation found that gender responsiveness was largely pursued by ensuring the inclusion of women beneficiaries in project activities. C2SP to a lesser extent designed intervention to address the root causes of gender inequalities and violent masculinities. However, there are some indications that C2SP had gender transformative impact, especially through the participation of women in the CMCs, in contexts where this is culturally challenging. In fact, a majority of the consulted population indicate that the CMCs are inclusive, with no significant difference in this perception between women and men. Women's inclusion in the CMCs increased their participation in economic affairs and eroded community resistance to their participation in decision-making and the assumption of leadership roles. This has in some ways also led to greater confidence on their part and initiated a shift in perceptions (on the part of both women and men) as to a role that extends beyond the immediate household. However, there is little evidence to suggest that the spaces generated by CMCs for women and men to interact with each other, has extended beyond farming/economic activity.

Overall, the evaluation concludes that C2SP has been designed and implemented with several relevant interventions that contribute to the intended outcomes. However, due to monitoring mechanisms that are primarily focused on the timely delivery of outputs, and less on outcomes, the level of contribution to outcomes is hard to establish, and establishing attribution is almost impossible. Another difficulty is that the M&E system does not use control groups, or that these were not shared with the evaluation team.

C2SP is in fact a local HDP approach, a unique model showing real integrated implementation of the triple nexus at local levels. The economic, social and political gains are evident, and humanitarian and development as well as peace dividends are proven to attributed results. However, the investments in





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<sup>2</sup> UNDP Sudan, C2SP Final Report, August 2017- December 2019, p.2

security remained limited in the implementation, and more could be achieved in terms of contributing to community security in the approach. In order to strengthen the HDP approach, partnerships should be strengthened, as highlighted in the IDDRS: “In order to support the humanitarian, development, peace nexus, reintegration programme coordination should extend to broader programmes and actors.”<sup>3</sup> Further, according to UNDP, XCs are in the youth category. Therefore, it is impossible to monitor the relevance of C2SP to their reintegration process, and thus the most likely impact on peace and security from a reintegration/CVR perspective.

It has been not possible to establish an evidence-based level of Value for Money in this evaluation, partly as C2SP faced many challenges due to extreme changes and dynamics in the external environment, as outlined above. However, Value for Money might be further increased in relation to: procurement processes and that the choice of both equipment and firms to develop infrastructure, increased partnerships with other UN agencies, seeking government’s inputs more actively and further attracting the investments and partnerships with the private sector. Livelihood support can become more efficient and catalytic, if provided along the most promising value chains.

The SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis below summarises the main strengths, weaknesses, opportunities and threats to C2SP.

 <p style="text-align: center;"><b>STRENGTHS</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Highly relevant in the context- context driven</li> <li><input type="checkbox"/> Coherent and integrated HDP approach</li> <li><input type="checkbox"/> Positive attributed change to resilience</li> <li><input type="checkbox"/> Community owned and driven</li> <li><input type="checkbox"/> Adaptation to the changes</li> </ul>	 <p style="text-align: center;"><b>WEAKNESSES</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Public Information and communication</li> <li><input type="checkbox"/> Partnerships</li> <li><input type="checkbox"/> M&amp;E</li> <li><input type="checkbox"/> Too short per community</li> <li><input type="checkbox"/> Innovations and technology for youth</li> </ul>
 <p style="text-align: center;"><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Value chain development</li> <li><input type="checkbox"/> Integrated reintegration programming</li> <li><input type="checkbox"/> Upscaling</li> <li><input type="checkbox"/> Increasing cross learning and lobby and advocacy by CMCs</li> <li><input type="checkbox"/> Increase sustainability and impact through partnerships</li> <li><input type="checkbox"/> Support to ongoing peace process (by targeting SPLM-N controlled areas), transitional process, local governance, election/democratisation</li> </ul>	 <p style="text-align: center;"><b>THREATS</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Sustainability</li> <li><input type="checkbox"/> Losing reintegration outcomes of XCs</li> <li><input type="checkbox"/> Insufficient funding</li> <li><input type="checkbox"/> Conflicts in communities due to limited targets</li> <li><input type="checkbox"/> Under-representation of youth in CMCs</li> </ul>

<sup>3</sup> IDDRS, 2020. Module 2.40: Reintegration as Part of Sustaining Peace. <https://www.unddr.org/the-iddrs/level-2/#240>



## Key recommendations

In order to maximise relevance and to ensure that C2SP is responsive to the actual needs and opportunities, and to ensure it supports national and international policies and frameworks, several steps could be taken:

- Develop learning plans for staff and partners to encourage exchange of learning across locations (as recommended in the 2019 review), including among CMCs
- Ensure effective and timely M&E on effects and outcomes of interventions (beyond output-level), and ensure regular feedback mechanisms to allow for more adaptive management
- Invest in real economic opportunity mapping and choose, with CMCs, local government and the local private sector, two value chains per location with highest potential, and link all livelihood and infrastructure investments to these
- Expand geographical scope and ensure neighboring communities are targeted to facilitate exchange, cross community value chain development and joint lobby and advocacy
- Expand, spend more time per location and support the established CMCs
- Increase capacity development and involvement of State-level ministries in service delivery, and strengthen advocacy capacities of CMCs to request support from the duty bearers
- Ensure participation of CAAFAG and XCs (without giving them a privileged position). In order to understand the reintegration effects on XCs, their progress needs to be monitored as one of the target groups, so that C2SP can remain to be an alternative to the R of DDR
- Further strengthen the HDP triple nexus on the community security angle, in partnerships with others

In order to maximise efficiency and to ensure that resources are efficiently used to achieve C2SP results, outcomes and outputs in an economic and timely way, several steps could be taken:

- Tap into community assets, the private sector and the government to ensure that the cost is not only assumed by C2SP contributions, but used as a catalyser.
- Conduct baselines at the community level. The current M&E framework does not include many baselines values which makes measuring attribution impossible
- Engage and contract a group of strategic partners with good implementation and management capacity over a longer timeframe, who may be able to add synergy through their own projects to C2SP as well as Value for Money
- Involve the private sector more systematically from the beginning
- Strengthen PI strategies and tools, to circulate success stories, raise awareness and spread the positive impact of C2SP from the ground up.
- Increase local procurement and invest in building local repair capacities

In order to maximise effectiveness of the C2SP interventions, several steps could be taken:

- Revisit the results framework and formulate and monitor more outcome and less output related targets and indicators, which will allow for measuring change and reducing risks of steering at activity and output levels in community-led prioritisation
- Apply more flexibility for new and innovative ideas, especially with youth in the communities and the private sector

- For each location develop a small sub-TOC with indicators that can be monitored by local monitors, namely non-CMC youth from the community
- Ensure more youth as beneficiaries and in CMCs, which will increase the stabilisation benefits
- Ensure explicitly that CAAFAG (from 15 years old) and XCs are all within the target group of beneficiaries and are represented in the CMCs, to ensure that the objective of reintegration remains, to maximise stabilisation effect, and the link to SDDRC is justified
- Operational capacity strengthening of the SDDRC is required

In order to maximise connectedness and to ensure good coordination at local, state and national level and effective inter-agency partnerships, several steps could be taken:

- Ensure that studies are actually informing adaptations due to new needs and opportunities.
- Explore the potential roles of the CMCs in supporting Sudan in transition. CMCs have the building blocks for effective decentralised local, community-led governance. CMCs proved to have the ability to navigate the political volatility over the political turmoil and continued to serve the needs of their communities. This constitutes an opportunity to build on these structures to further support the ongoing development of dialogue and accountability
- Increase engagement and strategic coordination among actors at state levels, including state level government agencies and local authorities, and other international organisations

In order to maximise sustainability and to ensure that C2SP benefits will last and continue, several steps could be taken:

- Increase support to CMCs over a longer time
- Ensure that other organisations and the government start working through the CMCs
- Strengthen service delivery of government (e.g., agricultural extension services)
- Increase systematic partnerships with the private sector
- Strengthen lobby and advocacy capacities of CMCs to lobby with the duty barriers
- Establish sustainable maintenance models for assets and infrastructure

## ACRONYMS

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C2SP	Community Security and Stabilization Programme
CAAFAG	Children Associated with Armed Groups and Forces
CBO	Community-based organisation
CBRS	Community Based Reintegration and Security
CMC	Community Management Committee
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organisation
DAC	Development Assistance Committee
(S)DDRC	(Sudan) Disarmament, Demobilization and Reintegration Commission
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
GAPAs	Gum Arabic Producers Associations
HAC	Humanitarian Aid Commission
HDP	Humanitarian-Development-Peace
HR	Human Resources
ICRC	International Committee of Red Cross
IDDRS	Integrated Disarmament, Demobilization and Reintegration Standards
IDP	Internally Displaced People
IP	Implementing Partners
IT	Information Technology
JICA	Japan International Cooperation Agency
KII	Key Informant Interview
KOICA	Korea International Cooperation Agency
LTA	Long Term Agreements
MoU	Memorandum of Understanding
M&E	Monitoring and Evaluation
NA	Native Administration
NCP	National Congress Party
NGO	Non-Governmental Organisation
NRM	Natural Resource Management
PI	Public Information
PSS	Psycho Social Services
RBF	Results-based framework
SALW	Small Arms and Light Weapons
SARCOM	Sub Regional Arms Control
SGBV	Sexual and gender-based violence
SIDA	Swedish International Development Cooperation Agency
SPLM-N	Sudan People's Liberation Movement-North
SUTRAC	Sudanese Tractor Company
SWOT	Strengths, weaknesses, opportunities, and threats
TCC	Technical Coordination Committee
TOC	Theory of Change
TOR	Terms of Reference
WES	Water, Environment & Sanitation
XC	Ex-combatants

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# 1. INTRODUCTION

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## 1.1 BACKGROUND

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### The context

Many of the communities in states adjoining South Sudan (namely South Kordofan, West Kordofan, North Kordofan, White Nile, Blue Nile and Sennar) are in conflict or on the verge of being drawn into conflict. The region further sees high levels of unemployment, poverty and under development and is characterised as being at risk of being drawn into violent conflicts due to several threats. These threats included tensions related to the large presence of Internally Displaced People (IDPs) and ex-combatants (XCs), due to the conflict between Sudan People's Liberation Movement-North (SPLM-N) and the Government of Sudan. In addition, these communities are hosting many South Sudanese refugees who fled violent conflict in neighbouring South Sudan in search of safe havens. Other threats include the high proliferation of small arms and light weapons, recurrence of inter and intra-tribal conflicts, contested land ownership and use, prevalence of violence against women and children, high pressure on natural resources and blocked nomadic routes.

Further, during the period of the Community Security and Stabilization Programme (C2SP), political tensions, the declining economic climate from late 2018 onwards and the COVID pandemic had its influence on the communities. This engulfed Sudan in a political crisis that further drained government resources and constrained the effective functioning of government departments in service delivery, limiting economic productivity nationwide. While the 'revolution' bound people together, it also created divides between those welcoming the change, and those loyal to the old regime.

C2SP is implemented in this complex ethnic and socio-economic environment with equally complicated stakeholder relations. The specific context of each state further generates a unique set of challenges in every location, as highlighted in this evaluation.

### The Community Security and Stabilization Programme

In 2013/2014 UNDP, in partnership with its government counterpart, the Sudan Disarmament, Demobilization and Reintegration Commission (SDDRC), gradually made the shift from individual assistance to XCs to community-based assistance, simultaneously targeting XCs and conflict affected civilians. Further, based upon the recommendations of an evaluation of the DDR programme,<sup>4</sup> reintegration programming and community security projects under the DDR commission were merged into an integrated community-led approach, initially called Community Based Reintegration and Security (CBRS). From this C2SP evolved, reducing emphasis on XCs and pure reintegration objectives, to an integrated stabilisation approach, which in fact can be seen as an earlier version of the triple nexus approach, at local level.

Community perception surveys across 124 communities in states bordering South Sudan were conducted. The perception surveys revealed the existing challenges in the communities and the collective views of these communities in finding sustainable solutions to these challenges. Based upon a three-level context analysis<sup>5</sup> and the identification of the key threats facing these border communities, C2SP was shaped.

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<sup>4</sup> Stockholm Policy Group, Sudan DDR Programme Review, 2010.

<sup>5</sup> The results of the community level surveys were discussed at state level, outcomes of the state level consultations were discussed at national level

C2SP is designed to appropriately respond to the needs of the vulnerable communities while providing durable social stability for the residents and displaced populations living along the host communities. The programme intends to contribute to the stability and resilience of communities and unemployed youth, who are on the verge of being drawn into violent conflicts in six states bordering South Sudan (including South Kordofan, West Kordofan, North Kordofan, White Nile, Blue Nile and Sennar) and the suburbs of Khartoum. C2SP aims to achieve this by:

- 1) Strengthening the resilience of community through provision of diversified alternative livelihoods primarily focusing on unemployed youth with conflict carrying capacities
- 2) Provision of economic infrastructure and facility in targeted communities to stimulate local economic development
- 3) Enhancing social cohesion and peaceful co-existence between displaced populations and host communities through strengthening conflict management capacities of local community institutions such as CMCs, while linking these local institutions to state level peacebuilding mechanisms
- 4) Enhancing capacities of Government and local service providers to deliver services

UNDP reports in the self-filling form against indicators for this evaluation, see annex E, that 68 communities have been reached by C2SP, since the start of the programme in 2015. In total, UNDP reports that C2SP was able to support a total of 11.059 beneficiaries (6023 male and 5036 female).<sup>6</sup>

The key stakeholders of C2SP are presented in the table below.<sup>7</sup>

Federal	State	Locality-community
Core actors  SDDRC Humanitarian Aid Commission (HAC)	Core actors  National civil society organisations (IPs) HAC	Core actors  Host communities’ representatives Returnees/IDPs representatives Traditional Administrative leaders
Other actors  Ministry of Agriculture Ministry of Animal Resources Ministry of Welfare and Social Security UNEP UN Women UNHCR UNICEF UNMAS Food and Agriculture Organization (FAO)	Other actors  Ministry of Social Development Ministry of Agriculture Ministry of Education Rural Water Authority/Water, Environment & Sanitation (WES) State level Government Private sector Ministry of Production and Economic Resources	Other actors  Locality Administrative Units Private sector Revolutionary Committees

Figure 1 Key Stakeholders

<sup>6</sup> In UNDPs final report for Japan 14.275 beneficiaries are indicated. When asked, UNDP explained that this number includes livelihood component’s beneficiaries, CMC members, sub-committee members and those who took REFLECT training, while 11.056 are livelihood beneficiaries only.

<sup>7</sup> Based upon UNDP Sudan, Stabilization for the displaced and vulnerable communities in states bordering South Sudan and the Darfur Region: Final Report March 2019-March 2020; UNDP Sudan, Promoting Stability for Communities Hosting Displaced Populations in States Adjoining South Sudan, Final Report January 2019 – December 2019, supplemented by findings of this evaluation.

## 1.2 THIS EVALUATION

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### Objectives

The overall objective of this external evaluation is to assess the C2SP activity and the results achieved from 2015 to 2020, towards meeting the overall objectives of the programme, and to generate lessons learned and to identify best practices informing recommendations for future replication of the programme in other parts of Sudan. The evaluation is largely formative and evaluates C2SP's strengths, weaknesses and opportunities, and recommends corrective measures for future phases of programming. The evaluation thus provides an opportunity to generate findings and recommendations, which are expected to assist in identifying appropriate strategies and operational approaches to strengthen the ongoing programme activity. The recommendations are shared with and endorsed by the key stakeholders, including UNDP, government counterparts and donors.

### Methodology

This Evaluation was conducted in accordance with the principles outlined in the Ethical Guidelines for Evaluation (UNEG 2008)<sup>8</sup> to ensure the credibility and integrity of the evaluation process and products. Data gathering happened in alignment with standard ethical principles for evaluation, with a particular emphasis on confidentiality.

The evaluation is based on the assessment C2SP's strategic, conception and Theory of Change (TOC). The evaluation methodology employed a participatory results-oriented approach that involved project implementers, donors, partners, targeted beneficiaries, CMC members, community members and relevant stakeholders at local, state and national levels. This, in addition to extensive documentation review, resulted in reliable data, fully triangulated. The evaluation applied a mixed methods approach. The tools were tested and adapted.

The evaluation further builds upon C2SP midterm review<sup>9</sup> that summarises the findings and lessons learned from a review of UNDP's C2SP. The review comprised of perception surveys, a series of Focus Group Discussions (FGDs) and key informant interviews (KIIs) and was conducted from March-July in 2019.

### Scope of the evaluation

The timeframe of this evaluation was from December 2020 to March 2021.

The evaluation covered six states, namely the Blue Nile, West Kordofan, North Kordofan, White Nile, Sennar and some additional data collection took place in Khartoum. Further, stakeholders, donors and project staff were consulted through online tools and interviews.

The evaluation is further based on in depth programme document review and primary data collection among 992 respondents. Of this 27% is under 24 and 73% above 24 years old. The following groups were reached:

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<sup>8</sup> United Nations Evaluation Group, UNEG Ethical Guidelines for Evaluation, March 2008

<sup>9</sup> Caroline Wood, Therese Bjorn, C2SP review, November 2019, UNDP Sudan, p.2



Respondents group		Male	Female	Total
1	Government officials	7	1	8
2	DDRC	6	0	6
3	Private sector partners	2	0	2
4	Implementing partners (IP)	5	4	9
5	Beneficiary institutions	7	0	7
6	UN, donors and project staff	13	7	20
7	CMC members	287	161	448
8	Livelihood beneficiaries	158	96	254
9	Other community members	146	92	238
	Total	628	361	992

Figure 2 Respondents group

Figure 3 below presents the profiles of the respondents reached by this evaluation.

## Profiles of the respondents

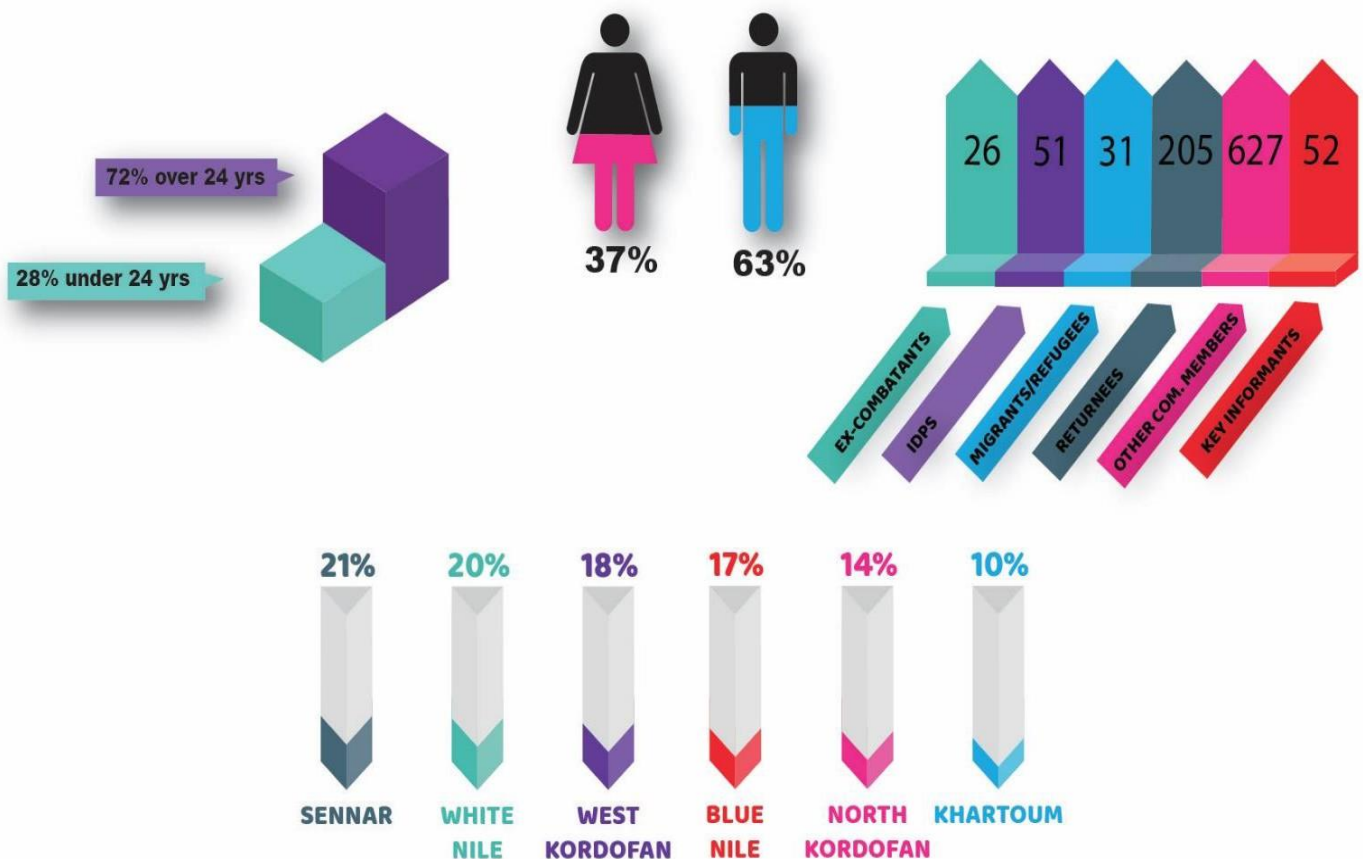


Figure 3 Profile of the respondents

Figure 4 below presents the localities that were covered in the evaluation primary data collection. The sample covers a variety of contexts and a variety of years of implementation of C2SP.

State	Localities	Communities	Year of implementation
Blue Nile	El Rosairis	Elgari	2017
	Damazin	Hai El Mak	2018 – 2019
	Baw	Dearing	2018 - 2019
West Kordofan	El Muglud	El Muglad	2016
	Elfula	Elfula	2019
	Elnehood	Elnehood	2020
North Kordofan	Elrahad	Elrahad	2017
	Elrahad	Sidra	2021
	Omrawaba	Omrawaba	2019
White Nile	Elsalam	Juery	2016
		Elridaiss	2016
	Elgabalin	Alagaya	2016 and 2019
Sennar	Dali Mazmoum	Eltross	2019
		Wierket	2020
		Abu Araif	2020
Khartoum	Mayo	Al-Yarmouk	2020

*Figure 4 C2SP locations covered in the evaluation primary data collection*

### Focus and criteria

For this evaluation the following Development Assistance Committee (DAC) criteria were used, relevance, efficiency, effectiveness, connectiveness, sustainability, impact and inclusiveness. Further, in this evaluation special attention is given to the:

- 1) Contribution of C2SP to economic development and economic reintegration
- 2) Contribution of C2SP at the state and community level to social development
- 3) Contribution of C2SP to peaceful co-existence between host and displaced populations
- 4) Level of community and national ownership, capacity and leadership in C2SP
- 5) National, State and community level mechanisms and processes for sustainability
- 6) Gender responsiveness and social inclusion in C2SP
- 7) Level of contribution and attribution to intended outcomes
- 8) Application of the triple nexus and integrated programming towards reintegration
- 9) Value for Money

### Evaluation framework

The C2SP programme documents, in its different phases, present the following outcomes and indicators, that were used as a basis for the evaluation design, and were measured against by this evaluation.

#### Outcomes

1. Enhance stability and peace-building by strengthening resilience of communities that are affected by the conflict or are at higher risk of being drawn into conflict, by providing socio-economic infrastructure in targeted communities, providing opportunities for alternative livelihoods to at-risk groups, creating an enabling environment for graduated and voluntary

small arms control, and also promoting peaceful co-existence at the areas bordering South Sudan by promoting cooperation across the borders

2. Government and civil society initiatives that promotes social cohesion, peace consolidation and pluralism are strengthened
3. Peace Dividends are delivered for sustainable return, reintegration and recovery
4. Create an enabling environment for regional cooperation on small arms, ensure community stability and security through targeted livelihood and capacity building support for increased services

#### Outcome level indicators

- # of crisis-affected communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations
- # of host community members with increased income from vocational and improved access to basic services
- # of communities targeted for socio-economic infrastructure projects
- # of successful regional and cross border initiatives on small arms proliferation undertaken
- # of community stabilisation/ community security initiatives in target communities implemented in a conflict-sensitive manner.
- % of youth at risk and other at-risk groups provided with sustainable livelihood support disaggregated by sex

#### Outputs and output level indicators

##### *1. Enhance livelihood of at-risk groups of community so that their risk of being drawn into conflict will be mitigated*

- # of unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members that have access to micro-financing, value chain and business development services, disaggregated by sex
- # (female and male) of unemployed youth, refugees, IDPs, returnees, women and other at-risk groups successfully trained and engaged in self or wage employments
- % of (female and male) unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members who receive trainings from this programme who have livelihood opportunities and access to micro-financing, value chain and business development services

##### *2. To ensure enhanced access of community members to basic infrastructure which will help stimulate rural economy and stabilise the region*

- # of infrastructure projects (equipment, roads, markets, etc.) funded and successfully implemented in the target communities
- # of consultations and training events organised for community groups on participatory needs assessment and project implementation
- # of short-term jobs created per person/day disaggregated by gender/sex
- # of women and men engaged in short term jobs

3. *To establish conflict mitigation and social cohesion mechanism and sensitise on small arms control, natural resource management (NRM) and gender issues in target communities*

- # of community security committees or other mechanisms to support small arms control, violence against women and youth and NRM implemented in the target communities
- # of community security committees or other mechanisms to support small arms control, violence against women and youth, and NRM in the target communities strengthened
- # of small arms control and community security initiatives undertaken by the target communities
- # of cross border initiatives in support of community security, peace-building and small arms control between South Sudan and Sudan

4. *Government and local service providers carry on stabilisation and livelihood activities without support of UNDP*

- # of local governmental institutions/federal governmental entities developed their plans to sustain projects outputs in target communities
- # of local governmental institutions successfully delivering services in target communities
- # local non-governmental institutions developed their plans to sustain projects outputs in target communities
- # of local non-governmental institutions successfully delivering services in target communities
- # of projects successfully implemented by the local service providers in partnership with direct beneficiaries and community members

5. *To implement the project in compliance with procurement, finance, Information Technology (IT), Human Resources (HR) and administrative and logistics requirements*

- Revised Public Information (PI), Monitoring & Evaluation (M&E), Programme operation guidance, gender mainstreaming strategies and tools are effectively used by both SDDRC and UNDP
- Revised M&E, Programme operation guidance and tools are effectively used by both SDDRC and UNDP
- Revised gender mainstreaming strategies and tools are effectively used by both SDDRC and UNDP
- Revised PI strategies and tools are effectively used by both SDDRC and UNDP

Further, the DAC criteria were considered by the evaluation, and evaluation questions were formulated per criteria. The evaluation questions were partly provided in the Terms of Reference (TOR), while some questions were added by the evaluation team.

Relevance

- 1) Has UNDP been able to help design C2SP processes within the context of local and national recovery and other development strategies in Sudan?
- 2) Do the partners, target groups and beneficiaries consider that the interventions contributed to community stabilisation, peaceful co-existence, social cohesion and local economic development?

- 3) Have C2SP interventions responded to the needs and priorities identified during the three-level context analysis that was carried out which informed the design of the programme?
- 4) How have the changes that have taken place in Sudan since 2019 impacted C2SP?
- 5) To what extent is C2SP fit for purpose to apply the triple nexus approach?

#### Efficiency

- 6) Have the resources (funds, HR, time, etc.) of C2SP interventions been efficiently used to achieve the relevant outputs?
- 7) Have C2SP interventions been implemented within intended deadlines and cost estimates?
- 8) Have associated risks of the programme at the national and local levels been anticipated and addressed?
- 9) Were management capacities of C2SP adequate to deliver activities in a timely and efficient manner?
- 10) What measures were taken to assure the quality of development results and management practices, both in relation to process and products?
- 11) What M&E procedures were applied by UNDP and partners to ensure greater accountability?

#### Effectiveness

- 12) Have C2SP's expected results been achieved and what were the supporting or impeding factors?
- 13) To what extent were targets met against the indicators and baseline?

#### Connectedness

- 14) To what extent were the C2SP interventions, at the local level, coordinated with other interventions?
- 15) Has the programme been implemented with appropriate and effective inter-agency and partnership strategies? What has been the nature and added value of these partnerships?
- 16) Has the programme built on / match the individual and local capacities/ needs?

#### Sustainability

- 17) To what extent were sustainability considerations taken into account in the design and implementation of C2SP interventions, results definition and monitoring of reintegration?
- 18) Has the programme contributed to the capacity building of Non-Governmental Organisation (NGO) IP and Government partners (SDDRC)?
- 19) Were exit strategies appropriately defined and implemented, and what steps have been taken to ensure sustainability of results to support community stabilisation and women empowerment?
- 20) How did the development of partnerships at the national and state level contribute to sustainability of the results?

#### Impact

- 21) What has been the general effect (both positive and negative) of the programme on its direct and indirect beneficiaries?
- 22) What are the different forms of impact that can be distinguished: direct and indirect, intended and unintended for project beneficiaries?
- 23) On training offered, what has happened with the knowledge gained in the training initiatives and skills development for project beneficiaries?

## Inclusiveness

- 24) What was the level of community participation of beneficiaries particularly women and youth and other vulnerable groups?
- 25) The extent to which C2SP interventions empowered women and improve their control of resources and access to basic services?
- 26) Assess and confirm the ability of the programme implementers to maintain impartiality and respect the UN programming principles, including conflict sensitivity and do no harm principles.

## Challenges and limitations

The following challenges and limitations were encountered in this evaluation:

Challenges and limitation	Mitigation Measure
Security	The team coordinated the fieldwork with local UNDP sub-offices in the target states, maintained close dialogue and engagement with relevant local authorities/individuals for a constant analysis of the situation.
Travel restrictions due to COVID-19.	The team leader could not get her visa. The evaluation took partly place from distance, and by the national team. In the field, travel and gatherings were unhindered and safety precautions were taken.
Completeness of information	Information was shared extensively but not in a very systematic manner. The team analysed to the extent possible. Some data was not available to inform the indicators precisely. Little hard evidence was available on the part of the national partner SDDRC in relation to the project.
Fuel shortages	Flexibility was applied in the timeline and duration of the fieldwork to allow for these delays, as well as resorting to local modes of transport (rickshaws, donkey-carts, etc.) in some locations.
Finding relevant key informants	Effort and time invested in tracking down persons involved with the project who left their post and carrying out interviews with them remotely through telephone.

*Figure 5 Challenges and mitigation measures*

## 2. MAIN FINDINGS PER EVALUATION CRITERIA

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This chapter describes the evaluation findings against the research questions per evaluation criteria (presented in bold).

### 2.1 RELEVANCE

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1) Has UNDP been able to help design C2SP processes within the context of local and national recovery and other development strategies in Sudan?

C2SP aims to contribute to government priorities on recovery and peace through the implementation of targeted socio-economic support, community security interventions, establishment of economic infrastructure and capacity development of service providers. C2SP is therefore contributing to the country's medium and long-term stability in line with the objectives set out in the Government's Five-Year Development Plan of 2017-2021.<sup>10</sup>

UNDP reports that the C2SP approach was formulated as a result of lessons learned and best practices in terms of sustainability and context specific interventions that were drawn from community-based reintegration pilot projects in 2013 and 2014. Projects were set up by UNDP to gradually shift from individually to community-based assistance, which simultaneously targets XCs and civilians.<sup>11</sup>

The six C2SP components comprise of providing alternative livelihoods, socio-economic infrastructure, skills to unemployed youth, promoting peaceful co-existence, enhancing social cohesion and contributing to the initiatives of small arms control. The evaluation found that the elements are all relevant for the advancement of local and national recovery in the context of Sudan.

Further, C2SP is fully designed and relevant in the context of Sudan, with its focus on youth and prevention. As stated in the Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS): "Young people in countries emerging from conflict are both a force for change and renewal in the country, and simultaneously a group that is vulnerable to being drawn into renewed violence. To manage their expectations and direct their energies positively, special attention has to be focused on involving youth in catch-up education programmes that improve their ability to earn an independent livelihood, restoring their hope in a better future and developing their capacity to contribute as upcoming leaders, entrepreneurs, parents and caregivers".<sup>12</sup>

C2SP also directly contributes to UNDAF focus area five: community stabilisation. Due to its integrated programming approach, C2SP also contributes to focus areas one: Economic Development and Poverty Reduction, two: Environment, Climate Resilience and Disaster Risk Management and three: Social Services. In addition, at very local levels, through the establishment of local governance mechanism, the CMCs, focus on area four: Governance, rule of Law and institutional Capacity Development.<sup>13</sup>

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<sup>10</sup> UNDP Sudan, Stabilization for the displaced and vulnerable communities in states bordering South Sudan and the Darfur Region: Final Report, March 2019- March 2020, p.7

<sup>11</sup> UNDP Sudan, Community Security and Stabilization Programme -C2SP: Annual Report January – December 2016, p.4

<sup>12</sup> UNDDR, IDDRS, Module 5.30: Youth and DDR, 2006, <https://www.unddr.org/the-iddrs/level-5>

<sup>13</sup> UNDAF, Sudan United Nations Development: Assistance Framework (UNDAF) 2018 2021

The TOC of the project is built around the assumption that the implementation of the above elements is expected to decrease chances for youth to join conflict and encourage peaceful co-existence.<sup>14</sup> In this, the preventive dimensions is thus highlighted. However, the reintegration dimension (and results) of C2SP related to people who were formally part of armed groups is insufficiently explicit, while relevant and important as a preventive measure for re-recruitment, especially also for C2SP's governmental owners, the SDDRC.

Similarly, also for the UN and Government bodies mandated to work on return, reintegration or durable solutions of IDPs and Refugees, (re)integration benefits of C2SP could be made more explicit. The pressure caused by IDPs raised tension with host communities. The evaluation found evidence that the livelihood interventions decreased these tensions, by creating more opportunities and collaboration in these between host communities and IDPs.

Local government officials consulted confirm that UNDP has (or somehow has) designed C2SP processes within the context of local recovery, other development strategies and priorities in their respective areas. They mainly refer to the implication of local government officials in selecting targets, assessing the needs, priorities of the communities and drawing the plans for interventions. This is for example explained by a local government official from Sennar:

*I was a witness to the process of returning to the communities and I was one of the initiators in going to those areas, representing the local government. I was entrusted with assessing the situation in relation to the communities and determining the priority of providing services, according to the evaluation from the visited areas. From the beginning of the interventions, I was entrusted in assisting in designing community security and stability projects. I also strongly participated in the process of analysing the situation for the returning population. This was demonstrated in the design of C2SPs in the context of local recovery. This identified strategies and priorities for the community and developed clear plans for other development projects.*

Local government official, Sennar

The evaluation team further observed and noted that relevant mechanised farming techniques, as well as better quality of seeds were accessible to farmers which were until then, unaffordable for many. By ensuring access to these important farming inputs local farmers are able to increase their production and income. This allowed them to invest to improve their individual well-being. However, some local government officials, indicate to have been involved at a later stage of the process, which according to them resulted in the lack of conformity of the agricultural mechanisms, and in some regions the inappropriate selection of locations.

Further, as outlined further below, C2SP has not fully been designed as such to optimise contribution to local economic development and value chain development. This is due to the fact that no systematic assessments were done per location to identify and validate the relevant and most promising value chains, so that the livelihood support and investments in infrastructure could be built around those.

2) Do the partners, target groups and beneficiaries consider that the interventions contributed to community stabilisation, peaceful co-existence, social cohesion and local economic development?

All donors and partnering UN agencies confirm that the interventions of C2SP contributed to community stabilisation, peaceful co-existence and social cohesion. Most donors note that they “see

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<sup>14</sup> UNDP Sudan, Community Security and Stabilization Programme -C2SP: Annual Report January – December 2016, p.4



the change” in communities during field visits. UNHCR, who partnered with C2SP, highlights the benefits of the inclusive targeting in C2SP:

*I do think that C2SP really contributes to stabilisation, peaceful co-existence and social cohesion. As it involves different types of beneficiaries including refugees and host communities. The number of refugees is quite big, in some areas bigger than the host communities. So, having the project combining refugees and host communities contributes to stabilisation and peace. On the other hand, host communities are diverse, different types and tribes. The structure and platforms of C2SP, supporting harmonised assistance, also helps with communities feeling like they are equal. This sense of equality in services provision contributes to stabilisation, peaceful co-existence and social cohesion.*

Key informant: UNHCR

Almost all key informants and project staff confirm that the interventions of C2SP contribute to community stabilisation, peaceful co-existence and social cohesion. The figure below presents how, according to the key informants, this contribution is explained.



Figure 5 CS2P's contribution to community stabilisation, peaceful co-existence and social cohesion  
 Respondents: project staff, UN and donors

When specifically asked about the contribution of C2SP interventions to local economic development, the majority of the consulted project staff, donors, livelihood beneficiaries, and CMC members further confirm, as presented in figure 6 below.

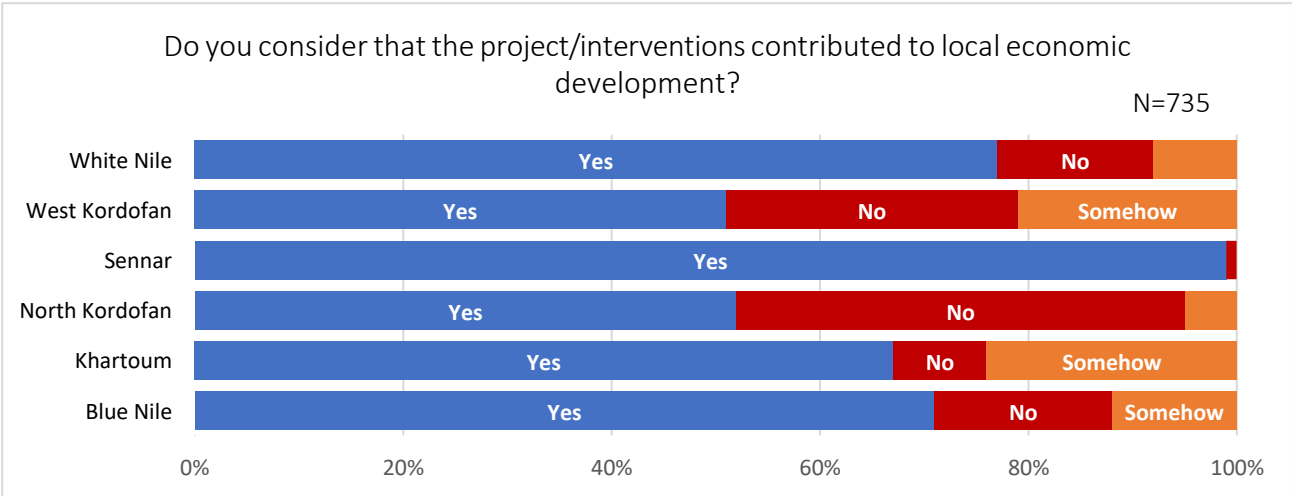


Figure 6 Contribution project/interventions to local economic development According to project staff, donors, livelihood beneficiaries and CMC members

Almost all respondents from Sennar confirm C2SP’s contribution to the economic development of the area, while in North and West Kordofan this is less confirmed. While some CMC members highlight the economic support, security and stability that C2SP provided to the families, others evoke the suspension of C2SP as a failure to deliver the expected results<sup>15</sup>. Further, in White Nile, problems with the quality of the irrigation system (such as in Al-Gabalein in relation to the irrigation canals that were supposed to be rehabilitated) and water pumps are highlighted.

For the consulted donors, it is evident that C2SP and C2SP interventions contribute to local economic development. One donor indicates that increased profits on household level boost economic development at community level. An example mentioned is about women trained to establish kitchen gardens improve their food stability situation accordingly and make profit by selling the surplus to the community. A donor explains the link between economic development and interactivity:

*As the community stabilises it revitalises the level of interactivity between people, so that includes the economy. Community support/building is designed to directly support vocational trainings or other more materialist support, so it should directly contribute to the economic development. In that way it had impact on the economic activities of that community.*  
Donor

However, the evaluation team observed a limited impact of C2SP contributions on local economic development, due to the relatively small scale and low concentration of C2SP interventions, and the lack of focus on the most promising value chains across communities. Therefore, the catalytic effect is limited. This is related to limited funding available and thus little potential for scaling-up.

Further, a total of 68 CMCs is established, as community local mechanisms to support C2SP but also as conflict mitigation mechanism. As outlined in the quote below, the main innovation of C2SP is the

<sup>15</sup> Focus group discussion in the locality of Rahad, North Kordofan CMC members refer to a project implemented in the village of Al-Thani.

extent to which interventions were community led. Previous studies suggest that 86% agreed or strongly agreed that C2SP support has given them a greater say in community affairs.<sup>16</sup>

*The community Stabilisation approach has been a life line despite the so many crisis-like floods, revolution, transition, peace agreements. Empowering communities has eliminated the risk of a programme failure, which many UN programmes went through. The communities not only decided on the possible interventions (not a wish list) but interventions that could make a difference to rural economy, livelihoods and reintegration.*  
Project staff, Khartoum

However, there is scope for further improvement. While in some communities part of the profits were earmarked for renovation of community infrastructures, in other communities this did not happen. For example, a community leader from North Kordofan describes how the school in their community was in need of rehabilitation and renovation. He is of the opinion that C2SP should have found ways to couple the work done with the CMCs to go beyond just managing the agricultural aspects of C2SP (distribution of seeds and management of the one tractor that was provided to the community). It could have set aside some of the revenue/profits from the farming operations and allocate these to the school renovation.

UNDP reports in the self-filling form against indicators (annex E) that all 68 CMCs were trained in NRM, to help support NRM issues in the communities. DDRC staff consulted confirm that trainings on NRM strategies were delivered to CMC members. NRM training is a topic of Project Management Training. UNDP further reports that C2SP organised community consultations/ surveys, workshops and FGDs to determine the specific concerns, risks and issues regarding NRM related conflicts. For example, the evaluation team observed NRM relevant trainings that included issues related to animal migration corridors and the need to not farm these corridors to avoid conflict between farmers and animal herders.

C2SPs contribution to community stability was also visible through the provision of small service- related infrastructure. The installation of solar powered water pumps, the establishment of water yards and training of water-management committees in locations in Blue Nile state have created access to water for all community groups (returnees, host community, farmers, herders). This bolsters stability and reduces the potential for conflict.

3) Have C2SP interventions responded to the needs and priorities identified during the three- level context analysis that was carried out which informed the design of the programme?

When asked to what extent the CMC members and the DDRC staff feel that the community decided on the C2SP priorities, the vast majority of those consulted report feeling that the community decided partly or fully on the priorities of C2SP. One CMC member notes:

*To a large extent the community decided on the priorities of this project because we had meetings with the NGO representatives to let them know what our needs were with regard to services that would contribute to stability in our community.*  
Key informant: CMC member

<sup>16</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.14

Most consulted local government officials have, or somehow have, taken part of the three-level context analysis that was carried out which informed the design of the programme, provided that they were part of the government at that time. 57% of the local government consulted officials indicate that C2SP interventions responded fully to the needs and priorities identified during this context analysis, while 43% indicate it partly responded.

Half of the beneficiary institutions and IPs consulted further indicate that the needs assessments were not sufficient and that pressing needs were overlooked or not acted on. One IP notes that it would be better if IPs would do the assessments, for they know the local needs best. However, with no significant difference in opinion between states, the other half of respondents indicate that the needs and priorities were correctly identified:

*UNDP did the needs assessment – IPs didn't do one, the needs were correct and relevant.*  
Key informant: implementing partner

Further, while some IPs explain that C2SP was flexible to adapt to the identified needs and priorities, others criticised the lack of flexibility:

*There have been consultations with the communities, but it is not sufficient to properly manage the projects, and the project faltered in its early stages, so there is no room for its flexibility towards the upcoming issues.*  
Key informant: beneficiary institution

Indeed, in line with guidance from the IDDRS, regular updates are required: “To respond to contextual changes and remain relevant, reintegration support shall be designed in a way that allows for adaptability. While the design of a reintegration programme is based on initial assessments, it is also important to note that many contextual factors will change significantly during the course of the programme...”.<sup>17</sup> Several beneficiary institutions also indicate that there was no/not enough flexibility to adapt. A local beneficiary partner illustrates this with the example of a community that put forward a plot of land to develop as a local market for fisheries, but who did not receive any support from the IP or UNDP.

C2SP has certain goals, objectives, and an approach and while C2SP adopted some flexibility, C2SP cannot address all needs. UNDP explains that: “For instance, a community requested a health clinic/school while C2SP supported a tractor/water yard that could stimulate local economy/livelihood opportunities which eventually generate income to construct a clinic/school. That was the concept of C2SP”.

A CMC member adds:

*There was no flexibility in the project and whenever we tried to request other things which were needed in the community, we were told that the project had a pre-determined set of deliverables, and these cannot be changed.*  
Key informant: CMC member

Also, the issue is raised that the assessments were a one-off, so no mechanism was developed to regularly update them and thus identify new issues:

<sup>17</sup> UNDDR, IDDRS: Reintegration as Part of Sustaining Peace, 2020, <https://www.unddr.org/the-iddrs/level-2/#240>

*Communities participate in identifying priorities through surveys in which SDDRC also participates. However, these are one-off and not carried out annually. So, there is no way of ascertaining that the priorities have remained the same or changed.*

Key informant: DDRC staff, White Nile

From 2021 UNDP states the intention to adopt a longer timeframe and more flexible budget allocation to each intervention, depending on the context and necessity on the ground. This was recommended to UNDP by a donor who notes challenges described above.

4) How have the changes that have taken place in Sudan since 2019 impacted C2SP?

When asked how the changes that have taken place in Sudan since 2019 impacted C2SP, the consulted donors and UN agencies indicate to not be aware of any changes that impacted C2SP. A majority note that the political unrest in Khartoum did not change a lot at the community level, as the needs remained the same. However, some mention that since some CMC members were also part of the local government, this could have caused problems. Local government representatives from Sennar mention changes in decision making, as well as changes in State policies. In Blue Nile a local government official explains that delivery of activities was disrupted, but also how the changes have enhanced flexibility.

The evaluation team observes that the changes that came about as result of the Sudan revolution in late 2018 and that replaced the former regime (which governed the country during the larger part of C2SP) impacted the C2SP in multiple ways. As outlined above, the political turmoil created unforeseen challenges in Sudan and led to a sudden drop in the provision of diesel and limited cash through the country, due to a deepening economic crisis.

The impact was both at the level of the communities targeted as well as the key government partner institutions such as the SDDRC and line ministries. C2SP faced a sharp governance challenge due to series of changes of Governors in all states. Heads of different departments within Federal and State Ministries across the country were replaced, which required work to adapt to a new governing elite. UNDP reports that it attempted to mitigate this risk by providing constant orientation and briefing sessions of programme interventions to the new staff in the relevant line ministries.<sup>18</sup>

Because of the non-political nature and non-political interference of the composition of the CMCs, many were able to function well and delivered services uninterrupted during the revolution in 2018- 2019. However, the evaluation team found CMCs established by C2SP prior to the revolution were perceived by the communities as remnants of the previous era. It was also perceived that their leaders were aligned with the former outgoing regime of the now dissolved National Congress Party (NCP). In several locations visited by the evaluation team, these CMCs had either ceased to actively exist or were in a state of isolation/dissolution given their inability to adjust to the changes in the context within their own structures and leadership. Moreover, interviews with both C2SP, IP and community members indicate that tensions between the youth in the communities and the traditional leaders (who in most instances headed the CMCs) increased following the revolution. An independent review in 2019 suggests that the CMCs managed to navigate their way through the political undercurrents of 2019, in all states, because they were regarded as non-political structures yet had not asked people to

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<sup>18</sup> C2SP Final Report, August 2017- December 2019, UNDP Sudan, p.3

abandon their political affiliations.<sup>19</sup> According to this review, prior to April 2019, the central government had a committee structure at community level that was used to act as an interlocutor between people and government. These were known as popular committees and were overtly political entities. In order to ensure a community-driven approach, C2SP set up the CMCs to be distinct from popular committees and entirely apolitical. While CMCs sustained and were accepted by the communities during the revolution, popular committees got dissolved. The independent review concludes that CMCs were indeed the right and acceptable institution by the communities to address issues of peace-building, inclusive livelihood and economic regeneration.

On the economic front, was the economic crisis that deepened in the period following the revolution (2018 – 2020), which resulted in a widening difference between the official exchange rate and the market exchange rate of the US dollar to the Sudanese Pound. Whilst the UNDP had to exchange its funds (and pay its IP) at the official rate established by the Central Bank of Sudan, the rate in the parallel (black) market was significantly higher. By the end of 2020, the difference between the official exchange rate and the parallel/market rate had reached a staggering 400%.<sup>20</sup> Soaring prices of goods and services in the market meant that UNDP and its IP were constantly delivering less of these goods and services and for a higher cost. This was further exasperated by UNDP's lengthy procurement processes and stringent budget controls which meant that IP frequently found themselves struggling to meet the terms of their contracts once awarded.

Further, fuel shortages across the country also impacted the agricultural/farming activities of C2SP, where farmers in some areas missed the farming season due to delays in receiving their fuel rations. As noted in C2SP's annual report of 2019, among the biggest challenges C2SP faced during the reporting period is the lack of diesel and limited cash through the country due to a deepening economic crisis.<sup>21</sup>

On the impact of the changes on partnerships with the private sector, a partnering business from White Nile indicates that the changes have not impacted the farming venture, except that the deteriorating economic situation has negatively impacted farming in general, due to the increased fuel price and the scarcity of machinery. On the other hand, a private sector partner in White Nile mentions 'a great deal of disruption'. According to him, the changes had caused differences between CMC members as some of the revolutionary group in the community wanted to see changes in the CMC and replace them. This led to stop their collaboration with the community.

Finally, and overlapping with all above, C2SP was impacted by the COVID-19 pandemic. Most local government officials consulted indicate that C2SP has continuously adjusted to the changes that have taken place in Sudan since 2019. According to them, C2SP is 'renewable' and 'flexible' and allowed to keep pace with any change and modification. As such, awareness activities on the COVID-19 pandemic have been conducted.

### Responding to changes in the environment

Overall, the evaluation concludes that C2SP has proven to adapt and respond to unanticipated risks and challenges that surfaced in the external environment, especially with the challenges resulting

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<sup>19</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.15

<sup>20</sup> [As reported by the Sudan Civic Space Monitor](#)

<sup>21</sup> UNDP, Sudan, Promoting Stability for Communities Hosting Displaced Populations in States Adjoining South Sudan: Final report January 2019-December, 2020

from the deteriorating economic situation in the country. Throughout 2017 and 2018 the country went through a crippling shortage of cash and most IP had difficulty accessing cash from their bank accounts, whilst service providers and vendors all demanded to be paid in. In response, UNDP applied e-cash transfer methods that provided the necessary liquidity for programme operations.

In response to the shortage of fuel for the farming activities, together with its government partner, UNDP was able to conclude Long Term Agreements (LTA) with fuel companies to deliver diesel fuel across C2SP delivery points to reduce reliance on local suppliers. In White Nile state, and to reduce the reliance of farmers on their self-owned diesel-powered water pumps to irrigate their farms, UNDP endeavoured to rehabilitate central irrigation systems (that had been abandoned) in some locations. This would provide water to the farming plots from one source. Other examples of adaptation include the replacement of fuel powered water pumps for water yards (that supply water to communities and their livestock) with solar powered water pumps.

Adaptations to the political changes have been made as an ‘addition to the project’ to reflect C2SP’s approach for stability and security. However, in North Kordofan a local government official stresses that neither UNDP nor IP have tried to see how the changes impacted C2SP and that the community had to adjust itself to the changes.

*The community has adjusted to the new arrangement. Neither UNDP nor the IP have tried to see how these changes have impacted the project.*  
Key informant: local government official, North Kordofan

Further, during this evaluation some representatives from key governmental partner institutions (such as the DG Minister of Agriculture in West Kordofan) indicate that they have no knowledge of C2SP. As outlined below, while efforts were made, the PI part of the programme has proven insufficient to face this challenge of the high turnover of officials in government positions and the changes in the governance structures in the country. For example, in the few months that preceded the revolution, changes were introduced where the important and powerful position of Locality Commissioner was cancelled. The Locality Commissioner would have been the senior government official at the locality level where C2SP was implemented and with whom UNDP would have interacted (or negotiated) during the inception of the project.<sup>22</sup> Following the cancellation of this position in the governance structure, the Executive Director of the locality became the senior person at the locality. Given the changes in the context this person would have either been uninformed about the project and/or cautiously guarded against it given that it had been initiated under the former regime.

Further, C2SP responded uniquely to the COVID-19 challenges of the project and communities. Instead of scaling down, as most projects did, C2SP initiated COVID-specific activities, such as the one presented below.

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<sup>22</sup> The Locality Commissioner was a politically appointed position and represented the senior person at the locality level. He also headed the security committee at the locality level and which had a representative from the national security, the armed forces, the police and the rapid support forces, and was ultimately responsible for the security of the locality.

### Case study 1: Stitching COVID-19 masks

C2SP responded to COVID-19 by supporting women to make soap and stitching masks. They then went on to stitching uniforms, with access to markets ensured – this is not only addressing a crisis, but retaining and building back better.

Source: UNDP correspondence (2021)



#### 5) To what extent is C2SP fit for purpose to apply the triple nexus approach?

C2SP clearly applied the Humanitarian-Development-Peace/security (HDP) triple nexus concept (even before the term was born). For example, interventions were designed to reduce suffering (humanitarian), increase income and economic infrastructure (development) and invested in bringing conflicting groups together and worked on Small Arms and Light Weapons awareness (SALW) (peace and security). Also, the TOC of C2SP assumes that an increase in income generating activities and eventually engaging youth and empowering women, results in a reduced likelihood of engaging in violence and increases the chance for peaceful co-existence.<sup>23</sup>

The majority of the donors, UN and project staff consulted confirm that C2SP is fully fit for purpose to apply the triple nexus approach, as it links short term humanitarian relief assistance to long-term development, with integrated interventions for increasing security and peace. They explain that C2SP targets IDPs, refugees, returnees and host communities at the same time and thereby supports social cohesion.

*C2SP is fit for triple nexus approach, especially in Sudan. Sort of post conflict and conflict. All the needs, humanitarian, development, security, are interlinked. All the C2SP activities are encompassing the domains of the triple nexus.*

Key informant: UNMAS

In addition to covering the 3 HDP- components, C2SP really integrates them, where all components positively enforce each other. An example is that water often is considered the main source of conflict between the host community and the IDPs, or the pastoralists versus farmers, because of the massive pressure on the limited resource. C2SP established water yards in areas that meet adequate water needs for all conflicting groups such as IDPs, host community, and pastoralist to reduce the potentiality of the hostility and harassment.<sup>24</sup> In this both humanitarian, development and security issues are addressed.

Another example is the acute shortage of underground water. The establishment of the water yard in Garri and Alrahad that was realised under C2SP through solar powered operation system yielded 40 cubic meters per day. C2SP also provided elevated tanks that could be filled up twice per day with almost 5,000 gallons in Al Garri area, located in the East side of Rosieries locality 50 km away from Damazin. This area is dominated by pastoralist and several tribes such of Foung, Falata and Hamag

<sup>23</sup> Promoting Stability For Communities Hosting Displaced Populations in States Adjoining South Sudan, Final Report, December 2019, UNDP Sudan, p.12

<sup>24</sup> C2SP, Annual Report January- December 2017, UNDP Sudan, pp.10-11



tribes. Addressing the scarcity of natural resources – particularly water - and basic services contributes not only to humanitarian and development goals, but it also eases tensions and prevents conflict.

According to UNDP, the integrated approach (e.g., Triple Nexus approach): “not only provided community driven livelihood and economic ventures but also has addressed issues of peacebuilding and stabilisation targeting the displaced and host communities, in addition to the risks of radicalisation of unemployed youth”.<sup>25</sup> The evaluation confirms this, while the scale of HDP impact might be limited, partly due to the short durations of the interventions, as outlined below. Further, the C2SP has potential to scale-up its security part of the HDP, including by acknowledging more explicitly the results on the reintegration of people that left armed groups, as further outlined under the section on connectiveness below.

Last, in a way, C2SP has many features of the DDR-related tool: Community Violence Reduction (CVR), as defined in the IDDRS. “Specific TOC for CVR programmes should be developed and adapted to particular contexts. However, very often an underlying expectation of CVR is that specific programme activities will foster social cohesion and provide former combatants and other at-risk individuals with alternatives to joining armed groups. As a result, communities will become active participants in the reduction of armed violence... In non-mission settings... in instances where CVR and support to community-based reintegration are both envisaged, they should, from the outset, be planned and implemented as a single and continuous programme”.

## 2.2 EFFICIENCY

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6) Have the resources (funds, HR, time, etc.) of C2SP interventions been efficiently used to achieve the relevant outputs?

C2SP management reports that in general the interventions were managed within the stipulated cost estimates. The interventions that were not, were because of inflation, problems in procurement process, accessibility issues, fuel prices etc. Donors consulted in this evaluation confirm that C2SP interventions have mostly been implemented within intended cost estimates.

As presented in the table below, UNDP reports that C2SP realised total expenditures worth of \$17.713.375,57, translating to \$260.490,82 per community reached (with all project management costs included).

Based on the C2SP project document<sup>26</sup>, the total C2SP budget was estimated initially at \$ 15,066,000. However, the annual budgets from 2015 to 2020 add up to a total budget of \$21.608.292,56 (143% of the initial budget), as presented in the table below. UNDP reports having successfully mobilised \$18.519.029,07 from donors (123% of the initial budget and 85% of the required budget). C2SP realised total expenditures worth of \$17.713.375,57, 96% of the total funds received. In some years, the expenditures are higher than the received funds, because activities and incurred expenses were spilled over to the following years.

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<sup>25</sup> UNDP Sudan, C2SP Final Report, August 2017- December 2019, p.2

<sup>26</sup> UNDP Sudan, C2SP Project Document: 2015-2017, p.60

Overview of C2SP budget, funds received and expenditures realised				
Year	Budget	Total funds received	Expenditures	
2015	\$2.509.090,28	\$2.971.902,40	\$2.020.652,70	
2016	\$2.762.102,54	\$2.172.373,65	\$2.128.817,73	
2017	\$2.559.834,11	\$2.976.045,65	\$2.056.971,92	
2018	\$3.651.670,60	\$4.026.584,23	\$1.777.402,06	
2019	\$4.786.300,95	\$3.112.587,55	\$4.812.944,37	
2020	\$5.339.294,08	\$3.259.535,59	\$4.916.586,79	
Total	\$21.608.292,56	\$18.519.029,07	\$17.713.375,57	

Figure 7 Financial overview of C2SP, provided by UNDP (2021)

The majority (65%) of donors, UN and project staff consulted further confirm that the financial resources of C2SP interventions have been efficiently used to achieve maximum effect, while 35% of the respondents indicate that the financial resources have been somehow efficiently used.

UNDP reports that funding was only secured for 68 communities, out of the 127 originally targeted. However, the received funds (123% of what was initially budgeted for 127 communities) and the percentage of expenditures realised (96%), raise questions on the reasons why only half (54%) of the targeted communities is reached. According to UNDP <sup>27</sup>, there are several reasons why the received funds are higher than the original proposed budget, while the achieved number of target communities is still lower than the total target:

- The original proposed budget was an estimate figure in 2014/2015, before the C2SP was launched and expanded. The estimate mainly derived from previous experiences in social reintegration pilots and community security projects till 2014, with lower intervention costs per community
- Donors, as well as local authorities and communities, requested and supported the idea that UNDP should provide more comprehensive and longer- terms support, and to more beneficiaries in each community than initially planned
- Inflation and the discrepancy between the official exchange rate and the black-market rate (4 to 7 times higher) seriously increased the procurement cost of goods and services

UNDP informed the donors in each year, with a more updated and realistic financial overview and cost estimate for the interventions considering the above-mentioned background.

Further, UNDP received the UN Board of Auditor Report towards the end of this evaluation, of which C2SP was part. However, the report is generic in nature and does not mention anything specific about any project. It however acknowledges that the financial statements are fairly and appropriately presented, without any identified exceptions, and in compliance with generally accepted accounting principles. The report notes: In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of UNDP as of 31 December 2019, and its financial performance and cash flows for the year then ended, in accordance with the International Public Sector Accounting Standards (IPSAS).<sup>28</sup>

<sup>27</sup> Explanations provided by UNDP - Khartoum during the evaluation

<sup>28</sup> UN General Assembly, United Nations Development Programme: Financial report and audited financial statements and Report of the Board of Auditors, New York, 2020

## Value for Money

It has been not possible to establish an evidence-based level of Value for Money in this evaluation, partly as C2SP faced many challenges due to extreme changes and dynamics in the external environment, as outlined above. However, the following can be noted to increase efficiency and Value for Money:

Several comments are made by respondents that the procurement process caused delays, and that the choice of both equipment and firms to develop infrastructure projects, was not always efficient. Also, increased partnerships with other UN agencies could further increase efficiency. Importantly, as reflected in the recommendations, C2SP is encouraged to seek government's inputs more actively into the project, by serving the targeted communities better, as part of their mandate. Further, attracting the investments and partnerships with the private sector can further be developed, and livelihood support can become more efficient if provided along the most promising value chains.

7) Have C2SP interventions been implemented within intended deadlines?

Donors consulted during this evaluation confirm that C2SP interventions have mostly been implemented within intended deadlines. Two consulted donors confirm that most delaying issues are because of the COVID-19 pandemic:

*We are now in a no-cost extension, there was a delay from our side in payment due to COVID. In general, they [UNDP] are meeting the deadlines.*

Donor

Other delaying issues were caused by the 2019 revolution, the economic process and fuel shortages. Especially the 2019 revolution disrupted the implementation greatly and required delivery deadlines for IP to be moved. Further, complaints about delays related to procurement were often mentioned.

8) Have associated risks of the programme at the national and local levels been anticipated and addressed?

To a larger extent, risks at the ground/local level were anticipated and adequate measures were identified to mitigate these risks. However, for some of the risks the mitigation measures did not achieve the desired result, as outlined below. C2SP anticipated the following risks and mitigation measures<sup>29</sup>:

Risk	Mitigation Measure
<i>Unrealistic expectations amongst government and community participants to stabilisation approach</i>	UNDP reports having launched a public awareness and sensitisation campaign at the national, state and local levels on revised programme strategy in which the objectives were shared. The campaign included a dissemination of PI materials, meetings, and regular updates on the disbursement of grants and criteria for selection of participants of the programme. <sup>30</sup> However, as already indicated above, interviews conducted with key stakeholders and beneficiaries reveal that they had much higher expectations from C2SP. They had expected it to respond to development needs of the areas, such as the construction of periphery roads, health centres, etc. Moreover, the absence of a specific campaign plan/document with clear messaging, objectives, and specific targets against which its reach and achievements might have been measured, proved unavailable.

<sup>29</sup> UNDP Sudan, C2SP Project Document 2015-2017, pp. 54-55

<sup>30</sup> C2SP Annual Report January- December 2016, UNDP Sudan, p.26

<i>Lack of accessibility to target localities and communities because of conflict, insecurity and poor road conditions</i>	UNDP report that C2SP staff worked closely with UNDP field offices and state DDR offices have been critical in the selection of the accessible target communities and in the facilitation for travel permits. <sup>31</sup> Indeed, the evaluation reports no problems of C2SP in terms of access.
<i>Insufficient capacity to maintain rehabilitated/constructed infrastructure by local communities and local government</i>	According to UNDP <sup>32</sup> , planned mitigation measures included SDDRC staff monitoring all development projects to provide all necessary technical backstopping support. Each target community would establish a maintenance team who will be trained by the project and will be responsible for maintaining the completed infrastructure. At the same time, community members are expected to pay user fees for the services, which could be used for maintenance. Also, relevant state line ministries would be involved in the planning and implementation of the infrastructure projects. Based on UNDP assumption, this would ensure the completed projects such as water, health centres, etc. are included in the state and locality maintenance plan. <sup>33</sup> The evaluation found that in some locations the CMCs were struggling to have the tractor repaired. For example, in West Kordofan CMC leaders informed the team that their tractor had been decommissioned for over four months because of their inability to repair it. Moreover, in some locations the tractors, which were procured by C2SP, were not the popular brand that was common in the market (Massey Ferguson, TAFE or New Holland) and consequently these would be difficult to repair or find parts for. The team was also unable to see any costing for the maintenance/repair's costs. The project had no budget for maintenance and no evidence was thus found that this mitigation measure was applied.
<i>Insufficient capacity of IP that could limit effective delivery</i>	UNDP reports that IP NGOs were selected from organisations that have experience working in return areas and have worked with other UN agencies as well. However, in general the capacities of national NGOs are limited and the capacity development of them is part of project activities. The project will support capacity building initiatives aimed for the IP. <sup>34</sup> The evaluation concludes that capacity development and the nature of the partnerships with the IPs needs improvement, as outlined further below.
<i>Donor funding shortfalls for programme support</i>	UNDP report to have assessed that funding remained an issue and its main mitigation strategy was to continue the resource mobilisation and coordination efforts with all parties engaged including with the government who is also part of the resource mobilisation strategy. <sup>35</sup> The section above explains the success of UNDP mobilising more resources but that gaps exist and therefore that less communities were reached than anticipated.
<i>Process efficiency on both stabilisation programme and UNDP</i>	According to UNDP, delayed performance of the programme was planned to be mitigated throughout a revision of the support and/or organisational arrangements, while continuously assisting the SDDRC. This assistance was in place to define technical assistance/capacity building needs and provide tailored support to these needs. <sup>36</sup> This risk was reported by UNDP as unchanged and hence it is unclear how the mitigation measures were successful. The evaluation found however that the SDDRC had insufficient operational capacity to play its role in C2SP and that no solutions were found to this. This risk is not new, already flagged in earlier partnerships with the commission and could thus have been foreseen.

Figure 8 C2SP risks and mitigation measures

<sup>31</sup> C2SP Annual Report January- December 2016, UNDP Sudan, p.18

<sup>32</sup> C2SP Annual Report January- December 2017, UNDP Sudan, p.23

<sup>33</sup> These mitigation measures need to be verified in terms of their effectiveness in mitigating the risk since the UNDP reported that the risk level remained unchanged over the project implementation cycle.

<sup>34</sup> Stabilisation for the Displaced and Vulnerable Communities in States bordering South Sudan and the Darfur Region, UNDP Sudan, p.31

<sup>35</sup> C2SP Annual Report January- December 2016, UNDP Sudan, p.26

<sup>36</sup> C2SP Annual Report January- December 2016, UNDP Sudan, p.26

9) Were management capacities of C2SP adequate to deliver activities in a timely and efficient manner?

69% of the project staff, UN, donors and local government officials confirm that the management capacities of C2SP deliver activities in a timely and efficient manner. Reasons listed include that the CMCs helped with the implementation/management of C2SP, good follow-ups and that supervising project resources led to efficient/effective work. UNDP added that the capacities of the team became more efficient every year, as they learned from their experiences. Donors and UN partner agencies confirm that C2SP interventions have mostly been implemented within the intended deadlines. The delays mentioned were mostly due to the COVID-19 pandemic, and not due to the management capacities of C2SP.

However, according to some local government officials, the choice of organisations was not successful, delivery project inputs were late, weak budgets were in place and no suitable equipment was available. Interviews with field staff and UNDP partners in some of the C2SP locations confirm that management capacity in some areas was lacking, especially in areas where UNDP did not maintain an active presence. For example, in the Kordofan region, UNDP implements projects in North, South and West Kordofan, but maintains a presence South Kordofan state only. Project staff in South Kordofan occasionally undertake trips to the neighbouring states to visit the projects, but this comes at a cost and creates a gap in management in these locations. A local government official explains:

*There should be someone based in the project location (North Kordofan) UNDP does not have an office or representative in North Kordofan and their follow up on projects in the state can be improved*  
Key informant: local government official, North Kordofan

Further, the key partner SDDRC has insufficient capacity and resources to adequately manage or complement UNDP. In this, C2SP did not succeed to comply with the guidance provided in the IDDRS, where the need for ensuring sufficient capacities for national actors to play their role is highlighted: “National institutions should adequately function at three different levels: the policy/strategic level ..., the planning and technical levels...and the implementation/operational level through a joint implementation unit and field/ regional offices... Areas of support for national institutions are: institutional capacity development; legal frameworks; policy, planning and implementation; financial management; material and logistic assistance; training for national staff, ...”<sup>37</sup>. As further explored below, no solutions were found between the SDDRC and UNDP to ensure especially the material and logistic assistance.

10) What measures were taken to assure the quality of development results and management practices, both in relation to process and products?

The programme identified a results-based framework (RBF)<sup>38</sup> that described each output category, corresponding results activities, the starting/end date, the purpose, and the description of each of the activities leading to the achievement of the output.

In addition, C2SP established the Technical Coordination Committee (TCC) as a programme coordination mechanism that oversees the M&E function. The TCC comprises of UNDP, SDDRC, IPs and CMC members and representatives from relevant Ministries at HQ & State Level. The objectives of

<sup>37</sup> IDDRS, 2006. Module 3.10: Integrated DDR planning: processes and structures. <https://www.unddr.org/the-iddrs/level-3>

<sup>38</sup> UNDP Sudan, C2SP Project Document 2015-2017, p.49

the TCC are: provide guidelines to C2SP to support the implementation, co-ordination and monitoring of the IP work plans in line with State Strategic Plan, as well as facilitate the exchange of information and lessons learned on programme implementation. TCC minutes provided by UNDP, through SSDRC, show that in one community in Blue Nile, weekly TCC meetings were held from at least January 2019 until March 2020. In the meetings weekly updates were given by IPs, and TCC action points were formulated. The meetings were attended by DDRC staff, IPs and UNDP staff.<sup>39</sup> For example, discussions from one meeting of the TCC convened in March 2019 highlighted the issue of currency exchange difference where IPs received their funds from UNDP at the official rate established by the Central Bank of Sudan, as opposed to the rate in the parallel (black) market was significantly higher, and thereby leaving the IP at a loss in finding ways to cover the difference.

However, the TCC was mostly active and functional for a short time during its inception, thereafter it ceased to be actively functional. The evaluation team only found evidence of a formal and functional TCC in Khartoum and Blue Nile as terms of reference for the TCC or minutes from other communities were not available for inspection. According to UNDP: “In other states, our team took different methodologies on monitoring mainly because of accessibility, our team monitored the activities on the ground/telephonic monitoring”. However, this cannot replace the added value of functioning TCCs.

According to the independent review, the TCC is a useful mechanism to ensure regular meetings and coordination of monitoring activities.<sup>40</sup> It provides a valuable coordination mechanism among many C2SP partners. Indeed, C2SP has a large number of partners at local, district and national level in Sudan and with agencies and donors internationally. However, it is clear that, as stated above, the role of the M&E team in shaping the programme is limited. The extent to which information is packaged and presented back to the team in order to be used, -other than in reporting- to shape programme delivery, create learning products or influence others is minimal. The C2SP review report concludes that C2SP, at the time, was in a cycle of designing, delivering, M&E, and remained largely unchanged from one phase to the next.<sup>41</sup> One donor indicates that this might still be the case now and questions the usefulness and impact of the studies conducted:

*UNDP carried out very valuable studies on context analyses and value chain analyses, but when we have new concept note we do not see how they use this information in developing this new concept note. They keep repeating and duplicating, so what is the benefit of carrying out these studies? We need this information in designing of new planning.*  
Donor

IPs’ progress reports are always reviewed and commented and without a clearance IPs cannot receive the next tranche payment. However, interviews carried out with several IPs indicate that feedback on the part of the UNDP staff on the reports that they submitted not to their satisfaction. Further, when asked whether there had been any learning events which may have brought IPs from different regions together to reflect on their experience and learnings, all IPs respond negatively. They did however report a single event that was organised by the SDDRC in Khartoum to assess/evaluate the C2SP

<sup>39</sup>TCC minutes, BN State – Damazine, provided by UNDP.  
<sup>40</sup>Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.17  
<sup>41</sup>Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.17

program in late 2020 in which several IPs participated. UNDP however was not present nor participated in this meeting, despite the fact that SDDRC extended an invitation to them to attend.

11) What M&E procedures were applied by UNDP and partners to ensure greater accountability? UNDP reports several M&E procedures that were put in place by C2SP: several monitoring missions were carried out frequently such as reviewing the database of beneficiaries, evaluating beneficiaries training performance, monitoring the linkages between beneficiaries and microfinance and monitoring assets for socio economic development.<sup>42</sup> Further, monitoring missions entail contract management, collection of perception data and identification of lessons learned and best practices. According to UNDP, these missions helped to identify the composition of CMC as well as to assign a monitoring and agriculture focal point to follow up and monitor C2SP activities. In order to ensure smooth handover, monitoring missions checked for IP completion of tracking sheet, database and other reporting formats, the review of project handover documents, identification of challenges, risks and constrains, suggestion of mitigation measures, reporting of lessons learned and documentation of best practices.

UNDP further reports that bi-weekly coordination meetings were held with the SDDRC. The goal of these meetings was to discuss the joint M&E work plan and to update the progress of monitoring activities at the field level.<sup>43</sup>

The programme team gathered a huge amount of data on C2SP outputs. IPs usually submitted regular weekly, tranche and training reports. UNDP field staff conducted field monitoring missions and submitted a mission report. UNDP used Kobo, an online data collection tool, to collect qualitative data. However, M&E reports did not provide analysis on the data collected. One donor notes:

*One of the challenges we see with UNDP, and was expressed in our annual meetings, is that their M&E is very weak. This of course will affect the reporting. Their reporting on results needs to be improved. When we travel to the field, we see positive impact but we need the result on the ground to be seen in the reports.*  
Donor

The RBF includes a quality assurance framework consisting of performance indicators (mostly quantitative), a corresponding monitoring tool and the length of the assessment period. However, both the evaluation team and an important donor of C2SP conclude that the M&E system of C2SP needs improvement. Accordingly, the midterm evaluation recommended to enlarge the role of M&E in the programme so that there is a genuine feedback loop from one phase to the next.<sup>44</sup>

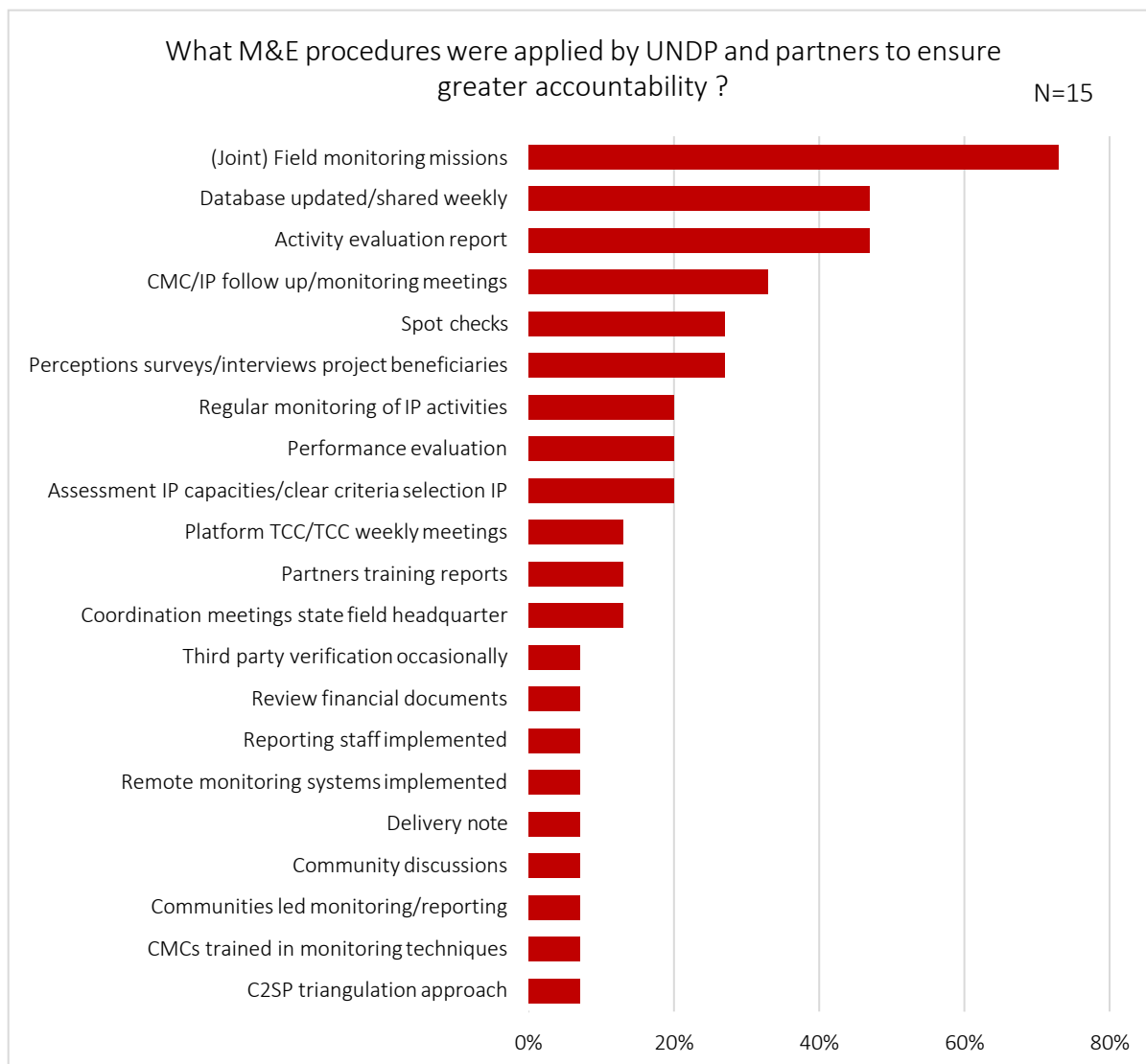
At the IP level none of the IP had dedicated M&E staff who might consistently be able to provide a good assessment as to the quality of the results being pursued. Basic M&E activities when in place were part of the duties of the project manager or project coordinator with the IP. IP budgets did however entail funds allocated for a dedicated project manager to ensure that sound project management practices were being followed during implementation.

When asked about the M&E procedures that were applied by UNDP and partners to ensure greater accountability, 73% of C2SP staff and local government officials indicate (joint) field monitoring missions.

<sup>42</sup> C2SP Annual Report, January- December 2017, UNDP Sudan, p.15

<sup>43</sup> C2SP Annual Report, January- December 2017, UNDP Sudan, p.15

<sup>44</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.18



*Figure 9 M&E procedures applied by UNDP*  
According to project staff, UN, donors and local government

The evaluation concluded that the M&E of C2SP is weak in analyses and thus in informing adaptive management. More than once, the evaluation found inconsistencies, or at least confusion, between the reporting of C2SP's M&E team and the figures in the annual (donor) reports. As an example, in annex E, UNDP reports a total of 11,059 direct beneficiaries, while in C2SP's reports to Japan 14,275 beneficiaries are declared<sup>45</sup>. Further, the use of non-exclusive targets is problematic. For example, reporting on unemployed youth, women and members of the host communities, as different targets, does not explicitly inform the results for each, as women are also be part of the unemployed youth and/or host communities

Finally, at the principal UNDP/C2SP partner, the SDDRC, M&E was limited to the output level, where SDDRC occasionally undertook visits to C2SP locations to check on the delivery of the IP. When asked, SDDRC was not aware of the C2SP results framework and the planning department at SDDRC (which is

<sup>45</sup> In UNDP's final report for Japan 14,275 beneficiaries are indicated. When asked, UNDP explained that this number includes livelihood component's beneficiaries, CMC members, sub-committee members and those who took REFLECT training, while 11,056 are livelihood beneficiaries only.



responsible for M&E) did not have a copy of the C2SP results framework. This could also be because of institutional limitations/capacity or staff turnover at SDDRC. UNDP notes (see annex E) that revised M&E programme operation guidance and tools were effectively used by SDDRC and UNDP. However, observations and interaction during meetings with SDDRC staff responsible for M&E revealed very limited understanding of M&E beyond outputs. Similarly, interactions with UNDP staff revealed that M&E on part of the field staff is also limited and focused on the outputs level.

2.3 EFFECTIVENESS

12) Have C2SP’s expected results been achieved and what were the supporting or impeding factors?

Local government officials consulted mostly indicate that C2SP’s expected results have been achieved, despite the challenges encountered in the implementation. When asked about the types of interventions done under C2SP that have created the highest results, C2SP staff, donors and partnering UN agencies attribute the highest results to C2SP’s agricultural interventions, as presented in the figure below.

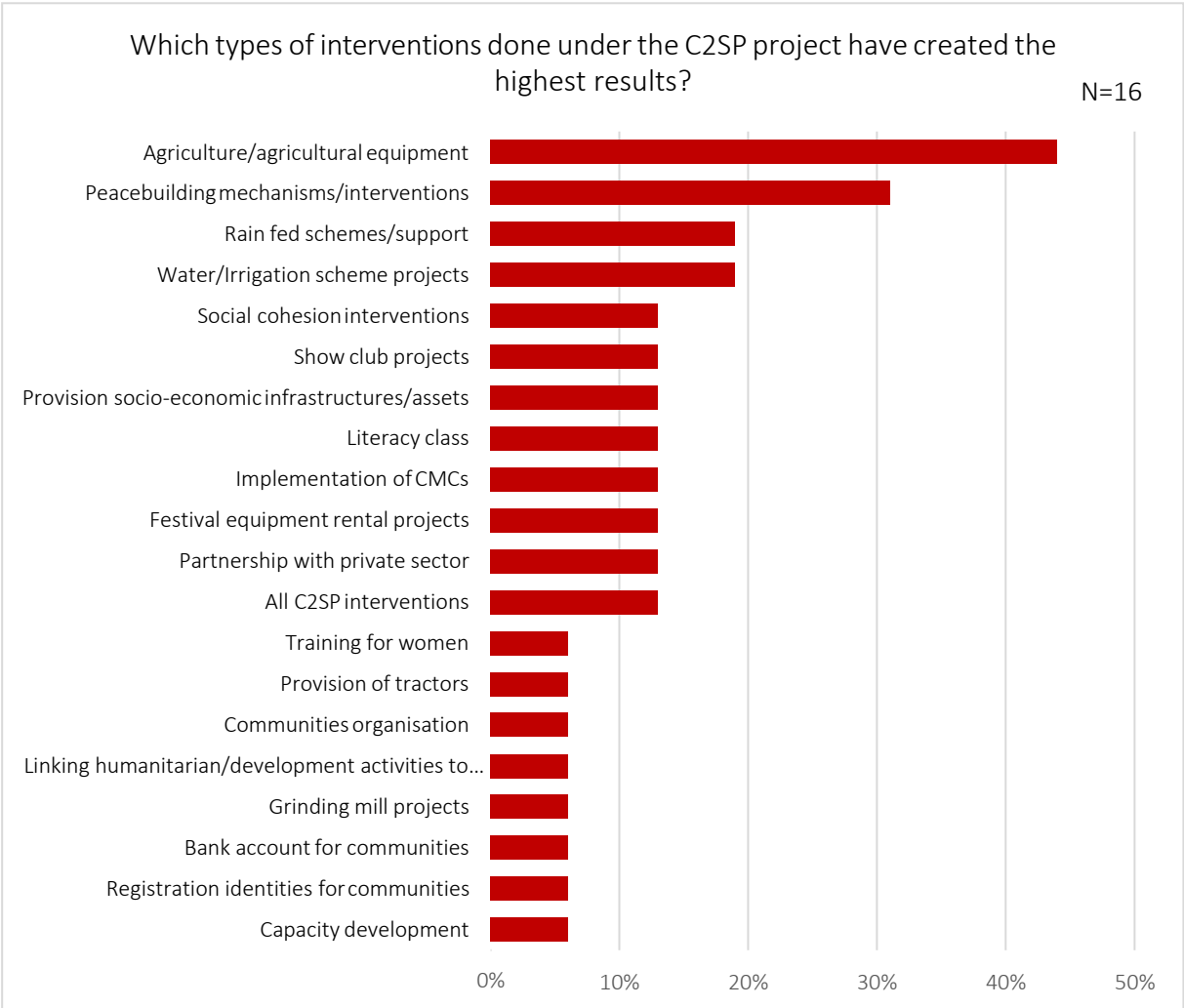


Figure 10 Type of intervention with highest results According to project staff, UN and donors

A local government official highlights the results in terms of stabilisation:

*The results that were expected from the Community Security and Stability Project are to make the return communities more stable and secure, and this was done with honorable results.*

Key informant: local government, Sennar

A key informant explains how agriculture created the highest results below:

*Agriculture has created the highest results. They providing tools, mechanised machines which is really giving lot of support to these community. These are helping communities to extend and maximise the use of their land as the agricultural activities become a bit easier for them. For example, technologies to help with the soil type.*

Key informant: UNHCR

### Supporting factors

As supporting factors, the signing of peace agreements and improvement of the living conditions (e.g. the return communities in Sennar) are the main supporting factors mentioned. Further, the livelihood support delivered and the creation of CMCs is seen instrumental to achieve results. Further, the evaluation team notes that agriculture (whether farming or animal/livestock) is by far the dominant livelihood practice in most rural communities. One of the key factors that has allowed C2SP to have positive results was its focus on this principal livelihood activity of the communities targeted.

Other external supporting factors were the political changes that took place in the country. The changes improved access to communities. Travel restrictions for UNDP staff and consultants were relaxed and Civil Society Organisation (CSO) IPs were able to have their projects approved much quicker through HAC.

More recently and in February 2021, the decision by the Central Bank of Sudan to float the Sudanese currency has also created more value for C2SP funds. Whereas previously C2SP only received 55 Sudanese Pounds for every Dollar they had, following these new decisions they receive 350 Sudanese Pounds for their US Dollars.

### Impeding factors

As impeding factors, a local government official from Blue Nile indicate that the community itself contributed sometimes to delaying the implementation process by being in '*total dependence on the organisation*' and '*not interacting with the project in any form*' that would lead to success of the project's goals.

Further, land intrusion resulting in violent behaviour seemed to have been an obstacle to C2SP for achieving the expected results.

The C2SP staff highlight the limited fund, the high inflation rate/ prices fluctuation, the short implementation period and more recently the COVID-19 pandemic as obstacles. Institutional challenges also include government procedures and regulations, the political instability especially in 2019 and the frequent restructuring of state government departments. Additional project-related challenges include logistic delays, the low capacity of IP, under qualification of DDR staff and the lack of implication of the government.

The quality of the partnership with the principal state institution, namely the SDDRC, has suffered from budget shortfalls, poor infrastructure/assets, and very weak operational budgets. This has

adversely affected the partnership where most of the heavy lifting for the project was shouldered by UNDP. For example, oversight of C2SP (as well as other SDDRC activities) on the part of the SDDRC for White Nile, Blue Nile and Sennar states is the responsibility of one SDDRC office in White Nile State. As observed by the evaluation team, these offices are staffed by one person with hardly any operational budget/resources to be able to proactively contribute to the project. SDDRC staff are only able to visit project locations when these are planned for and resourced through UNDP. Moreover, poor salary structures throughout the government sector translate to underqualified staff and SDDRC.

Implementation challenges also extend to the IP at the ground/community level where there is a limited supply/availability of competent and quality CSOs that can act as IP to C2SP. The few that may exist in the project locations are often working at full capacity implementing some of their own projects as well as partnering with other international organisations delivering services and projects.

Challenges also relate to restrictive and bureaucratic government procedures and requirements. National organisations working with C2SP as IP and registered under the Sudan Voluntary and Humanitarian Works Act of 2006 have complained about the lengthy process of obtaining approvals from the HAC which oversees and regulates their work. According to HAC regulations of 2013 *“funding and implementation of projects of voluntary and humanitarian work for national and international NGOs should be through ‘Technical Agreements’ approved by the Commissioner General”*. The process of securing/finalising a technical agreement requires the implementing organisation to seek approvals from the relevant technical body (or ministry) in the state where the project is to be implemented. Following that, a second approval is required from the HAC at the state level, and finally a third and final approval from the HAC at the federal/national level. This process is not constrained by time and according to some of the interviews done with IP, it can take anywhere from one to three, even four months.

As stated above, political instability and a rapidly deteriorating economy have also presented a considerable challenge to C2SP. Volatility in the local market has meant that prices fluctuate on an almost daily basis. When coupled with the somewhat lengthy procurement processes of UNDP this has meant that budgets needed to be constantly re-negotiated with vendors and service providers – contributing to delays and at times re-tendering of bids/procurement announcements.

Additional project-related challenges include logistic and procurement delays where vendors contracted to provide services or goods/equipment would fail to do so within the timeframes stipulated in their contracts/agreements with UNDP. This at times for reasons that were even beyond the control of the vendor. For example, a tractor procured by UNDP from a vendor that was to be delivered to one of the project locations in West Kordofan took three months to deliver due to the lockdown in Sudan caused by the COVID-19 pandemic. By the time the tractor arrived at the location, the farming season had passed, and the seasonal rains had already started.

### **Effectiveness in improving security, safety and conflict management**

When asked about the security situation in their community, the vast majority of the consulted population and CMC members report that they feel safe in their community, with no significant differences between women and men. However, as presented in the figure below, differences can be observed by state. Compared to the other states, respondents in Khartoum feel significantly less safe.

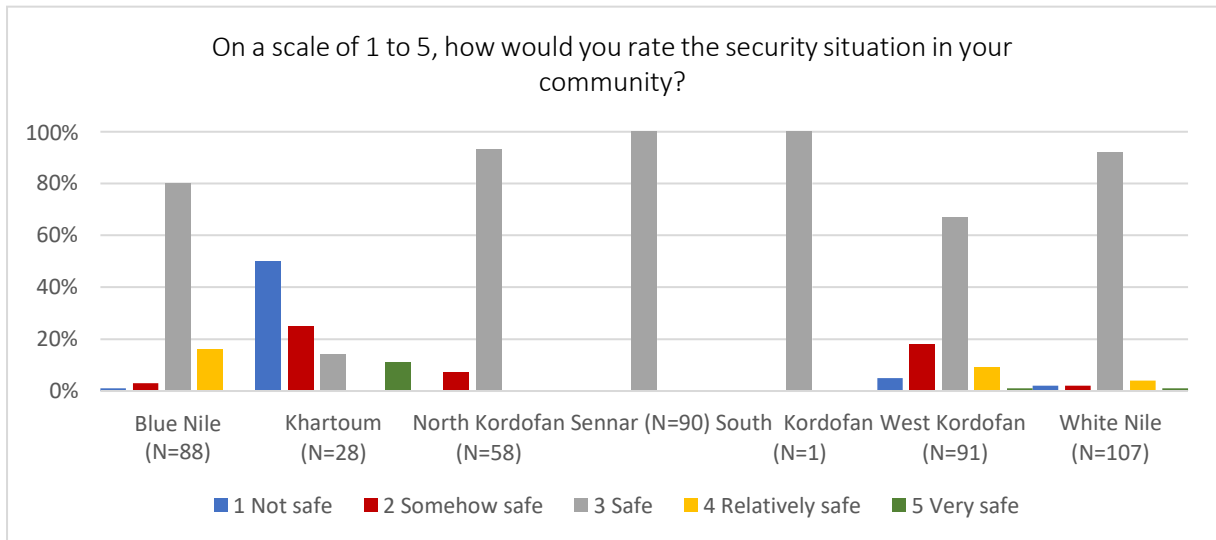


Figure 11 Security situation community per state  
According to population and CMC members

According to UNDP self-reporting against indicators, a total of 68 sensitisation activities were carried out on the dangers of small arms – one sensitisation per community. When asked, 52% of the respondents confirm this. As presented in the figure below, especially in Sennar, SALW activities are confirmed, while in Blue Nile and North-Kordofan the majority of respondents state that in their community this was not undertaken during C2SP. According to UNDP, in the beginning of C2SP the small arms issues were a bit sensitive to state authorities, and therefore C2SP was gradually introducing this component. The respondents might be beneficiaries of the early stage of C2SP.

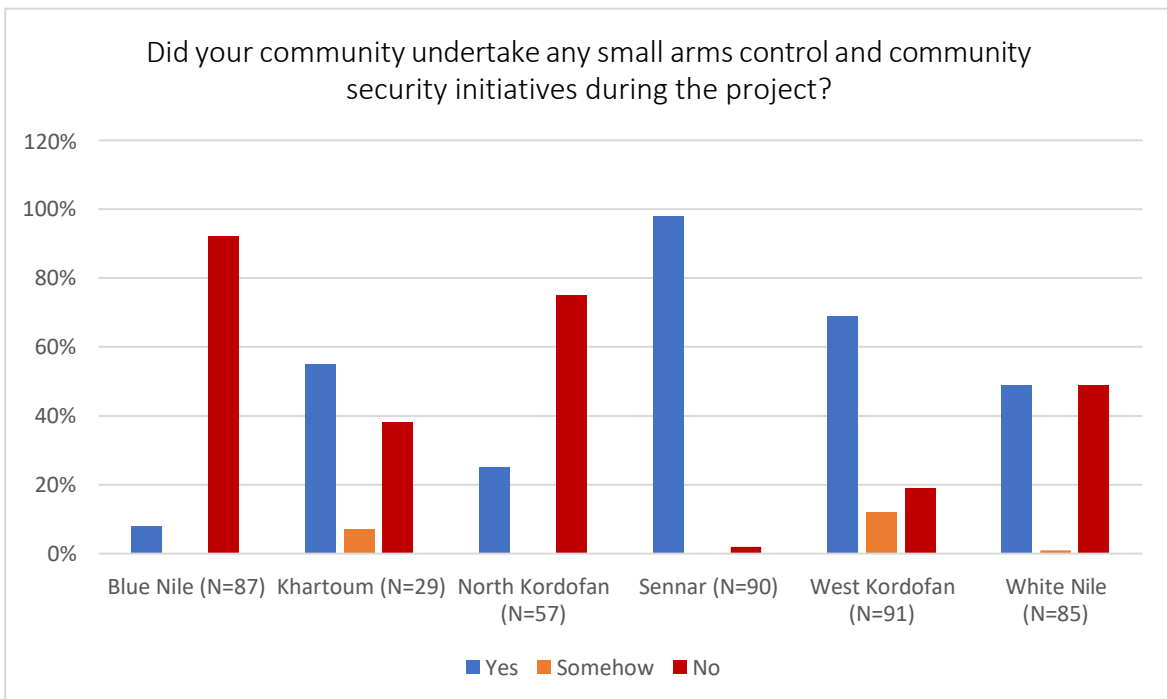


Figure 12 Community security initiative on small arms undertaken in community  
According to CMC members and population

When asked if there are mechanisms to support reduction in violence against women and youth implemented, a majority of the CMC members and population indeed indicate that these are implemented.

Almost half of the consulted beneficiary institutions, DDRC staff and IPs confirm that there are community security committees or other mechanisms implemented in the communities to support small arms control, violence against women and youth. However, differences per state can be observed. In Blue Nile, Sennar and West Kordofan the majority confirm that there are mechanisms in place.

UNDP self-reports against the indicators (see annex E), that in order to address issues related to small arms and violence against women 68 peacebuilding sub-committees are established.

An IP from Sennar explains how these mechanisms are established and composed as below:

*The existing civil administration (sheikhs and mayors) represents the committees assigned to intervene in such cases in consultation with the relevant government agencies and who are aware of all the details of such aspects (disarmament commission, national organisations, local government). In addition to that part of the training programme, it targeted this part of peace-building, disarming and accelerating weapons, gender-based violence, combating harmful customs to societies, and educating communities about behavior that guarantees its stability and continuity.*  
Key informant: implementing partner, Sennar

However, in the states where there are no community security committees or other mechanisms to support small arms control, reduction in violence against women and youth implemented, the consulted beneficiary institutions and DDRC staff explain that the carrying of small weapons is cultural, that women are seen as inferior, or C2SP did not intend to establish these. The cultural component and the situation of women is elaborated by a beneficiary institution from Blue Nile as below:

*They do not exist because in some societies it is believed that carrying small arms is a cultural component. As for women, in some societies, their view of it is inferior and needs more awareness and in different ways.* Key informant: beneficiary institution, Blue Nile

**Effectiveness of training and skills development**

UNDP reports in its self-reporting form against the indicators and targets set (see annex E), that a total of 11.059 (female and male) unemployed youth, refugees, IDPs, returnees and other at-risk groups and community members in 68 communities, have been selected, successfully trained and engaged in self or wage employments. 75% of the total 11.059 participants who received trainings from this programme have livelihood opportunities. The initial target of 10.572 participants and 70% beneficiaries of livelihood opportunities have been overreached by the programme.

As presented in the figure below, 62% of the consulted livelihood beneficiaries received vocational training from C2SP. Compared to men, slightly more female livelihood beneficiaries received vocational training (57% and 71%).

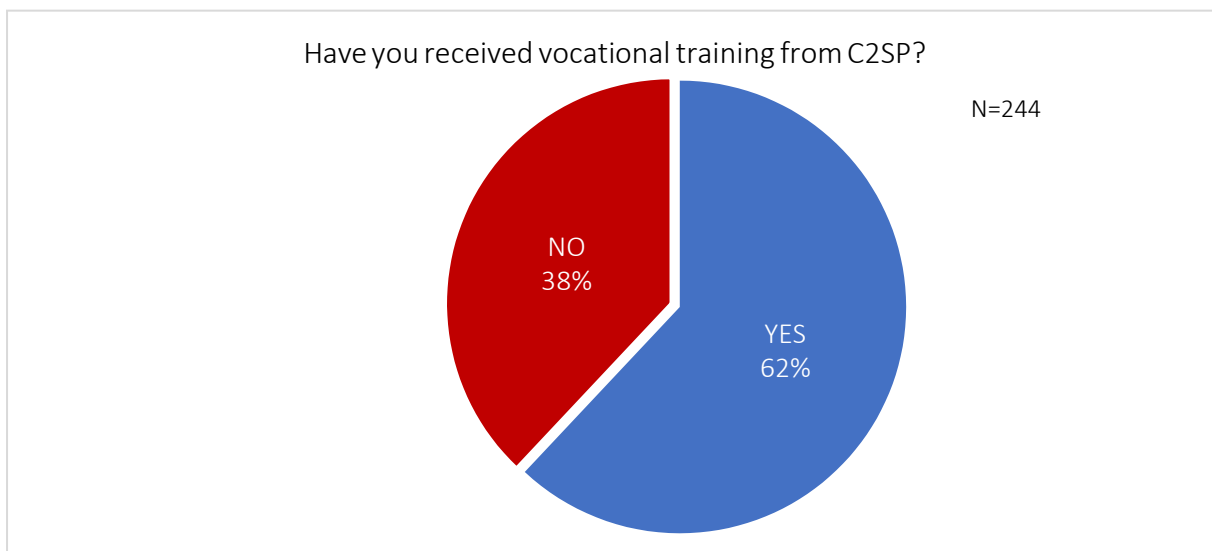


Figure 13 Vocational training received  
According to livelihood beneficiaries

Those who did not receive trainings from C2SP mostly indicate that they have never heard of any trainings or that there were no trainings or that they attended only literacy classes. According to UNDP, due to the limitation in funding, not all community members can benefit trainings or other activities.

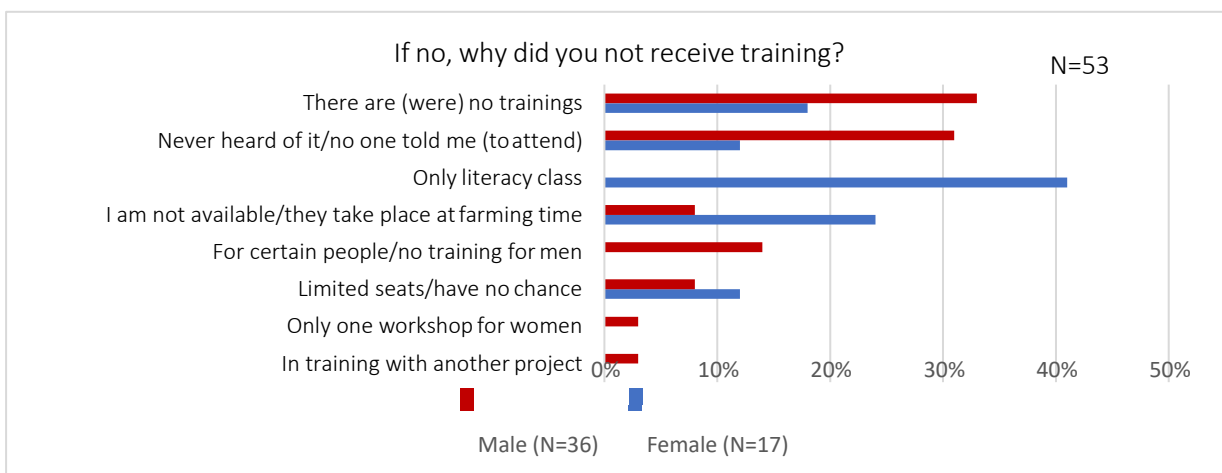


Figure 14 Reasons for not receiving training  
According to livelihood beneficiaries

As presented in the figure below, agricultural, business support and Psycho Social Services (PSS) trainings were received most by beneficiaries. Men received agriculture/farming/forage/ranching, metal works, computer, small business/cooperative/project management and PSS training the most, while women mostly received soap making, leather works and handmade accessories trainings.

# TYPES OF TRAINING RECEIVED



Figure 15 Types of training received  
According to livelihood beneficiaries

The majority of the trainees, as presented in the figure below, received between 21 and 30 hours of training, with no significant differences between female and male respondents. Youth from project locations in West Kordofan were sent to vocational boarding schools for a period of three months where they received daily structured classes on metal works and welding. This was by far the best quality of training as opposed to the other knowledge-based trainings provided by C2SP (conflict resolution, etc.) where the quality of the training would be more difficult to assess.

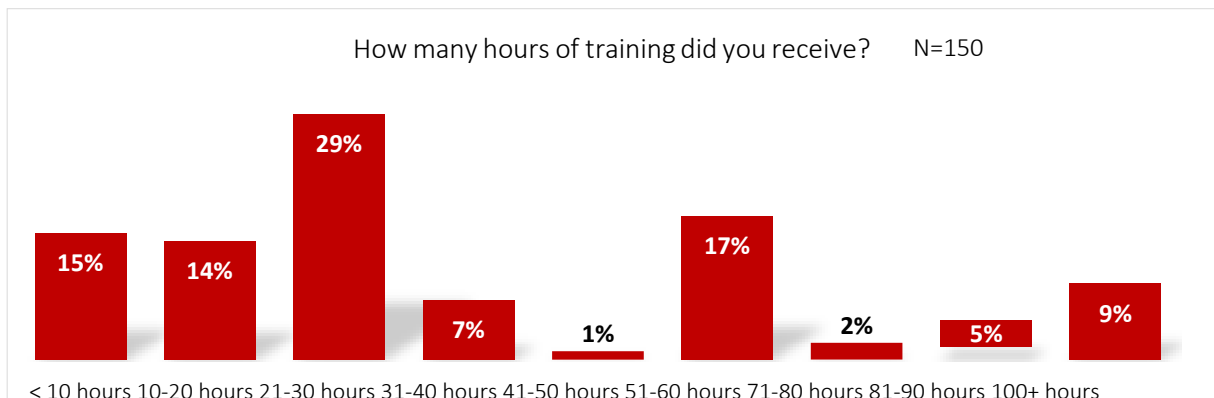


Figure 16 Number of training hours received  
According to livelihood beneficiaries

Trainings was provided through the Ips, and some revealed that quality following completion of the training was not always assessed – there was no pre/post assessment as to the knowledge of the trainees regarding the subject matter of the training.

The majority of the consulted beneficiary institutions and IPs consulted indicate that people were trained in the right skills even though some did not feel they got the space to supply more market responsive courses: According to UNDP: “For vocational skills training, UNDP contracts IPs based on the trade the youth in that community have selected. This approach is not necessarily the best approach. Just because a young man/woman wants a certain vocation this does not necessarily mean these skills respond to the market. However, no proof of any systematic opportunity mapping was identified by the evaluation team.

*When we were contracted, we were only asked to provide training on one vocational skill, i.e. welding, whereas some of the youth would be better suited to other skills such as masonry or electrician.*  
 Key informant: vocational training provider

**Effectiveness of support to improvement of livelihoods/jobs**

As presented in the figure below, 75% of the consulted population, livelihood beneficiaries, and CMC members confirm having received livelihood support through C2SP, with no significant difference between men and women. However, differences per state and population group can be observed.

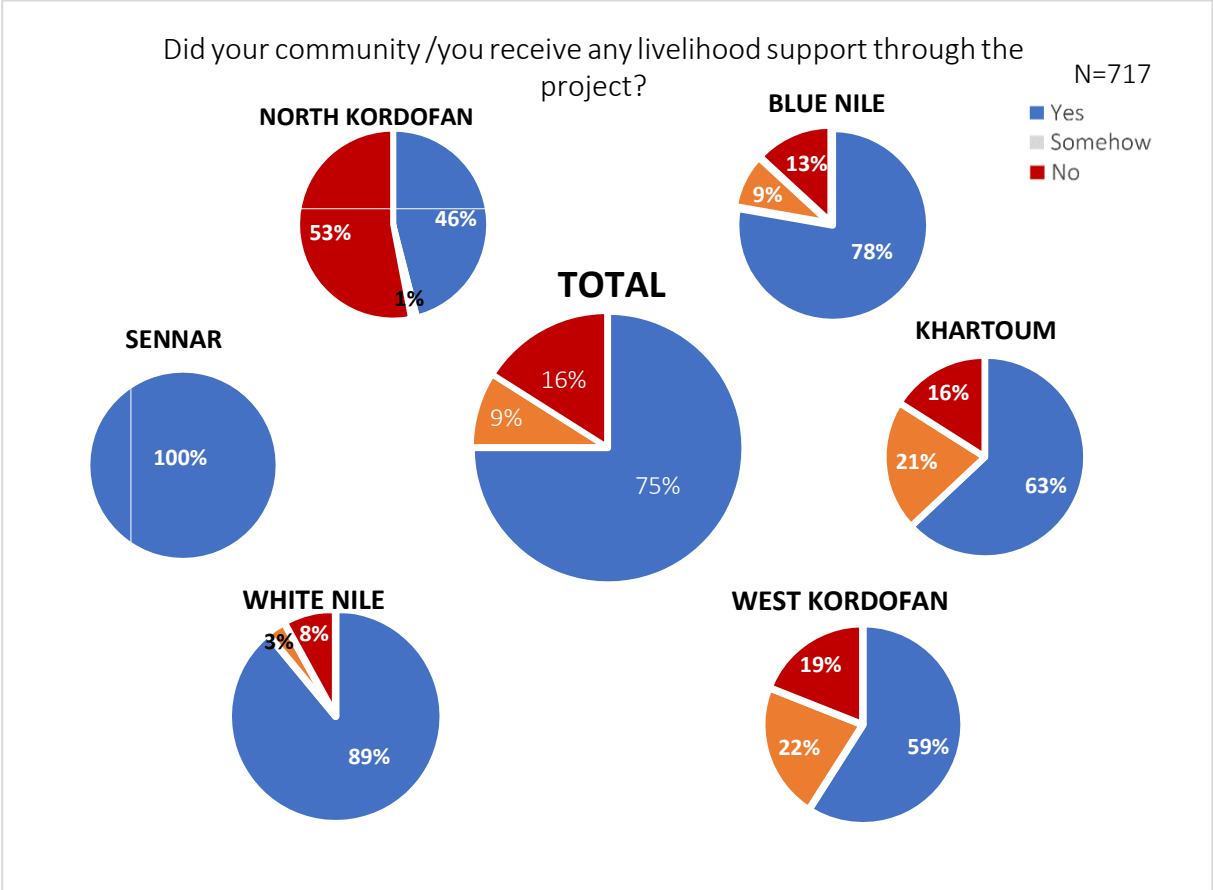


Figure 17 Confirmation of livelihood support received – per state  
 According to population, livelihood beneficiaries and CMC members



As presented in the figure below, compared to other community members, returnees received significant more livelihood support with 100% indicating that they or their communities did. Compared to other community members, IDPs received significant less livelihood support through C2SP.

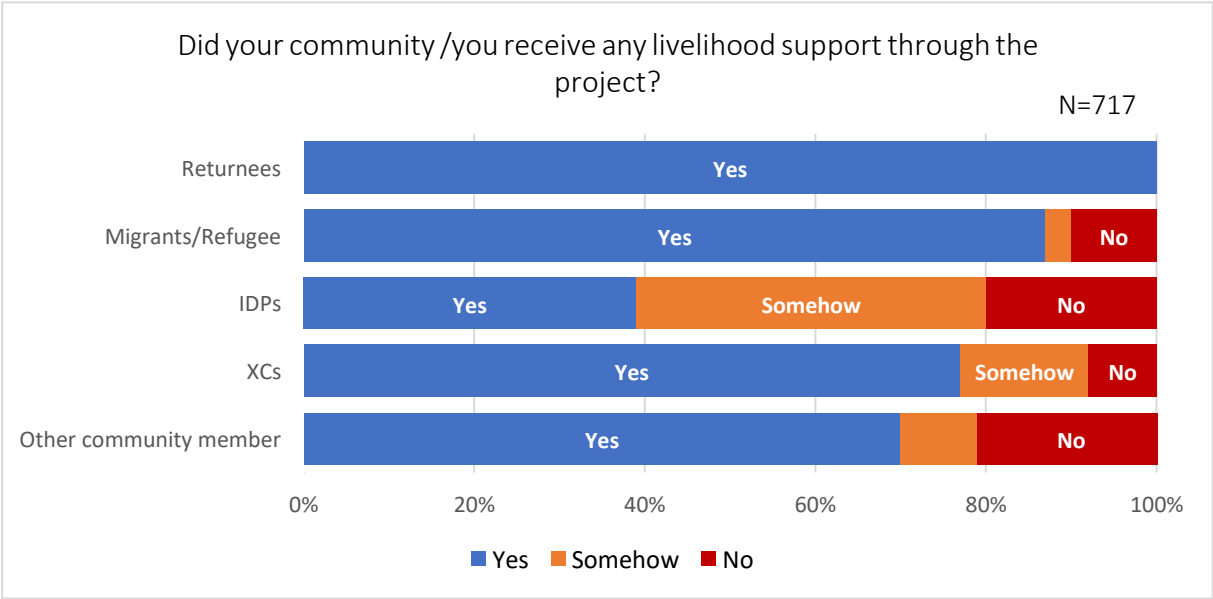


Figure 18 Livelihood received - per respondents' group  
According to population, livelihood beneficiaries and CMC members

When disaggregated by age category, less young men and women indicate to have received livelihood support through C2SP, as presented in the figure below.



Figure 19 Livelihood received - per age and sex of respondents  
According to population, livelihood beneficiaries and CMC members

These findings were mostly confirmed by CMC members who mention that livelihood support was distributed equally. However, while not reflected in the overall findings, CMC members in Khartoum particularly stress that women somehow receive more support than men.

UNDP reports (see annex E) that 60% of the direct beneficiaries provided with sustainable livelihood support are youth, of whom 62% women and 38% men. The target of 65% has thus not completely been reached.

As presented in the figure below, population and livelihood beneficiaries consulted indicate to have mostly received seeds and tools, tractors and harvesting machines as livelihood support through C2SP. IDPs, migrants and refugees mainly indicate receiving only these three types of livelihood support. However, XCs, returnees and other community members indicate between five and nine different types of livelihood support received. The most received livelihood support is similar for all respondent groups. Women indicated receiving different type of livelihood support. For example, 21% of female livelihood beneficiaries received festival rent equipment support, whereas none of the male livelihood beneficiaries received this.

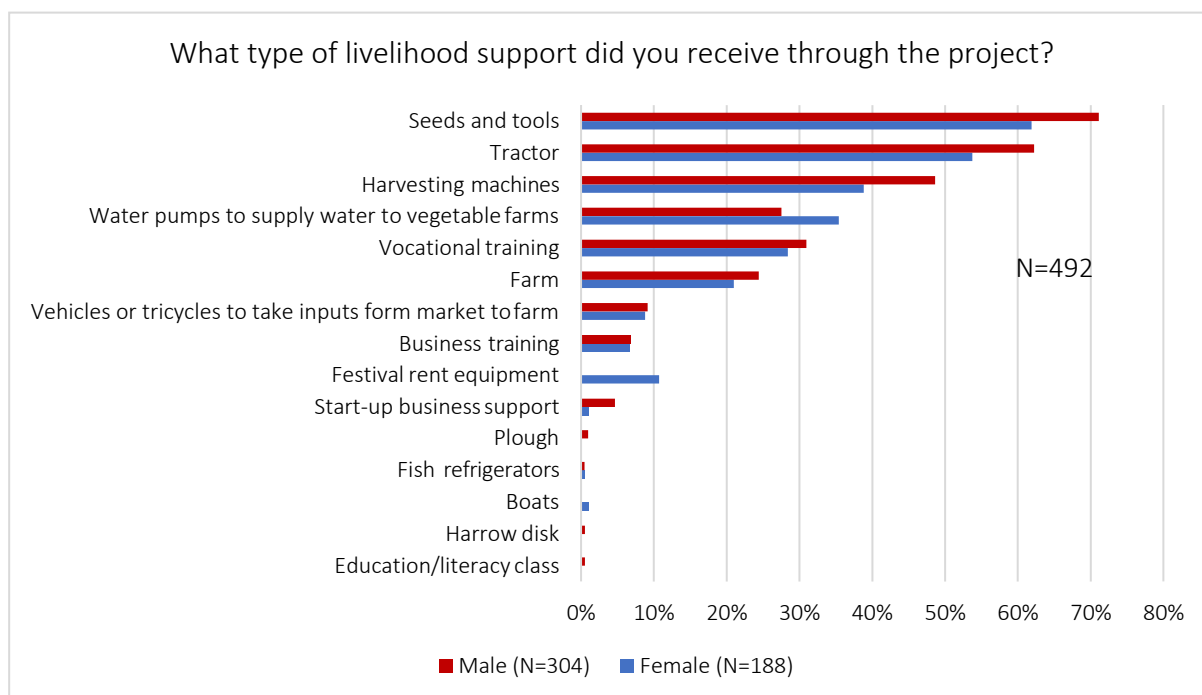


Figure 20 Type of livelihood support received  
According to population and livelihood beneficiaries

UNDP reports that 3,299 host community members have increased income due to vocational trainings and improved access to basic services, meeting the initial target of 6,665 halfway (see annex E). UNDP further reports that C2SP helped beneficiaries translate their acquired skills into an increased and sustainable income. When asked during the evaluation process about supporting evidence, UNDP shared photos of bank deposit slips, bank statements, cash receipts and register showing various amounts received from individuals by the CMCs. CMC income registers clearly show the CMC members making regular payments to the CMC which reflects an increase in the income of individuals who have a membership in the CMC.<sup>46</sup>

As presented in the figure below, the income of 64% of the livelihood beneficiaries, CMC members and population increased due to C2SP activities. The percentage is highest for CMC members, followed by livelihood beneficiaries and lowest for population members, with no significant

<sup>46</sup> CMC income registers provided by UNDP

differences between men and women. Compared to other community members, migrants, refugees and returnees significantly report a higher income increase due to C2SP activities. Compared to other community members, IDPs report less income increase.

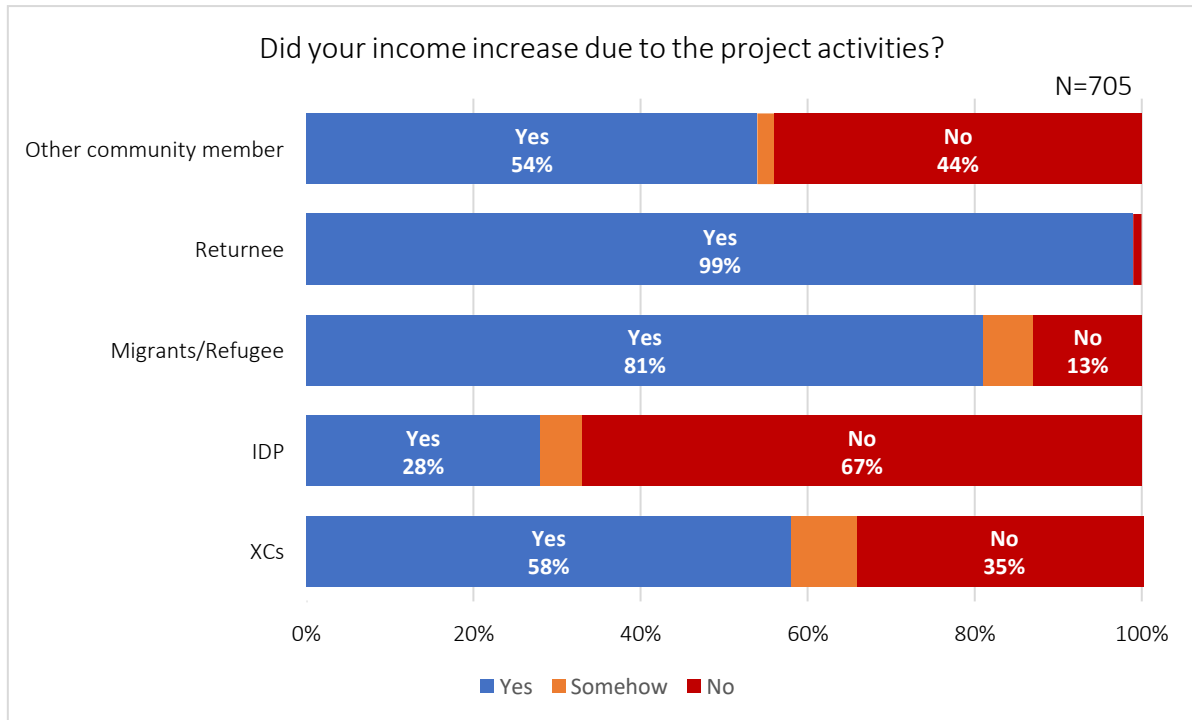


Figure 21 Increase or decrease income due to project activities  
According to population, livelihood beneficiaries and CMC members

As presented in the figure below, out of the respondents whose income increased, a vast majority earned between 50% and 100% more than before the C2SP activities. One fourth indicates an increase between 1% and 50%, with no significant differences between men and women or between respondents above or below 24.

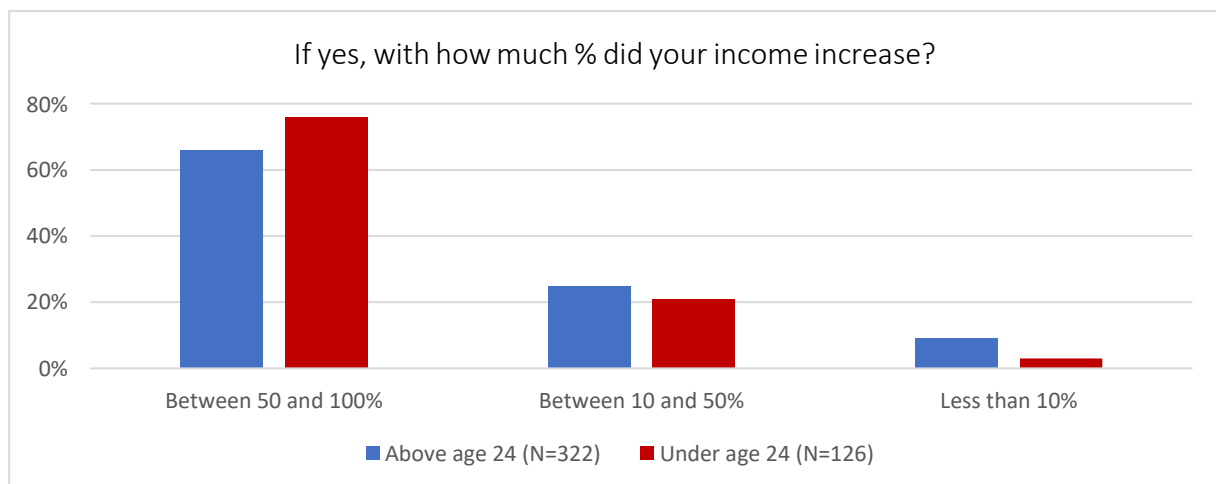


Figure 22 Increased income in percentage  
According to population, livelihood beneficiaries and CMC members

UNDP reports that 40.158 women and men engaged in short term jobs/seasonal employment (32.126 women and 8.032 men), overreaching the target of 12.240 (see annex E). While the evaluation could not systematically verify this, examples were found, such as with the African Plantation Company. This

private sector actor consulted in White Nile mentions a joint venture of farming cotton that created jobs/employment for approximately 400 persons, mostly women and children. Another actor highlights the contribution of his initiatives to increase the size of the cultivated land by farmers who already farmed for their livelihood.

After receiving C2SP support, most beneficiaries engaged in self-employment and agricultural seasonal labour. Most women engaged in small businesses and micro-enterprise, while men became more active in the agriculture/trade sector.

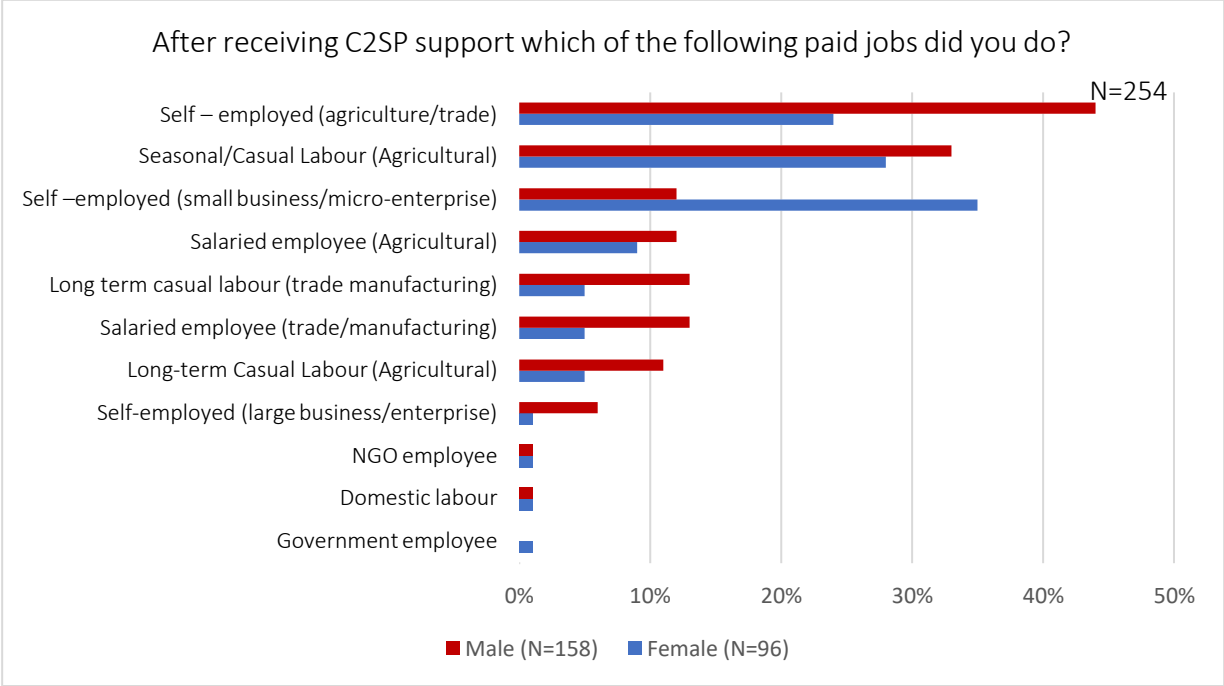


Figure 23 Type of job after C2SP support  
According to livelihood beneficiaries

As presented in the figure below, 57% of beneficiaries secured greater access to markets through C2SP support, this number is slightly higher for male beneficiaries.

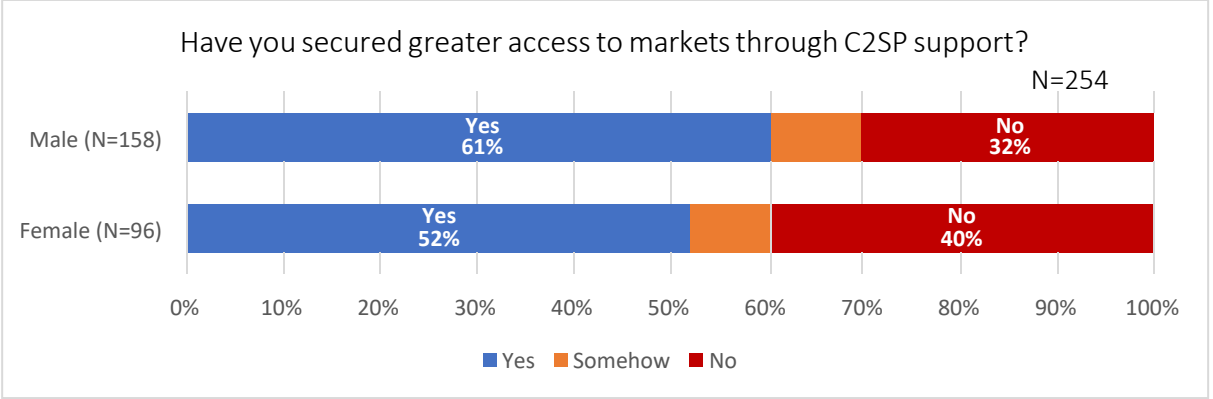
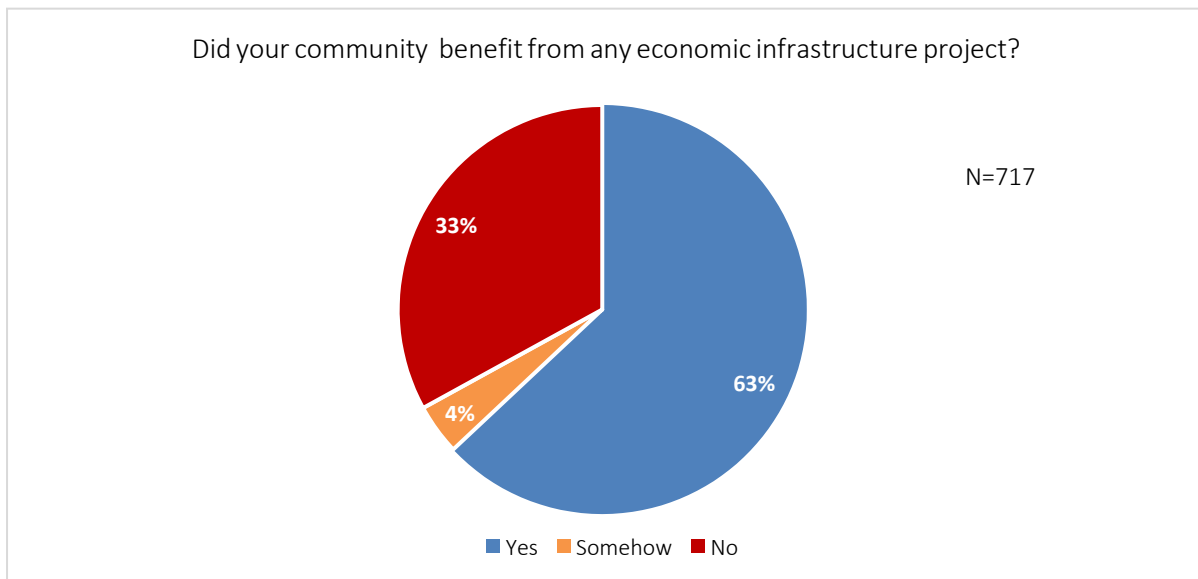


Figure 24 Greater access to markets through C2SP support?  
According to livelihood beneficiaries

**Effectiveness in enhancing socio-economic infrastructure**

A majority of livelihood beneficiaries, CMC members and population consulted confirm that their community benefited from economic infrastructure projects.



*Figure 25 Community benefit from economic infrastructure projects*  
According to livelihood beneficiaries, CMC members and population

UNDP reports that 68 of economic infrastructure assets to support income generating have been delivered up to 2020, the target of 127 infrastructure projects (equipment, roads, markets, etc.) has not fully been reached (see annex E).

When asked about the economic infrastructure projects their community benefited from, most respondents indicate cite school, health centre, markets, and irrigation/water stations. Differences can be observed for each state as presented in the figure below.

# Which infrastructure did your community benefit from?



According to 717 respondents of the survey among livelihood beneficiaries, CMC members and population.

Figure 26 Beneficial socio-economic infrastructures for community per state

According to population, livelihood beneficiaries and CMC members

Key informants in White Nile cite the rehabilitation of irrigation canals and centralised water-pumps state as an example of critical infrastructure provided by C2SP for local economic development. In fact, this investment in the irrigation canals and water pumping installations served as an incentive for private sector farming companies to invest and partner with the local farmers (who owned the land) in planting cotton. However, farmers in Alagaya community (Al-Gabalein) complain that the terms/benefits of the partnership with the private sector firm were skewed in favour of the firm. According to UNDP: “After C2SP, more than half profits go to communities and the rest go to the private sector”. The lessons to be learnt here is how can forthcoming projects have a way of tracking and ensuring consistency in terms of farmer/investor arrangements with regard to profit sharing.

Other smaller forms of infrastructure (or community assets) that are reported to have made some contribution to local economic development in the communities were in the form of grinding mills where community members were able to have their harvests/grains turned to flour. This created employment for the grinding machinery operators. Rickshaws are also reported to have been beneficial to the communities providing local employment and much need transport for the community.

However, most beneficiary institutions and IP indicate that no infrastructure was implemented<sup>47</sup>. A key informant consulted in Sennar indicates that the infrastructure projects were not among the main strategies of the community support and stability project, but rather a ‘by-product’ of C2SP. These secondary results appeared in the form of part of the infrastructure programmes in improving part of the internal roads, education and health centres and markets, which had a direct connection to the implementation of C2SP because of its connection with it.

Further, consulted beneficiaries, CMCs members and population report stories of schools without teachers, health centres that are not qualified and irrigation services in need of improvement.

IPs and beneficiary institutions cite the time constraints, budget limitations and long/difficult procurement process among the challenges in the implementation of small infrastructure projects under C2SP.

A first stage in the procurement challenge was the time it took between an IP having submitted its budget to UNDP and the actual payment of funds into the IP account – which according to IP lasted anywhere from eight weeks at best to a period of more than three months. This amidst a very volatile market where the prices of goods and services were changing/increasing on an almost daily basis.

While most water projects with solar system considered all the associated cost, in some cases budget constraints restricted the ability of the IP to improve on the quality of the small infrastructure project. For example, one IP reports that when installing solar panels, the quality and placing of the installation was not adequate because the IP had only budgeted for the cost of the goods and not the erection and labour costs that would have made for a better performance and protection for the solar panels.

Last, given the turmoil caused by the revolution in 2019 and the COVID-19 pandemic in 2020, implementation timeframes that were limited to six months were extremely challenging for IP,

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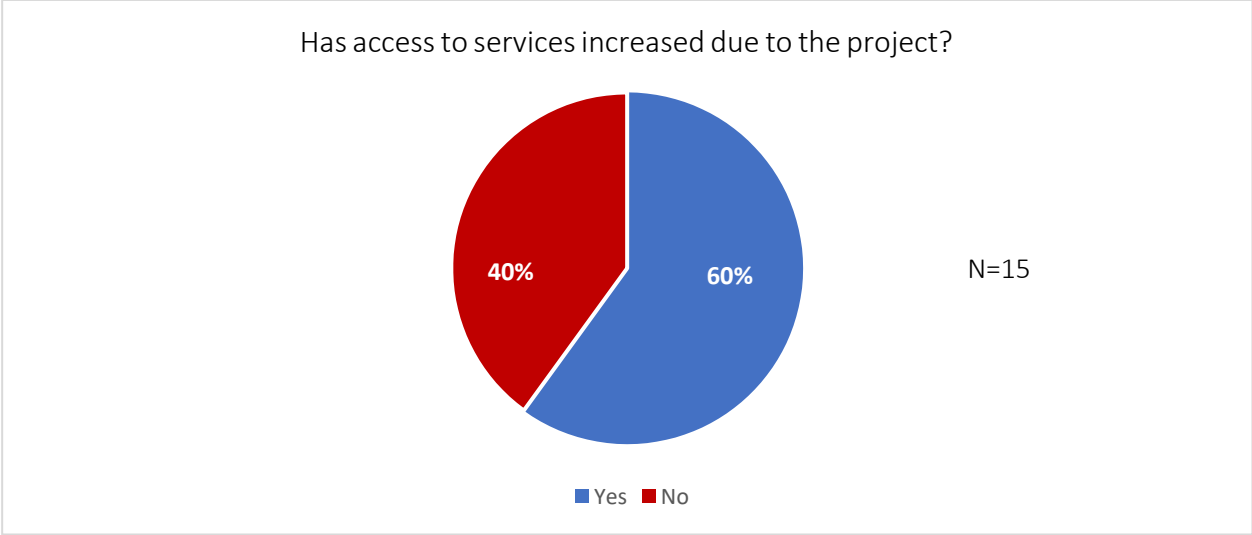
<sup>47</sup> UNDP explains in the response to the draft evaluation report that: C2SP’s Output 2 was redefined during the implementation phase and became socioeconomic infrastructure or “asset”. As a result, many communities benefit from tractors and accessories instead of local infrastructure under Output 2. However, this was not shared with the team during the inception phase.

although extensions were granted by UNDP to the IP, delivering under such a short timeframe and given at times the poor capacity of the IP meant that quality was undermined.

**Effectiveness in enhancing access to services**

As presented in the figure below, a small majority of beneficiary institutions and IPs indicate that access to services have increased due to C2SP. However, in White Nile a majority of beneficiary institutions and IP indicate that services have not increased due to C2SP and in North Kordofan views are divided equally.

Figure 27 Did access to services increase?



According to beneficiary institutions and IPs

According to the beneficiary institutions and IPs access to health/health insurance, vocational training, agricultural services, education/literacy and water have increased most across the different states, as listed below.

If yes which ones?
Health/health insurance
Vocational training
Agricultural services
Access to markets
Education/Literacy
Water
Basic services
Tractors
ID registrations
Conflict resolution

Figure 28 Access to services increased

According to beneficiary institutions and IPs

The beneficiary institutions and IPs consulted who do not think services increased due to C2SP, indicate that this was mostly because of discrepancies between camp and host community, inconsistent support, failure of the project or due to problems with electricity and healthcare.



However, as presented in the figure below, when asked about the services the community have access to that they did not have access before C2SP, important differences per respondent group can be observed. Compared to other community members, returnees gained significantly more access to agricultural services and PSS. IDPs gained relatively little access to services, with the exception of water. Most CMC members indicate having increased access to agricultural services and education since the start of C2SP, with no significant differences between male and female.

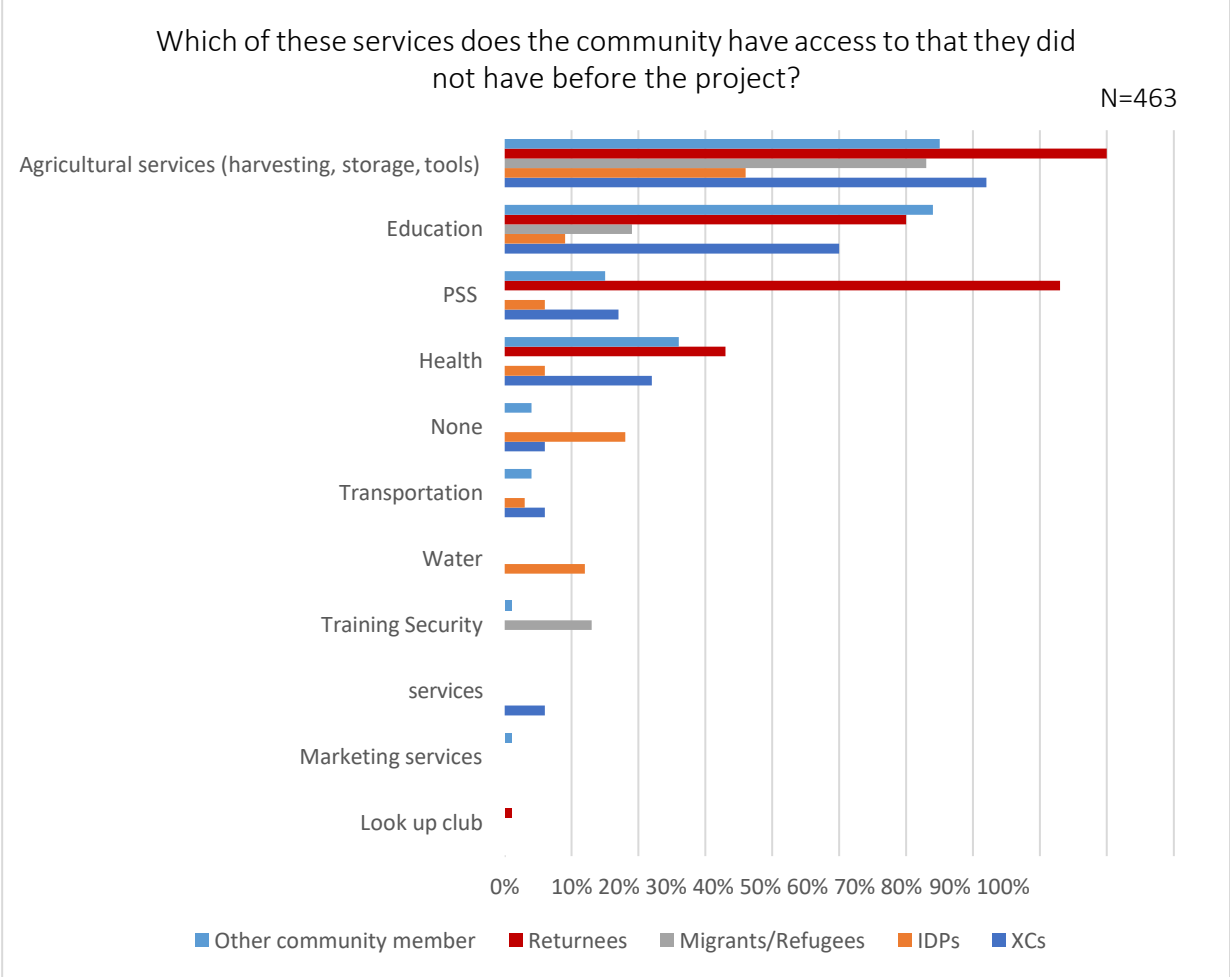


Figure 29 Access to services since C2SP

A majority of consulted CMC members and population think that local governmental institutions were not successful in delivering services, as presented in the figure below. Compared to men the percentages of women who deem governmental institutions unsuccessful in delivering services is slightly higher.

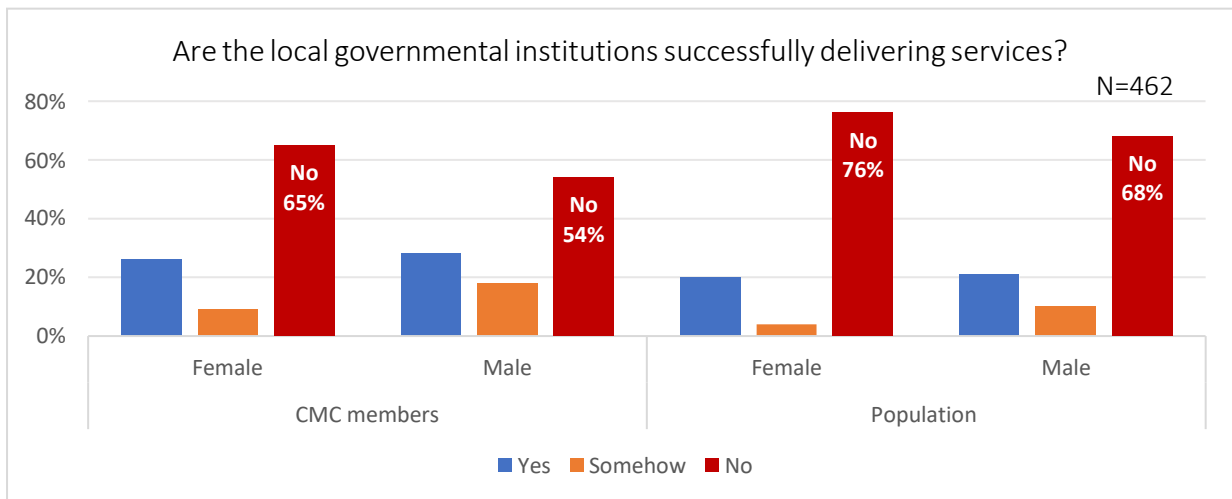


Figure 30 Are local governmental institutions successfully delivering services  
According to population and CMC members

The consulted population, local government, beneficiary institutions, IP and DDRC staff mostly indicate that the service delivery of local government did not significantly increase in the communities that were targeted by C2SP. However, differences per state can be observed. In Sennar the service delivery of local government was found to be increased by the respondents.

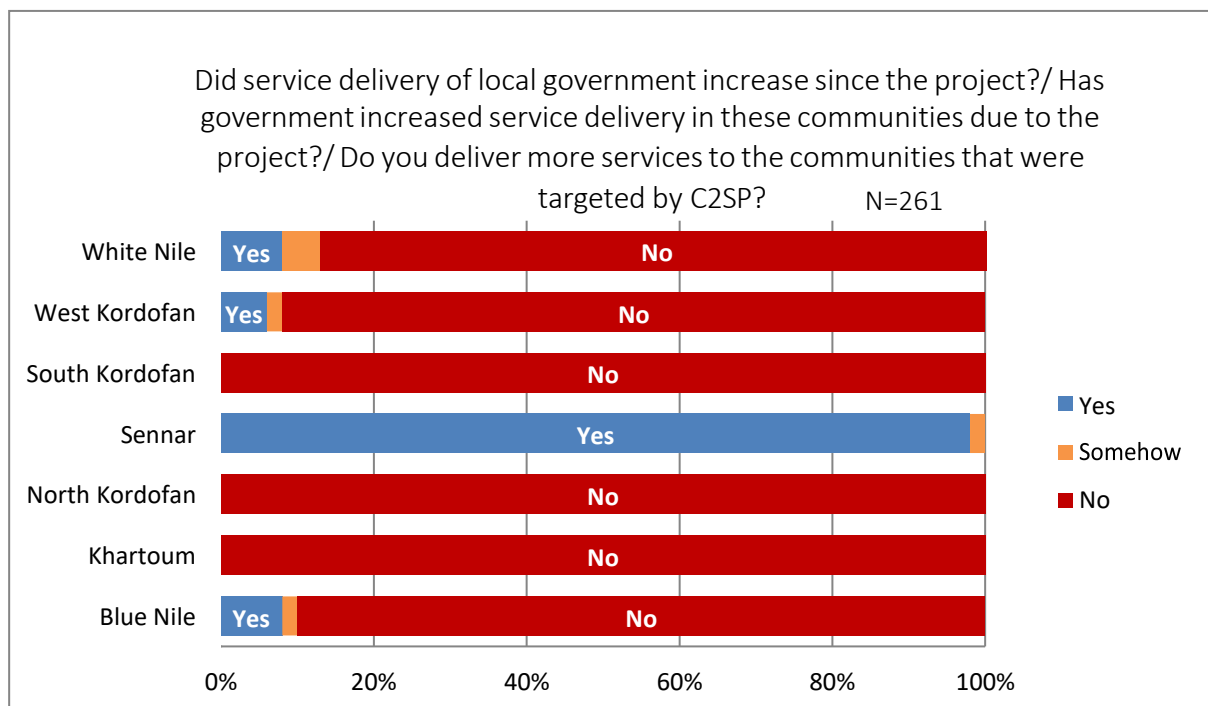


Figure 31 Did service delivery of local government increase since the project  
According to population, local government, DDRC, beneficiary institutions and IPs

As presented in the figure below, agricultural services, PSS and educational service delivery by the local government increased the most according to the consulted population and DDRC staff. However, differences can be observed per state. All respondents in West Kordofan indicate that the service delivery of health improved. In Blue Nile respondents indicate that the delivery of fuel services and land services are better since C2SP.

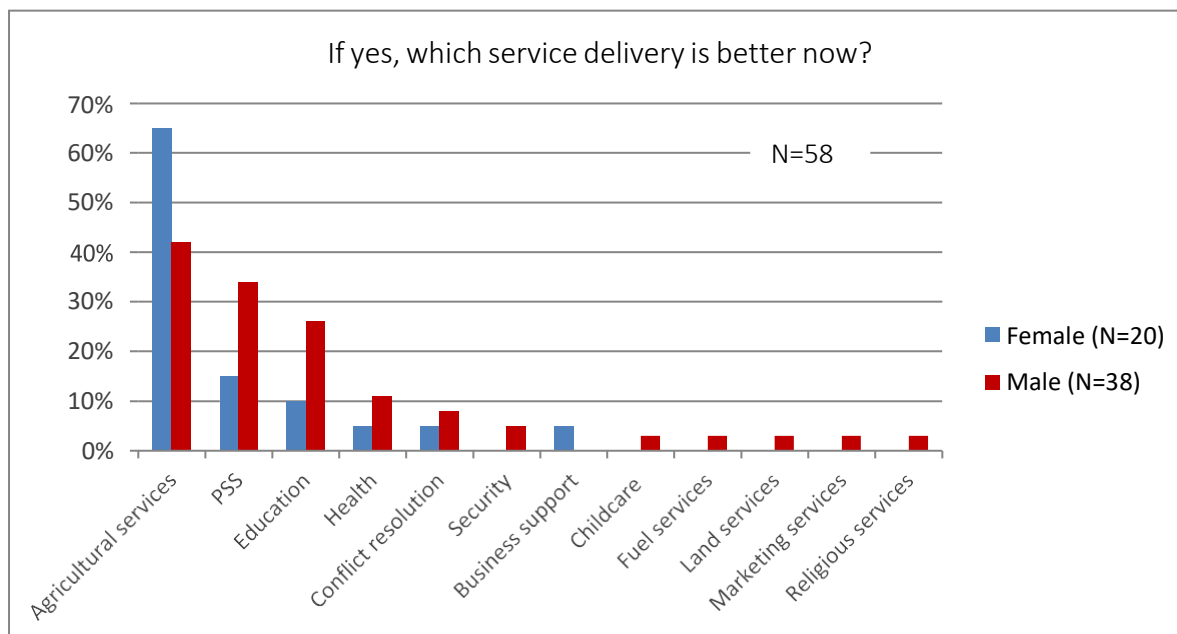


Figure 32 Improved service deliveries  
According to DDRC and population

Interviews with locality directors who represent the main state institution responsible for basic services (water, health, education, etc.) have shown that there was very little engagement with the C2SP program (both UNDP as well as SDDRC) and was mostly limited to formalities rather than substantive issues related to services. Interviews with IP also show little efforts on their part or even the CMCs to engage with local authorities (the locality or the administrative units) in issues related to the wider service needs of the community. Further there was no exploration of possibilities for joint action or collaboration towards addressing these needs. UNDP explains in commenting to the draft evaluation report that State line Ministries rather than locality/administrative units have been involved in C2SP, as C2SP in nature require technical issues to be resolved. Locality/administrative units do not have much function/capacity. However, the evaluation team did interview state line ministries as well. And whilst at the administrative unit levels technical capacity might be an issue this cannot also be said of the locality level. The findings do not refer to admin unit levels but to locality levels – and it is well known that the locality has an important role to play in terms of any synergy and sustainability.

Local government officials consulted further explained that C2SP was not designed “to contribute or increase service delivery” and no more support is needed at this stage as communities are becoming more independent. A key informant from HAC also indicates that they only intervene for coordination and monitoring and not for service delivery.

### Effectiveness of the PI strategy and tools

A majority of consulted beneficiary institutions, IP and DDRC staff confirm that C2SP developed PI strategies and tools. However, the quality of the PI strategies was widely disputed.

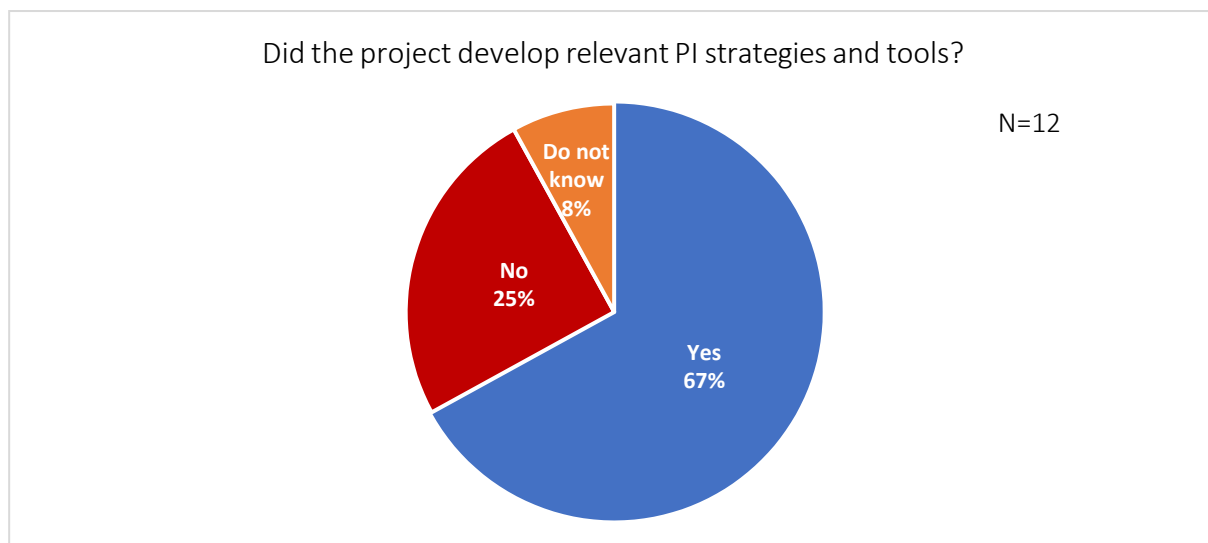


Figure 33 Development PI strategies and tools  
According to beneficiary institutions, DDRC, IP

The consulted beneficiary institutions, IP and DDRC staff who did use the PI strategy and tools, indicate that these were mainly produced and provided in relation to COVID-19, to raise awareness and to provide specialist for trainings. When asked about examples of effective use of PI strategies, UNDP's PI focal point explained that C2SP implementations follow UNDP brand and editorial style manuals. For visibility official UNDP, C2SP and SDDRC logos are used. UNDP reports that revised PI strategies and tools were effectively used by both SDDRC and UNDP (see annex E).

Although a majority of respondents indicate that C2SP developed PI strategies and tools, no C2SP specific PI strategies and tools were available for assessment for the evaluation team, except some brochures in English and it is unclear how these were used. There was very little evidence of any structured and formal PI strategies or a communication strategy for the project. One DDRC staff consulted notes that they were weak and limited as below:

*We are using the PI tools developed by UNDP but they are very weak and not very effective. The documentation they produce as a whole is weak. When there was a campaign for arms control, we had flyers and stuff, with C2SP we don't. We can see it on the ground, the government partners locally are not informed, they don't know C2SP because the PI is weak.*

Key informant: SDDR

13) To what extent were targets met against the indicators and baseline?

In terms of outcomes, the six indicators have not fully been reached.

UNDP self-reports that C2SP provided 68 communities with critical infrastructure and key economic assets and skills, based on the priorities identified by affected populations. The target of 127 communities has not fully been reached. UNDP explains that at the time of the evaluation funding was only available for 68 communities.

UNDP reports that 3.299 host community members have increased income from vocational and improved access to basic services. This is roughly half of the initial target of 6.665 host community

members. UNDP explains that this is because other beneficiaries are at the initial stages of operating their enterprises, and therefore cannot yet report any increase on income.

UNDP reports that 18 successful regional and cross border initiatives on small arms proliferation have been undertaken and conducted in the broader community. The target of 50 initiatives is therefore not reached. UNDP explains that this is due to the lack of access to some of the border communities.

UNDP reports that 68 community stabilisation/ community security initiatives in target communities have been implemented in a conflict-sensitive manner, including peace-building/conflict management trainings, mediation and dialogue. The initial target of 127 has not been reached.

UNDP reports that 60% of the total direct beneficiaries are youth, who have been provided with sustainable livelihood support (62% women and 38% men). However, this result does not indicate the percentage of youth at risk and other at-risk groups that have been provided with livelihood support. Therefore, no conclusions can be drawn on this indicator target (65%).

In terms of outputs targets set for the outputs, four targets reached more than expected, four reached what was expected and eight did not reach the expected target (see UNDPs self-filling form against indicators in annex E). A majority of the targets that are not met have to do with the initial target of reaching 127 communities not been reached. UNDP explains that at the time of the evaluation, funding was only available for 68 communities, adding that resource mobilisation efforts for the remaining communities are ongoing. UNDP indicates that lack of funding and lack of access to communities due to security issues as main reasons for the targets that are not fully reached. However, UNDP received more funds than the initial budget. UNDP indicates several reasons why the received funds are higher than the original proposed budget, while the achieved number of target communities is still lower than the total target, see chapter 2.3. Efficiency.

## 2.4 CONNECTEDNESS

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14) To what extent were the C2SP interventions, at the local level, coordinated with other interventions?

When asked about C2SP, all local government officials consulted confirm to know C2SP. According to them, with the community-based approach, C2SP aims to support conflict-affected and other groups at risk, provide alternative livelihood opportunities, stabilise society, and increase access to services and infrastructures including agricultural, veterinary and health. Furthermore, they state that C2SP aims to address child protection and women concerns. Further, some local government officials in Sennar stress that C2SP with fast and clear communal interventions is a successful experience in enhancing resilience for communities and strengthening peaceful co-existence. They also state that establishing CMCs makes C2SP sustainable.

Some local government officials in North Kordofan and Blue Nile mention overlap with other NGO projects, especially in the early stages. However, the majority of local government officials, donors, UN and project staff consulted (79%) indicate that C2SP interventions at the local level, were fully coordinated with other interventions and government priorities. Complaints about coordination are mainly expressed by respondents in North Kordofan and West Kordofan, while in Sennar and South Kordofan coordination is regarded the best.

### C2SP versus reintegration under DDR

When asked about the advantages and disadvantages of C2SP compared to traditional DDR related reintegration, a vast majority of donors and UN agencies consulted mention the advantages of C2SP. Some indicate that compared to DDR, C2SPs assistance to livelihood is closer related to the local agricultural context and therefore the trainings provided are more efficient. A UNHCR staff member, who partnered with C2SP, explains:

*C2SP as approach and mechanism is more advanced and more beneficiary than DDR. The main pattern of livelihood here of the communities is agriculture, 80% of population has a fully agricultural background and fully dependent on it (...) agriculture is the backbone of livelihood. DDR is also good but the incorporation is different, sometimes it may not have the opportunities to proper function in rural areas.*

Key informant: UNHCR

Another advantage over DDR that is mentioned is the stronger social cohesion and peaceful co-existence component, targeting not only XCs but the whole community. This brings a form of equality which helps communities accept each other, work together and solve problems together. However, one donor notes that C2SP is not necessarily always the most effective way, explaining:

*In the communities where DDR already happened, C2SP is more effective. But in the regions where there is still a lot of armed weapons, C2SP is not necessarily always the most effective way. Still room for rapid disarmament, it is needed in some areas. C2SP is more of a community integration and security approach. DDR is more based on disarmament and demobilising people from armed activities. Presumption of existing community is biggest difference between them. In areas with high armed communities, community-based approach is not enough for armed members of community.*

Donor

The evaluation notes that there was a lack of understanding by several stakeholders regarding the scope of the C2SP. In interviews with core stakeholders such as the SDDRC and HAC, they did not understand why C2SP did not target XCs specifically. They also believed the Ministry of Social Development was a more suitable governmental partners given the nature of the project its activities, rather than the SDDRC.

Half of the consulted C2SP staff mentions the aspect that C2SP is community based and community driven as the main advantage of C2SP compared to reintegration projects in DDR. Other advantages indicated include contributing to stability, more inclusiveness and that it creates opportunities for peace in the community. Some C2SP staff also indicate disadvantages of C2SP compared to traditional reintegration projects in DDR. They mention the limited funds, the possibility that XCs might not accept civilians in groups and the limited role of people with disabilities reached by C2SP as compared to the R under DDR.

The disadvantage of limited funds is justifiable given the wide geographic scope of the C2SP coverage and the number of communities to be reached when compared to amount of funding available. However, as emphasised in an interview with SDDRC staff – the traditional reintegration package within the Sudanese context was not really successful, as implemented during the Comprehensive Peace Agreement (CPA) period of 2005-2010.

15) Has the programme been implemented with appropriate and effective inter-agency and partnership strategies? What has been the nature and added value of these partnerships?

When asked to evaluate their partnership with C2SP, a vast majority (84%) of beneficiary institutions, IPs and private sector partners and DDRC deem their partnership with C2SP good, with no significant difference between the four respondent groups. The majority of the consulted partners indicate that their partnership with C2SP is beneficial to the communities, that beneficiaries received vocational training and that the partnership boosted organisational confidence. DDRC staff especially indicate the creating of homogeneity societies, decreasing of conflicts and economic benefits as explanations of the good partnership. However, some are disappointed and complaints about the partnerships, as presented below.

**Inter-agency partnerships**

More than half of the key informants confirm that C2SP has been implemented with appropriate and effective inter-agency and partnership strategies. Partnerships were mainly developed with UNMAS and UNHCR, in respect of mine action and refugees, respectively.

*C2SP has shown how UN can all operate together and intervene with greater impact*  
Key informant: UNMAS

According to UNDP, C2SP was designed to build collaborative partnerships with other UN Agencies, including FAO, UNFPA, etc., and with other bilateral agencies like Japan International Cooperation Agency (JICA) in programme implementation. However, consulted UN partner agencies confirm that they were not fully involved in the C2SP project, but worked together with C2SP mainly in a loosely manner, and not really strategically.

*We have the same goals [as C2SP], mutually beneficially interventions, we are not implementing a joined programme but apply light loose coordination. We have overlapping regions and priorities and therefor coordination, at focal point level rather than at systemically coordination level.*

Key informant: UNMAS

One third of the project staff, UN and donors indicate that the nature and added value of inter-agency collaboration and partnerships is that it contributes to the sustainability of C2SP. Another 33% notes that the nature and added value of these partnerships is to facilitate project implementation. Furthermore, better access to services and/or opportunities is named by the project staff, UN and donors (20%).

However, the evaluation found missed opportunities in taking the inter-agency collaboration further, to increase strategic results, as explained below:

*There is quite a bit of expertise and experience in UNEP on grassroot level. If you can upscale it in state level policies and legislation you reach beyond grassroot level. If you can get bit of that experience upscaled in state level legislation it's longer lasting (definitely advise). C2SP is very strong local but upstream it could be stronger. To get federal level policies tripled down into the states is difficult. Policies and government from state level up is the right way to do it, to have a longer lasting impact. Recommendation for everyone, if C2SP could built like that, it would be very beneficial.*

Key informant: UNEP

When asked about their partnerships with C2SP, UNEP indicate that their project with C2SP was successful, to the extent that they are currently developing a new proposal together with C2SP and UN Women. As UNEP puts it: *"We are about to witness this thing; we are carrying on."* UNEP and UN women worked together with C2SP in the implementation of a joint project on women, NRM and peace-building, which built on the work of C2SP in North Kordofan:

#### Case study 3: Inter-agency programming of CMC – UNDP, UN Women and UN Environment

The joint project 'Promoting Gender-Responsive Approaches to NRM for Peace' was the first pilot project established by the global Joint Programme on Women, Natural Resources and Peace. It aims to promote natural resource-based interventions as a tool for women's political and economic empowerment in peace-building contexts. The pilot project, which built on interventions conducted under UNDP's C2SP, started in October 2016 and ended in October 2018. The project was supported by the Government of Finland and jointly managed and implemented by C2SP UNDP, UN Environment and UN Women. An additional objective of the project was to demonstrate the benefits of even relatively minor investments in targeted action for gender equality and women's empowerment within peace-building programming, and their potential for transformative results within existing programmes and projects.

Each of the three agencies (UNDP, UN Environment and UN Women) is a responsible party and has responsibilities linked to each agency based on their mandate/comparative advantage. UNDP acted as the main linkage between C2SP and Joint Pilot Project, ensuring maximal synergy between the two initiatives; UN Women led on all gender and peace-building-related activities and UN Environment led on NRM and environmental peace-building-related activities.

When UNDP was asked during the evaluation about inter-agency programmes, they mention another partnership between UNDP under the C2SP umbrella, with UNICEF and FAO in Blue Nile. The joined project 'Building Resilience Communities in Blue Nile' is implemented by UNDP, UNICEF and FAO



under the framework of UNDP’s C2SP. It was commenced in 2019 till August 2021. The donor is Korea International Cooperation Agency (KOICA). The goal of C2SP is to build resilient communities through access to sustainable livelihoods, climate smart agriculture and socioeconomic/productive assets. With a focus on enhanced access to quality basic education and alternative learning opportunities in improved learning environment while promoting social cohesion among different groups in Rosareis locality, Blue Nile State. As such, C2SP can more be seen as an approach than as a project.

**Government partnerships**

The project document foresaw that the Memorandum of Understanding (MoU) would be signed between UNDP and State Line Ministries such as Health, Agriculture and Livestock for the provision of specialised services to programme beneficiaries. UNDP reports that *“All these arrangements have created a solid foundation for sustainability of earlier activities as well as a strong basis for future partnerships for this new programme with UN Agencies, State Ministries, JICA, other bilateral agencies and NGOs/Community-based organisations (CBOs)”*.<sup>48</sup> However, the team found limited evidence of the active involvement of the line ministries, with some exceptions. The TCC minutes provided by UNDP show that relevant line ministries were not present during the TCC meeting.

Local government officials mention effective partnership supports for vulnerable groups and that partnership completes local government's actions. CMC members in FGDs conducted in Khartoum, White Nile, West Kordofan and some in North Kordofan indicate that the government had little to no involvement in C2SP. The views were different in Sennar and North Kordofan where during a FGD CMC members indicate that the government facilitated all procedures including administrative, coordination with organisations and civil society, and supported the CMCs with moral, technical and material assistance. This is in line with what a key informant from UNMAS notes:

*C2SP interventions were aligned with government priorities, if that wasn't the case, I'm sure we wouldn't be able to work there.*  
Key informant: UNMAS

When the consulted DDRC staff was asked about their say in the C2SP project direction and choices, a majority indicate that they had an important say in determining the C2SP in the beginning, noting that as C2SP progressed their role became less important. One SDDRC staff notes dissatisfaction with their role in C2SP, related to the lack of capacity development support to play their role effectively:

*There are serious problems with the administrative and logistical costs of the commission. We raised this issue with UNDP many times. When we want to move in the field, we face the lack of vehicles, fuel and many problems. We don't get support from UNDP on this, they say they have no administration budget for us. We are fully relying on government budget and from the government you can't always get money. This is seriously hindering for example our ability to do M&E.*  
Key informant: SDDRC

SDDRC staff at both Khartoum and field levels express frustration with their lack of ability to play a direct role in the implementation level of decision-making on C2SP. More specifically, with regard to the selection of CSO IPs who were contracted by UNDP to deliver interventions. Additionally, SDDRC was unable to participate in the selection of service providers who were contracted to rehabilitate the water canals in White Nile and who have been late in completing some of the work they were

<sup>48</sup> UNDP Sudan, C2SP Project Document 2015-2017, p.11

supposed to carry out. SDDRC staff have voiced their feelings that partnership between them and UNDP is skewed in favour of UNDP which holds all the resources and has greater capacity than SDDRC. However, on a positive note, one SDDRC staff concludes:

*It is good to continue together, big problems can be solved.*  
Key informant: SDDRC

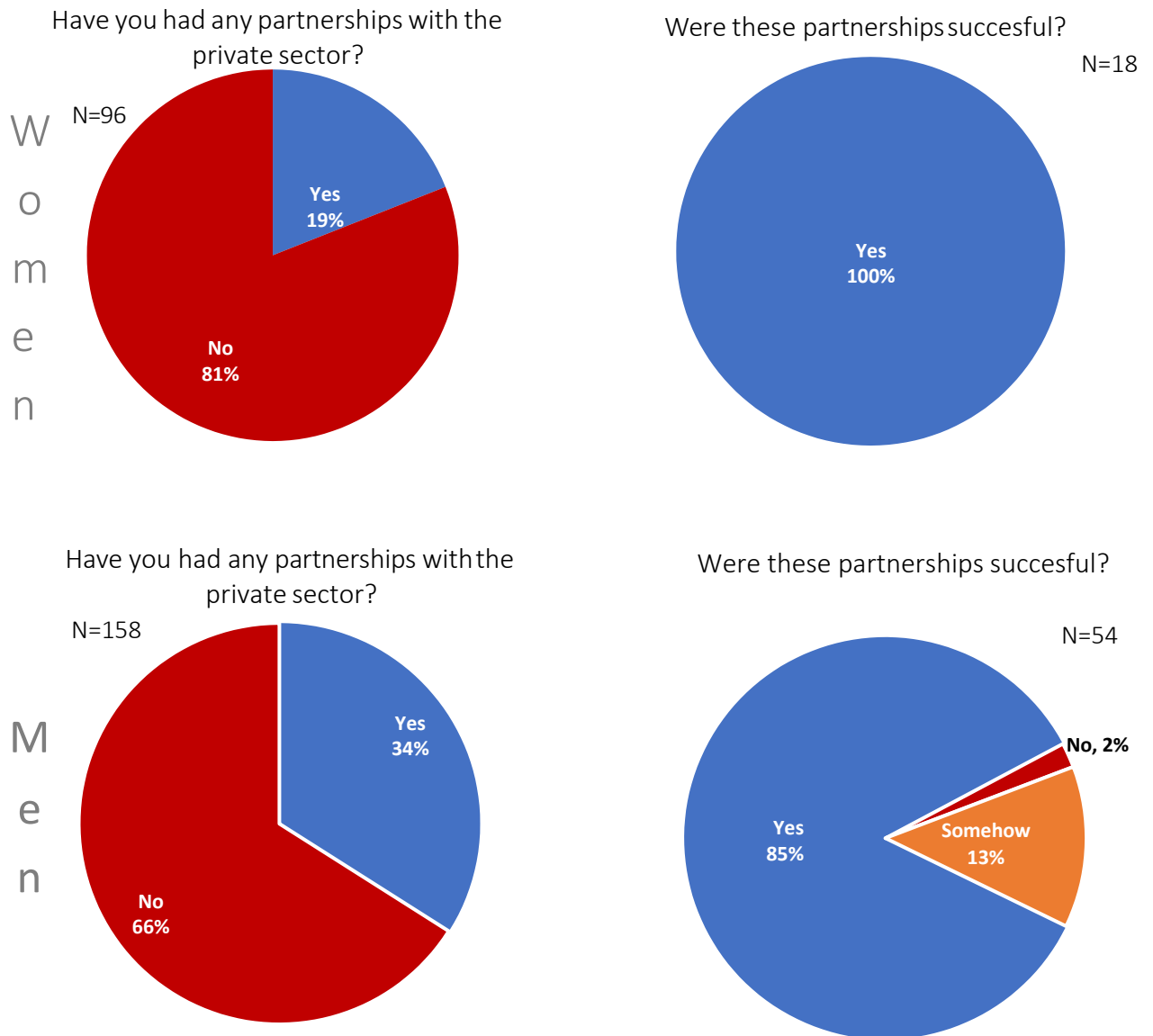


Figure 34 Partnerships with private sector  
According to livelihood beneficiaries

### Private sector partnerships

The private sector partners indicate that they did not know C2SP. Even though they did not know C2SP, their work was nevertheless carried out under it. The private sector partners identify their partnerships as “collaboration with farmers” and “partnership with a community-based committee”, and not with UNDP or C2SP. While this points to a lack of systematic engagement with the private sector, at the other hand it points to levels of sustainability in which CMCs make partnerships without C2SP interventions.

As presented in the figure below, the majority of beneficiaries did not have any partnerships with the private sector, this number is especially low among female beneficiaries. The vast majority of those who had partnerships with the private sector did this successfully, notably 100% of women deem their partnership with the private sector successful. Of those who deem their partnership as unsuccessful, the majority state that it was due to the fact that the contract was not yet signed. Others state that the contact was not good.

A private sector partner in White Nile that provides financial and farming input to C2SP beneficiaries describes his relationship with the farmers as a good partnership. As key economic assets, C2SP contributed by providing farming skills such as land preparation, planting and harvesting, as indicated by a private sector actor involved in cotton farming.

**Local partnerships**

The majority of beneficiary institutions indicate having a partnership with C2SP. Several beneficiary institutions indicate that their partnership is mainly with the IP:

*We were not a partner of UNDP, but we were working and delivering our service for the national NGO who is the IP for UNDP.*  
Key informant: beneficiary institutions

A majority of the IPs view their partnership with C2SP as really positive, one partner notes:

*Our evaluation of this partnership is very excellent, and experiences are exchanged through coordination and periodic meetings that are held.*  
Key informant: implementing partner

National organisations also perceive that having been selected as an IP for a UNDP project is a credit to the organisation and bodes well for its reputation. It is a testament that the organisation has ample delivery capacity and is able to comply with UNDPs requirements with regard to internal management and accountability systems. IPs also consider the experience of having delivered for UNDP as extremely beneficial to their own internal growth and development whereas result of having to comply with the UNs reporting requirements they have had to improve and upgrade their internal management and reporting systems.

16) Has the programme built on / match the individual and local capacities/ needs?

As outlined above, C2SP interventions are based upon a participatory needs assessment and further guided and directed by the CMCs. This maximises interventions that are needs driven. All local government officials consulted confirm that the programme has built on/match the individual and local capacities and needs. They mostly refer to C2SPs contribution to increase in women’s income, and responsiveness to the needs for peace-building and social co-existence in the communities. Furthermore, respondents name the technical assistance and materials provided, especially in agriculture as a response to needs. The table below shows some examples to illustrate how C2SP was built on and is responsive to individual and local capacities and needs:

Needs/Capacities	Programme response
<p>As outlined in the Project Document,<sup>49</sup> joint SDDRC and UNDP assessments evidenced that security and physical safety remain the primary concern for women in most post-conflict affected areas. Assessments showed that there is a high concentration of female headed households who suffer from acute poverty since their husbands have either been killed in war or have migrated to urban areas in search of work. Other at-risk groups include female XCs, IDPs, returnees, and women who survived violence and war traumas in the conflict affected areas of Sudan</p>	<p>The project provides income generation activities for women and young men. For example, training was conducted in collaboration with HOPE Sudan Organisation and was essentially designed to contribute to solving the problem of poverty and lack of job opportunities by empowering and training groups of women and youth with provision of start-up materials.<sup>50</sup></p> <p>Further, the voice of women of the different categories is strengthened through their representatives in the CMCs.</p>
<p>According to the community need assessment conducted, only one co-educational primary school was present, which results in overcrowded classrooms with over 130 students in one class. The majority of parents do not allow their daughters to continue studying in a co-ed school due to cultural and religious reasons. Therefore, the construction of a primary school for girls was deemed necessary to encourage girl's school enrolment.</p>	<p>C2SP contributed to the building of The Mayo primary girls' school which composed of eight new classrooms, three latrines and water points for drinking. That integrates the needs of the already existing in Al Yarmouk – Block 7 primary school with 13 classrooms for 1800 students. This resulted in not only reducing the dropout rate and increasing the enrolment rate amongst girls, but the school premises will enhance co- existence as the venue will be used in weekends and evenings for community members to exchange their knowledge and organise different kind of civic education programmes such as adult literacy classes.<sup>51</sup></p>
<p>Other at-risk groups include female XCs, IDPs, returnees, and Sexual and gender-based violence (SGBV) survivors in the conflict affected areas of Sudan. Evidence shows that among these social categories there is a high tendency of psychosocial traumas and depression that affect their mental and social productivity. This is coupled with exclusion from the market and lack of access to productive resources, as well as social discrimination and stigmatisation.</p>	<p>According to UNDP<sup>52</sup> All projects established addressed women empowerment and targeted women as direct recipients of economic livelihood opportunities provided. Fisheries value chain in White Nile, grains milling and cheese making projects implemented in Blue Nile State targeted mainly women to enable them to participate fully in the local economy and peace-building efforts.</p>

<sup>49</sup> UNDP Sudan, C2SP Project Document 2015-2017, p.11

<sup>50</sup> C2SP Final Report, August 2017- December 2019, p.7

<sup>51</sup> C2SP Final Report, August 2017- December 2019, pp.4-5

<sup>52</sup> C2SP, Annual Report, January-December 2016, p.14

<p>There is evidence that there are risks of radicalisation among youth.</p>	<p>To further strengthen community's resilience against radicalisation UNDP signed a MoU with the Ministry of Guidance and Endowments in June 2016 and recently engaged with Sudan National Commission for Counter Terrorism, agreeing to cooperate on strengthening the stability and resilience of citizens who could potentially be radicalised and mobilised to join violent extremist groups, including both at-risk urban and rural youth.</p>
<p>Lack of basic services, such as drinking water and reliable sources of energy, is another element that endangers women's physical security where they are often subjected to harassment when travelling long distances to fetch water or firewood. It is thus important to note that NRM, small arms and conflict are closely interlinked in Sudan.<sup>53</sup></p>	<p>UNDP reported that C2SP has improved socio economic infrastructures contributing to the recovery of the local economy and enhancing the stability of the community. Rehabilitation of rural markets, provision of food storage facilities, training in fish food processing as part of the fishery value chain intervention, construction of water supply systems to support agriculture projects and penetrating new markets like the cheese making project. Moreover, C2SP has invested in capacity building trainings for management of the projects and technical maintenance skills for the projects assets to ensure programme sustainability.<sup>54</sup></p>

*Figure 35 Response C2SP on capacities and needs*

<sup>53</sup> UNDP Sudan, C2SP Project Document 2015-2017, p.6

<sup>54</sup> C2SP, Annual Report, January-December 2016, p.11

## 2.5 SUSTAINABILITY

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17) To what extent were sustainability considerations taken into account in the design and implementation of C2SP interventions, results definition and monitoring of reintegration?

Most CMC members consulted in Sennar, West Kordofan, Blue Nile and Khartoum indicate that the C2SP results are sustainable. They mostly cite the diversified livelihood provided by C2SP, the farming support to communities, the focus on at-risk groups, the reduction in the circulation of small arms and conflicts and the achieved resilience of communities as sustainable results. Furthermore, they note the reduction in unemployment, the support provided to communities in managing infrastructure, the inclusivity of youth and communities and the absence of governmental influence. In North Kordofan, the views are divided as some members consider that the desired results were not achieved due to the failure of C2SP in its first year.

When asked about the extent to what sustainability considerations were taken into account in the design and implementation of C2SP interventions, all local government officials consulted indicate that sustainability considerations were fully (63%) or partly (37%) taken into account. According to 25% of the consulted local government officials sustainability is achieved. Local government officials from Blue Nile specifically conclude that only achieving the results will tell to what extent sustainability considerations were taken into account. Others mention that C2SP is accountable and inclusive at all levels, that there is follow-up to prevent misuse and that C2SP guarantees its own development.

When asked if the development of partnerships at state level contributed to the sustainability of the results, most local government officials confirm this. However, in West Kordofan the government officials are more negative, highlighting lack of coordination and lack of harmony with signatories and partners.

Moreover, UNDP assumed that by linking the newly established businesses and cooperatives (that should emerge as part of the programme activities) to the private sector, including microcredit institutions and business service providers, combined with support to value chain development would eventually increase chances for long term sustainability of economic initiatives. In this regard, according to UNDP, C2SP in coordination with Sudanese Tractor Company (SUTRAC), provided training to the beneficiaries on the operation and maintenance of tractors and agricultural equipment. Gum Arabic concentrated on the formation and creation of Gum Arabic Producers Associations (GAPAs) and link them with Gum Arabic market directly through big traders and companies in addition the cooperation between White Nile CMC and a private sector company specialised in cotton.<sup>55</sup>

Additionally, linking projects to local government structures will further assure greater impact and chances of sustainability than standalone projects. In fact, UNDP<sup>56</sup> argues that capacity building support contributed in building up efforts, in order to complement the sustainability of the programme's capacity of the IP and line ministries throughout continuing periodic meetings and training workshops held with line ministries and key government authorities, such as Ministry of Agriculture and Ministry of Animal Resources.

Meanwhile, NRM and environmental sustainability would be facilitated and monitored by the introduction of appropriate technology for livelihoods, information on NRM to the communities, the

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<sup>55</sup> UNDP, C2SP, Annual Report, January-December 2016, p.19

<sup>56</sup> UNDP, C2SP, Annual Report, January-December 2017, pp.14-15

use of local resources and the careful assessment of potential but also environmental limitations of the locality. For example, in Jury (White Nile State), UNDP team looked into the most suitable types of fish farming systems, fish species, feeds, production unit and size, treatment facilities, cost-benefit analysis, etc. The team has also identified 200 beneficiaries in Jury out of which 140 are men and 60 are women. C2SP adapts the new approach of the fish cages technology which will guarantee a successful implementation of C2SP. To date, the fish farmland was prepared, and the pilot implementation phase is in progress. The rehabilitated canals in Jury paved the way for additional livelihoods activities to be carried out in Jury. For instance, consultations have taken place to support the women of the community with cultivation of commercial trees alongside the rehabilitated canals.<sup>57</sup>

When asked about the sustainability of CMCs, a vast majority (83%) of consulted beneficiary institutions, CMCs, DDRC staff, IPs and UN/project staff indicate that the CMCs are sustainable. However, differences per respondent group can be observed, with CMC member indicating highest (86%) on the sustainability of CMCs. Disaggregated by state there are no significant differences, in all states a majority of respondents feel that the CMCs are sustainable.

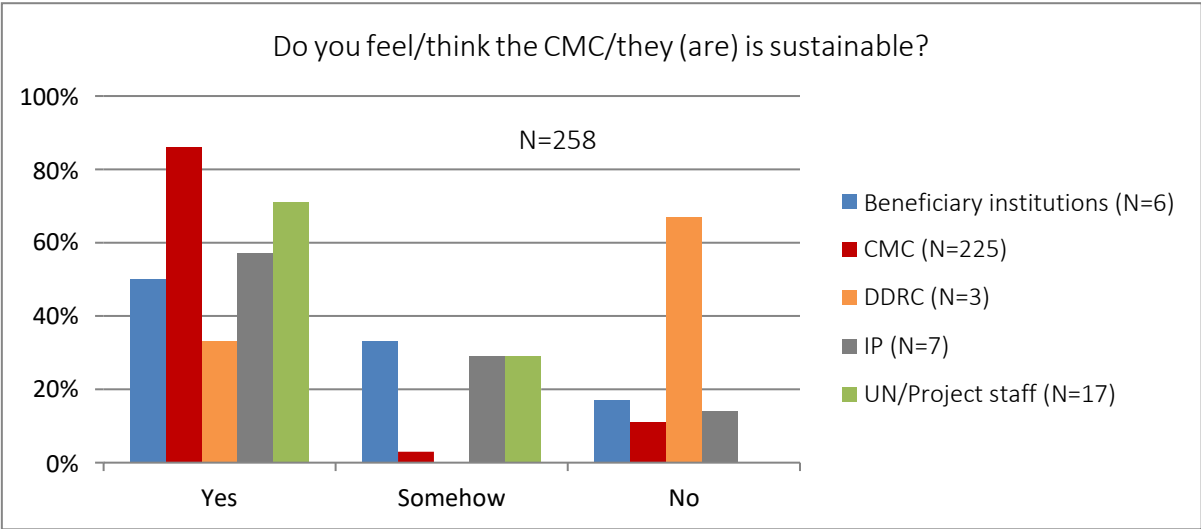


Figure 36 Perceptions on sustainability CMCs per type of respondent

According to CMC members, project staff, UN and donors, beneficiary institutions, IPs, private sector partners and DDRC staff

In most states respondents report that the CMC is somehow sustainable. They mostly describe the CMCs as hardworking and praise their major role in community service. They are also praised on the handling administrative aspects of C2SP and their involvement in ensuring its continuation as well as the follow up. In North Kordofan, the perceptions are mixed. While some members mention that they would be sustainable if there is a follow up and supervision of C2SP, others stress that the replacement of CMC members mostly by members not originally from the village, has caused the failure of C2SP.

All consulted donors and UN partner agencies agree in principle that the practice of setting up CMCs is positive and effective, as long as they are independent in various ways. CMCs are officially registered and recognised by the government, which gives them an entity to continue. However, the consulted

<sup>57</sup> Stabilisation for the Displaced and Vulnerable Communities in States bordering South Sudan and the Darfur Region, UNDP Sudan, pp.12-13

donors agree that CMCs should not become competitors of municipalities, as this would go against the national goals of the government. One donor explains:

*If municipalities get more organised than they should replace the CMCs. This country is trying to enhance the municipality control by governors, if this system is nationally built up its better for the government and its national goals. If CMCs exist too long and too firmly it would be a barrier for the entire nation, I question the longevity. CMCs and municipalities are a parallel structure and if CMCs get too strong it will get in the way of the bigger national goals. CMCs should not become competitors of municipalities.*

Donor

However, the evaluation team likes to point out that the CMCs will lose their independence if becoming part of government, as some suggest<sup>58</sup>. In fact, CMCs are not parallel institutions to municipalities, rather, they are local inclusive structures to identify, coordinate and implement humanitarian, development and peacebuilding activities in the communities, and should rather work hand in hand with municipalities.

As presented in the figure below, 86% of consulted CMC members received livelihood support through C2SP. Indicating that CMC members received more livelihood support than the population and beneficiaries, of whom 75% received support (see figure 17). The difference between CMC members and population/beneficiaries who received support is the highest in North Kordofan and West Kordofan, where respectively 26% and 10% of CMC members receive more livelihood support through C2SP than consulted population and beneficiaries.

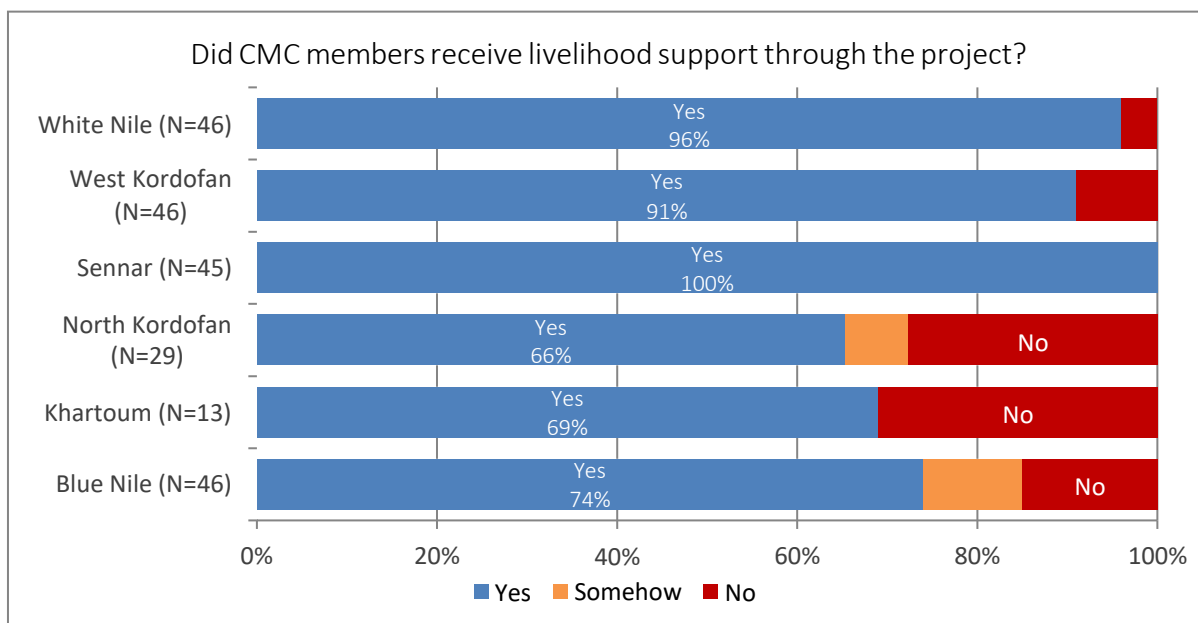


Figure 37 Received livelihood support CMC members through project  
According to CMC members

CMC members mostly indicate that the livelihood they received did not challenge the views of the community of their impartiality, one CMC member states:

<sup>58</sup> There is a discussion that CMCs may be absorbed into local governance structures only when and after the transitional period goes well and a democratic federal government is established. That means the transitional government sees and recognizes the utility of CMCs.



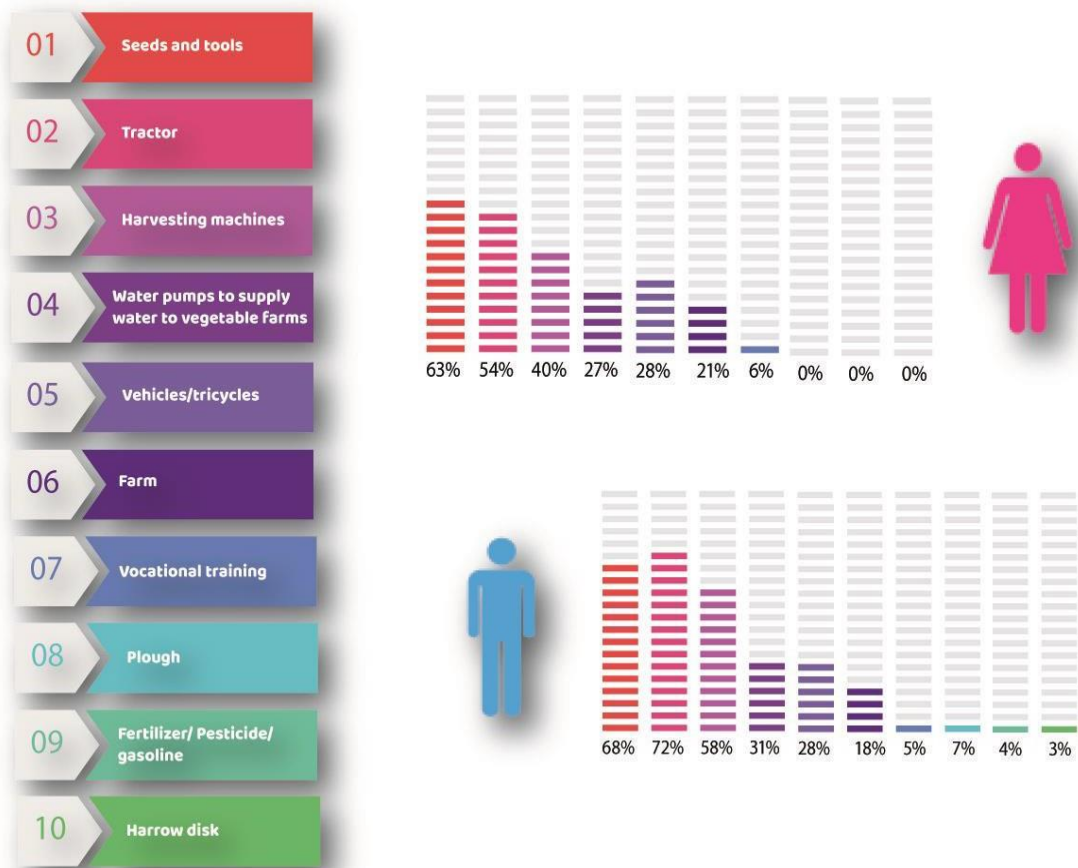
*Received livelihood support does not challenge impartiality. As long as there are common interests in our community, trust between us, and shared benefits that contribute to improving the economic situation in the community/area.*

CMC member, Blue Nile

According to the CMCs, no conflicts were created and the livelihood received did not contradict the purpose of C2SP because of the link between the economic support and stability. Further, in Blue Nile members indicate that as long as there are common interests shared and there is trust in the community, the benefits contribute to improving the economic situation in the community/area. However, in White Nile CMC members particularly report that it was a problem in the beginning but with the passage of time and the diligence of the committee, this view has changed.

CMC members mostly received seeds and tools, tractors and harvesting machines, as presented in the figure below.

### What type of livelihood support did you receive though the project?



According to 225 respondents.

Figure 38 Type of livelihood support received  
According to CMC members

Finally, the C2SP design predicted that successful social reintegration of a significant number of unemployed youth with conflict carrying capacities through peace-building, small arms control and

community economic infrastructure projects would contribute in strengthening the enabling environment for long term development and inclusive growth.<sup>59</sup> UNDP reports that 60% of beneficiaries provided with sustainable livelihood support were youth. A total of 11.059 youth at risk and people from other vulnerable groups have been trained in self or wage employments. From that group 75% is supported with training and inputs/start-up kits to undertake various livelihoods enterprises (see annex E). A majority (69%) of population and CMC members consulted confirm this, indicating that C2SP engaged all youth at risk (see figure 65).

18) Has the programme contributed to the capacity building of NGO IPs and government partners (SDDRC)?

The programme design assumed that the C2SP capacity development activities aim to develop lasting capacities and effects. For example, UNDP reports that CMCs’ performance and functionality were assessed after training and it was found that CMCs have become more organised.<sup>60</sup> According to UNDP, most of them now come to report meetings with their notebooks. Bi-weekly and monthly meetings were regularly conducted and attended by 90% of the total members.

A majority of consulted beneficiary institutions and DDRC staff indicate having received capacity development support. All received the orientation training including financial management and reporting, and training during the implementation on financial management, reporting, and monitoring. Although some complaints were expressed:

*The organisation is not committed to implementing the terms of the technical agreement.*  
Beneficiary institution, West Kordofan

Most of the IPs indicate that they did not receive any capacity development support<sup>61</sup>, and complain about being treated as a service deliverer, instead of a real partner that was supported. Further, they explained that capacity development activities were not planned for and neither that there were funds for this.

Capacity development support from UNDP was mostly provided through training and/or workshops, considering varying subjects such as conflict resolution, gender issues and COVID-19. Other capacity development support included club complex, provision of event equipment, literacy and project management. DDRC staff confirm that trainings were organised and prepared, one DDRC staff explains:

*I prepared a very good plan for capacity building, for our partners in various sectors. UNDP accepted it and were ready to fund even our mission outside the country, to train and build capacity. Because of corona virus we cannot do it now. We held some workshops before corona virus, for sectors and our implementers and organisations.*  
Key informant: SDDRC

<sup>59</sup> UNDP Sudan, C2SP Project Document 2015-2017, pp.23-24  
<sup>60</sup> C2SP, Annual Report, January-December 2016, p.17  
<sup>61</sup> IPs were referring to capacity development support in terms of needs not necessarily related to the project. The capacity development support you refer to here is strictly related to the project, more so than the broader organizational capacity needs. For example, capacity development support for one IP was related to governance issues and how they can improve that. Another IP said they would have liked to have staff development opportunities where their staff might have access to courses training on things like Excel, or more advanced accounting systems.

The vast majority of the beneficiary institutions, IPs and DDRC staff deem the received capacity development support from the UNDP effective (90%). One third of DDRC staff consulted declare that the program is still ongoing and therefore it is yet unclear whether this support is effective. According to the consulted beneficiary institutions, the capacity development support from UNDP was effective because it developed individual capabilities and because it strove towards permanent changes. Consulted IPs indicate the strengthening of social relationships and the bonding between farmers as an effective aspect of the capacity development support. Several local government officials explain that it was not the aim of C2SP to strengthen their capacities. A staff member of the Ministry Agriculture explains that they did not receive capacity development, and equally HAC did not receive support/capacity development. Differences per state can be observed: in Blue Nile and Sennar capacity development is confirmed, while in North Kordofan and West Kordofan it is not. In Blue Nile and Sennar C2SP mainly contributed to the capacity building of government partners by providing project opportunities and contributing to the implementation of government plans, as indicated by consulted local government officials.

When asked about the lasting effect of the capacity development support from UNDP, a majority of consulted beneficiary institutions, DDRC staff and IPs indicate that the effects will be long lasting. However, they indicate that it will only be long lasting if the capacity development support continues after C2SP, with more follow-up. The capacity development of communities and CMCs is of most importance. As presented in the figure below, a majority of the consulted community members report that consultations and training events on how to organise the community took place, with no significant difference between men and women.

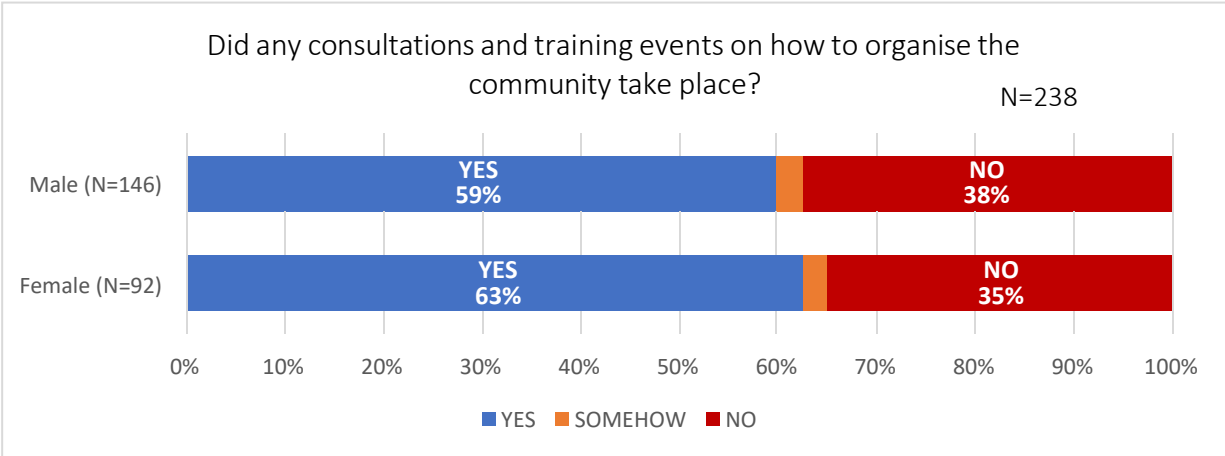


Figure 39 Presence of consultations and training events on how to organise the community According to population

According to UNDP, the capacity development activities of this project are indispensable and aim to develop lasting capacities and effects.<sup>62</sup> This will lead to the continuation of programme activities and positive impacts when external support comes to an end. Capacity building support is pertinent for C2SP, and UNDP reported it had worked to build up efforts in order to complement the sustainability of the programme’s capacity of the IP and line ministries which is a critical part of the programme.

<sup>62</sup> UNDP Sudan, C2SP, Annual Report, January- December 2017, pp.14-15

Periodic meetings were held with ministries and key government authorities, such as Ministry of Agriculture and Ministry of Animal Resources. According to UNDP,<sup>63</sup> needs assessment missions were conducted with the Ministry of Welfare and Social Security to involve them in the planning and identification of the projects, while ensuring the proposed interventions are in line with the local development plans. This involvement also established mutual trust with contacts from line ministries and will facilitate future planning and collaboration. In early 2016, four agreements were signed with the four targeted state ministries of agriculture in South Kordofan, West Kordofan, White Nile and Blue Nile to oversee and sustain the agriculture interventions.

Capacity development for SDDRC took mostly the form of workshops and trainings, according to DDR member consulted.

UNDP reports that specialised training has been provided for two SDDRC staff in Community Based Reintegration and Security (CBRS). Technical assistance has been provided to establish SDDRC and Sub Regional Arms Control Mechanism (SARCOM) websites. As an enhancement to SDDRC skills, three workshops were conducted on report writing, M&E and project management was delivered to SDDRC.

**Case study 2: Building solar stoves**

C2SP taught the local communities to build their own solar stoves under C2SP – building back better, access to clean energy – and employment.

20 participants attended the solar stove training: 10 women heads of household, four youth, three CMC members (two male and one female) and three female Hope Sudan staff.



However, the most feasible capacity development is at CMC and community levels where IP carried out training on managing the farming operations and services of the CMC, conflict resolution/mediation, and several livelihoods related trainings.

19) Were exit strategies appropriately defined and implemented, and what steps have been taken to ensure sustainability of results to support community stabilisation and women empowerment?

According to most consulted local government officials, exit strategies were appropriately defined and implemented. One local government official explains:

*The project had a limited timeframe and when it ended the IP had to exit.*  
 Local government official, North Kordofan

However, according to one donor the exit strategies are not appropriately defined and implemented:

<sup>63</sup> “Promoting Community Stabilisation and Enhancing Resilience of Vulnerable Communities”, C2SP, Annual Report March 2015- April 2016, p.23

*We do not know which community is reliant on themselves and which is not. We need to know for how long the need for support is there, when can C2SP be phased out from the communities? As donor we need to know this.*  
Donor

According to UNDP, the overall approach of C2SP is to work closely with SDDRC, line ministries, state authorities, NGOs, private sector actors, native administrations, local communities and grassroots institutions (village/community leaders, women's groups and individuals). Through capacity development activities C2SP aims to develop lasting capacities and effects that will lead to the continuation of programme activities and positive impacts when external support comes to an end.<sup>64</sup>

However, there is no specific evidence on the sustainability of each programme component (e.g. no specific indicator). Sustainability was assumed as a "by-product" of the programme outputs without any concrete examples. For example, in one of the annual reports, it is stated that "the livelihood opportunities and vocational trainings provided to the selected beneficiaries, C2SP builds resilience and enhances employability. The overall aim of these interventions is to enhance stability in the region, to build peace by strengthening the communities' resilience against potential conflict".<sup>65</sup>

However, there is some evidence that programme activities resulted in empowering women, including through fostering a value chain. For example, an animal farm targeting the women headed households and men in vulnerable positions was set up in the area. The farm is composed of 12 cows, a fence, store, shelter and six months fodders for the lactating cows. The group sells milk at the village of Elshaheed Afandi and in Damazin. The increased production of milk lowered the market price contributing positively to nutrition of children and mothers. The group also sells meat. The women managed to accumulate capital from such business and utilise part of this capital in launching new agriculture projects. The agriculture managed to secure two sorghum sacks per household of the farm's members for selling. The animal farm managed to bring those women together to implement their business plan. Training was also provided to 60 trainees (10 men and 50 women) beneficiary of animal fattening which was provided by General Directorate of Animal Resource.<sup>66</sup>

As presented in the figure below, 25% of the beneficiaries rate the work of the CMCs with the highest score of 10. The further scores are presented in the figure below, with no significant differences between the sexes. However, men relatively use least happy (1) and most happy (10) slightly more than women do. Most women indicate their happiness in the middle of the scale, rating their happiness with a five, whereas most men rate their happiness with the work of the CMC with a ten.

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<sup>64</sup> UNDP Sudan, C2SP Project Document: 2015-2017, p.23

<sup>65</sup> UNDP Sudan, Community Security and Stabilization Program (C2SP): Final report, August 2017- December 2019, p.8

<sup>66</sup> UNDP Sudan, Promoting Community Stabilisation and Enhancing Resilience of Vulnerable Communities: C2SP Annual Report March 2015- April 2016, p.11

## How happy you are with the work of the CMC?

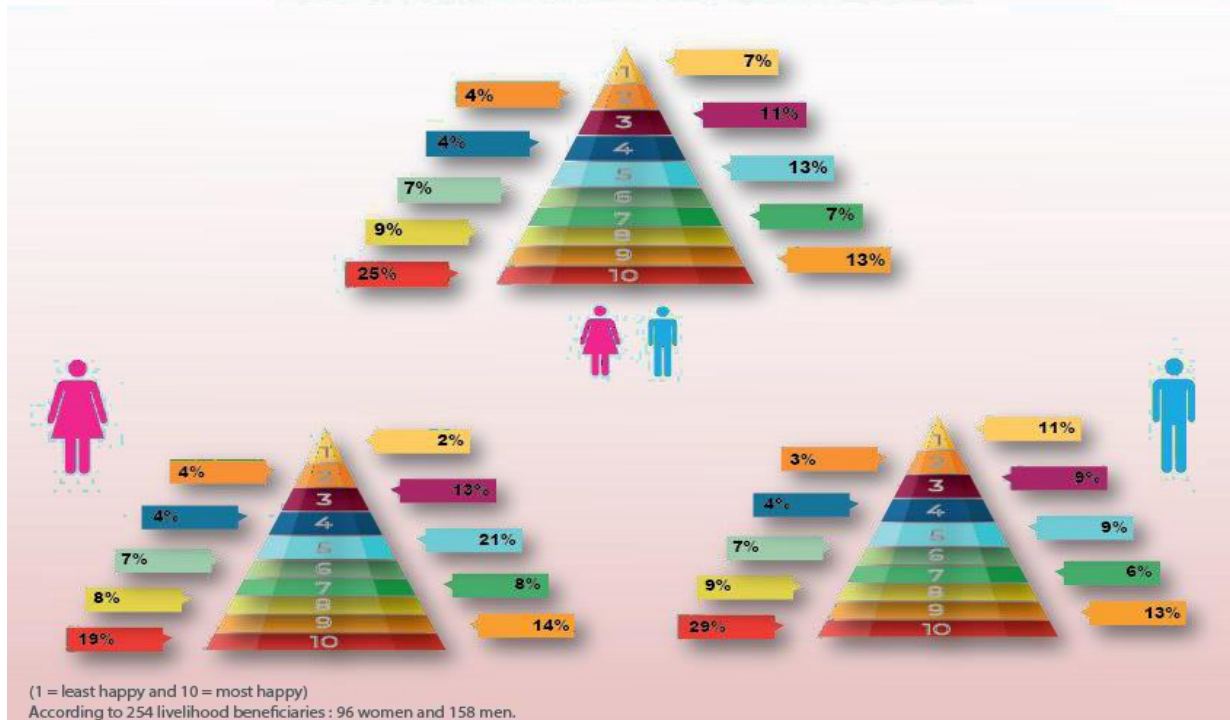


Figure 40 Happiness with work CMCs  
According to livelihood beneficiaries

The large majority of beneficiary institutions, DDRC staff, IPs, private sector partners and UN/project staff evaluate the practice of setting up CMCs positively. Most of the respondents indicate that the CMCs are a major success of C2SP, that CMCs are representative/inclusive and ensure sustainability. Other reasons for being positive include that they are leading role in C2SP (on the ground). The respondents who view the practise of setting up CMCs negatively mainly indicate that they do so because the community was not enough involved in the process or because it led to conflicts and disagreements.

UNDP usually ensures that all economic assets are handed to CMC executives who are endorsed by local authorities and legally registered by the relevant government entities. However, the example below, which might not be representative but is still important to note:

*The process of setting up CMCs as it is now does not put the community in charge. The power and decision-making of the CMCs is still in the hands of the Omdas and not the community. This has also caused problems and confrontations after the revolution especially between the youth and the traditional leaders. In one location the equipment was handed over to the Omda and the youth in the community, who were from the revolutionary committees, objected and wanted to burn the equipment. SDDRC intervened and took the equipment in its custody until the matter could be solved. UNDP had procured the equipment in Khartoum and just sent it to the Omda in his location without the proper procedures.*

Key informant: DDRC staff, White Nile

When asked about the maintenance of community infrastructure after C2SP, a majority of consulted beneficiary institutions, IPs and UN/project staff indicate that the CMCs will bear the responsibility of this.

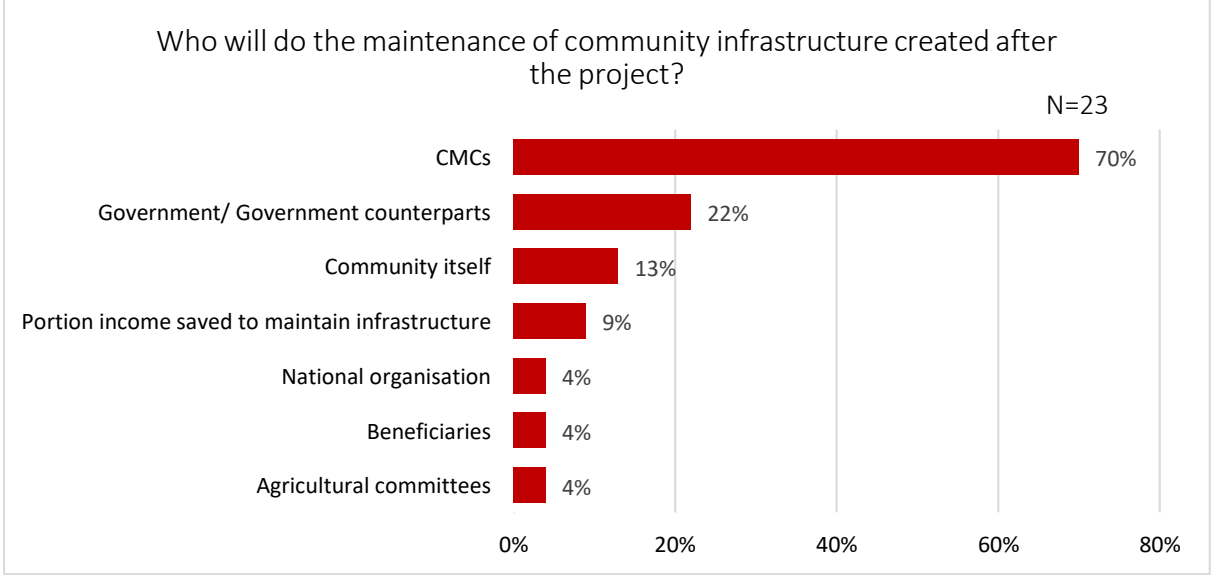


Figure 41 Maintenance of community infrastructure after C2SP  
According to project staff, UN, donors, beneficiary institutions and IPs

As presented in the figure below, the majority of the respondents evaluate the sustainability of the initiated or enhanced community security committees or other mechanisms to support small arms control and violence against women and youth positively (61%). However, all consulted beneficiary institutions believe that these committees and mechanisms are not sustainable after the closure of C2SP. Major differences in this can be observed between different states. In North Kordofan no respondents deem the committees or other mechanisms sustainable, while in South Kordofan all respondents deem these sustainable.

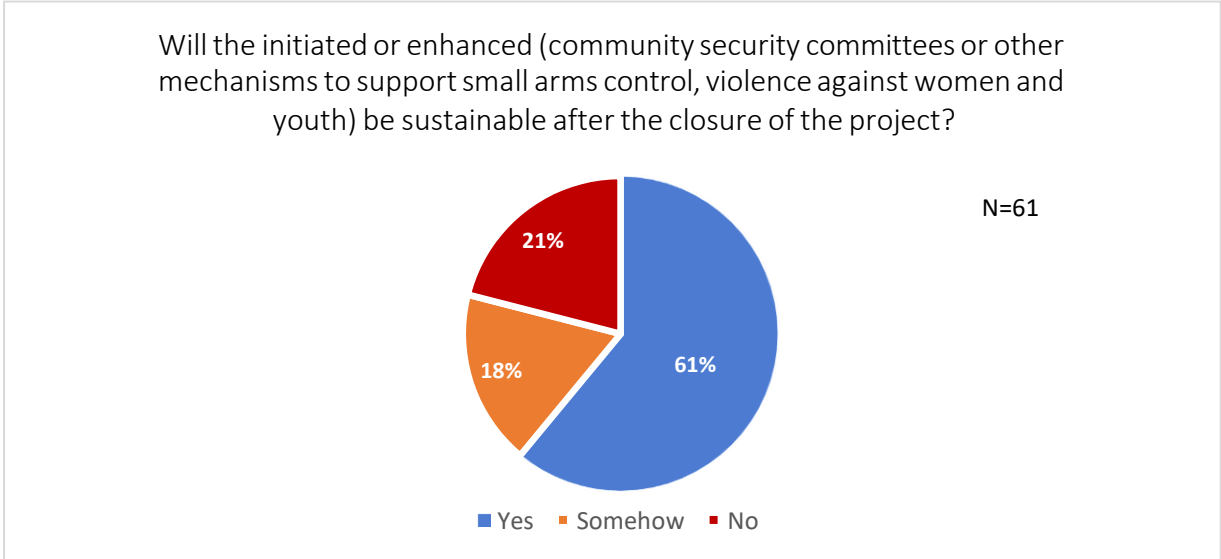


Figure 42 Sustainability of community security committees or other mechanisms  
According to beneficiary institutions, DDRC, IPs and UN and project staff

Respondents provide multiple reasons to explain why the committees or other mechanisms to support small arms control and violence against women and youth are sustainable. They state that



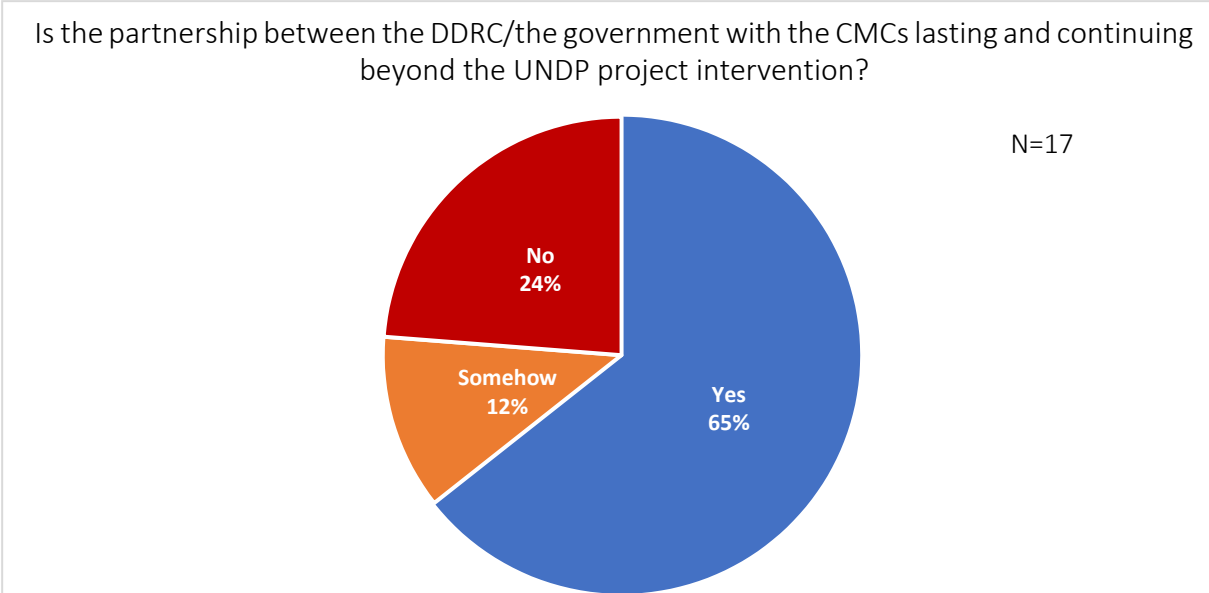
CMCs promised to continue after the closure of the project and that they have the capacity to do so. How these mechanisms are sustainable is explained below by an IP from Sennar:

*One of the things that the project worked hard on is consolidating the concept of stability for these projects by forming community committees for them, and the second thing is to teach these committees how to maintain and manage the continuation of these projects.*  
 Implementing partner, Sennar

Reasons why respondents believe that the committees are not sustainable include the weak awareness raising activities.

20) How did the development of partnerships at the national and state level contribute to sustainability of the results?

As presented in the figure below, the majority of beneficiary institutions, DDRC staff, IPs and private sector partners consulted believe that the partnership between the DDRC and the CMCs is lasting beyond C2SP interventions. However, roughly half of the private sector partners and beneficiary institutions indicate that the relationships between the DDRC/the government with the CMCs are not lasting.



*Figure 43 Future of partnerships between the DDRC and CMCs*  
 According to beneficiary institutions, IPs, private sector partners and DDRC staff

77% of beneficiary institutions, DDRC staff, IP and private sector partners consulted indicate that the partnership between the DDRC/the government and the CMCs is (somehow) continuing after C2SP interventions. Beneficiary institutions note that this partnership will remain through consultations, follow-ups and group work, providing sufficient information, communication and support. DDRC staff explain that the partnership is lasting due to the willingness for success. Further, IPs believe that the lasting partnership is mostly due to the fact that C2SP generates sustainability and because it works together with CMCs. Private sector partners indicate that there are benefits or profits from the venture which results in an enduring partnership.

As early as 2015, UNDP states that the sustainability of CMCs is key in the programme implementation and sustainability. CMCs are a capacitated community-based structures that will remain behind after



UNDP exit to ensure sustainability of the projects and fulfilment of its long-term stabilisation impact. To ensure their legitimacy, CMCs were registered at Ministry of Social Welfare and trained by UNDP IP to manage the entire project on behalf of their respective community, through providing general oversight for planning, implementation and monitoring project activities.<sup>67</sup>

UNDP reports against their indicators (see annex E) that six local and federal governmental entities successfully delivered services in target communities across different state, see table below. According to UNDP all six of these entities developed plans on state level to sustain projects outputs in target communities. However, when the evaluation team asked about these plans, UNDP added that these were not plans per se, but rather discussions with the technical persons of the different ministries on how their plans and C2SP interventions will complement each other for sustainability. This could also explain how plans to sustain outputs were developed by entities in locations where they did not deliver services.

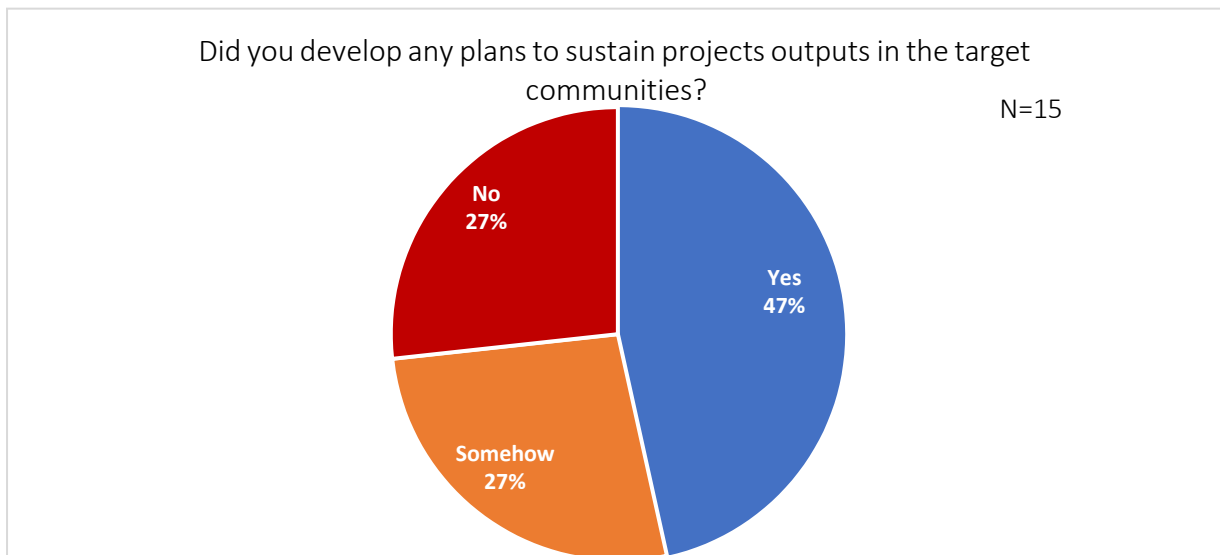
	Local governmental institutions that successfully delivered services in target communities	Local governmental institutions/federal governmental entities that develop their plans to sustain project outputs in target communities
Sennar	State Ministry of Agriculture	
White Nile	State Ministry of Agriculture	State Ministry of Agriculture
		State Ministry of Social Welfare
		Water Corporation
West Kordofan		State Ministry of Agriculture
		State Ministry of Social Welfare
	Water Corporation	Water Corporation
Blue Nile	SDDRC	
	State Ministry of Agriculture	State Ministry of Agriculture
	State Ministry of Social Welfare	State Ministry of Social Welfare
	Water Corporation	Water Corporation
North Kordofan	-	
South Kordofan	SDDRC	
	State Ministry of Agriculture	State Ministry of Agriculture
	State Ministry of Social Welfare	State Ministry of Social Welfare
	Water Corporation	Water Corporation
Khartoum	-	

Figure 44 Governmental entities who delivered services and develop sustainable plans

According to UNDP, see annex E

When asked about the development of plans to sustain project outputs in the target communities, a majority (74%) of beneficiary institutions, DDRC staff and IPs consulted indicate that they have (somehow) developed plans to sustain project outputs in the target communities. 14 % of IPs, 50% of DDRC staff and 33% of beneficiary institutions indicate that they did not develop any plans to sustain project outputs.

<sup>67</sup> “Promoting Community Stabilisation and Enhancing Resilience of Vulnerable Communities”, C2SP, Annual Report March 2015- April 2016, p.11



*Figure 45 Plans developed to sustain projects outputs*  
According to beneficiary institutions, DDRC and IPs

Beneficiary institutions state that the plans they developed in order to sustain projects outputs include affordable farming prices, the provided tractor by the CMC, that CMC sponsors new tasks and by farming the land. Furthermore, they also indicate plans to generate income, to support the CMC and to provide education for women in rural areas. DDRC staff declare that the activities brought peace and stability which results in sustained project outputs in the target communities. IPs mainly indicate plans developed to sustain the formation of the CMCs, the three-year plan of the CMCs, registering, training and providing bank accounts for the CMCs.

When asked why there were no plans developed to sustain projects outputs, beneficiary institutions and IPs mostly indicate that there are no concrete plans. Further, they indicate that national organisations act alone, that the project ended and also that it is too early in the process to develop these plans. A majority of CMC members indicate that local non-governmental institutions also did not provide the CMCs with support to sustain the projects outputs. This is mostly the case in Khartoum, West Kordofan and Blue Nile. However, the majority of the consulted CMC members in Sennar and White Nile indicate that they did receive this support.

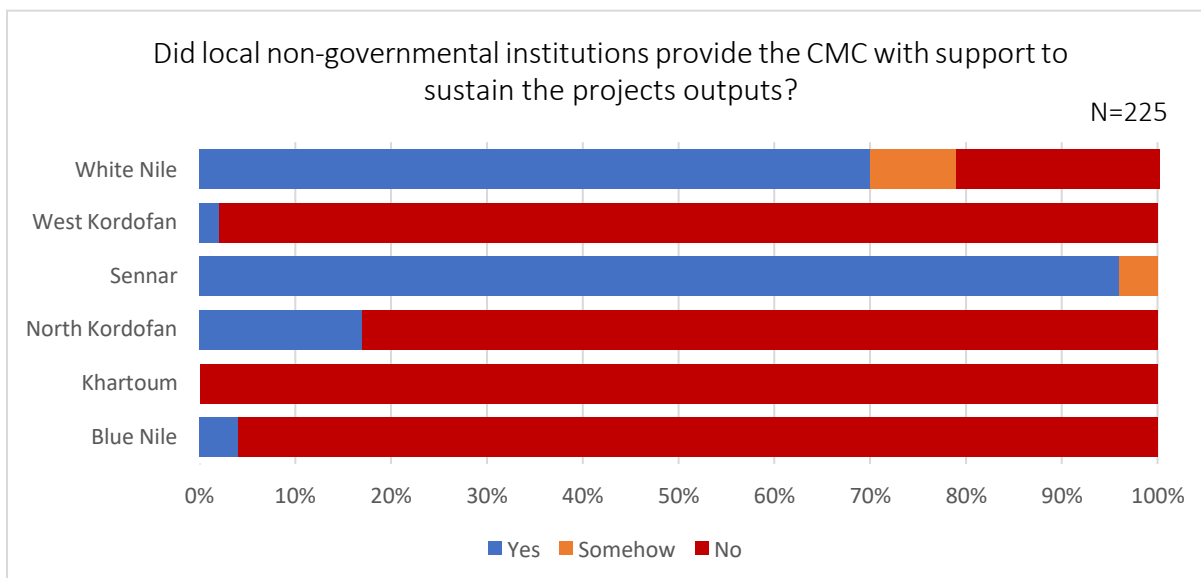


Figure 46 Non-governmental institutions support to CMCs  
According to CMC members

When asked to specify the support received by non-governmental institutions, CMC members mostly declare that they received workshops, training and that there is participation in project activities/management. In Sennar, respondents add to this that they received technical support.

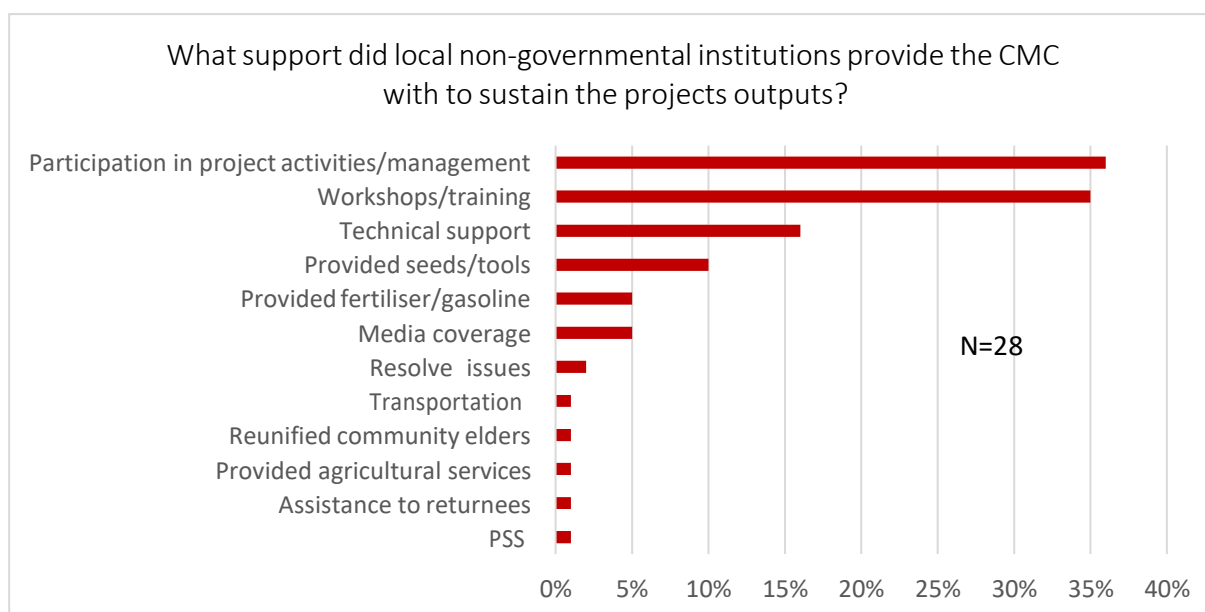


Figure 47 Support provided to CMCs to sustain project outputs  
According to CMC members

According to UNDP (annex E) the 68 CMCs developed plans to sustain project outputs in target communities. Throughout the programme 39 private sector companies successfully delivered services in target communities, however the target of 50 was not reached. Four private sector companies are investing in the irrigated schemes. However, throughout the evaluation private sector companies also report that they are not willing to continue the work with the CMCs, for example due to CMCs internal differences and conflict.

*The partnership with the CMC was positive when we worked with them during the agricultural season of 2019/2020. We had wanted to continue working together with the farmers via their CMC but there were differences between them and we preferred to stay out because these differences may have undermined our work and productivity. The differences and conflict in the community led to us discontinuing to work with them.*  
Key informant: private sector partner

As presented in the figure below, a majority of the consulted CMC members indicate that the service delivery of local government did not provide the CMCs with support to sustain the projects outputs, with no significant difference between men and women.

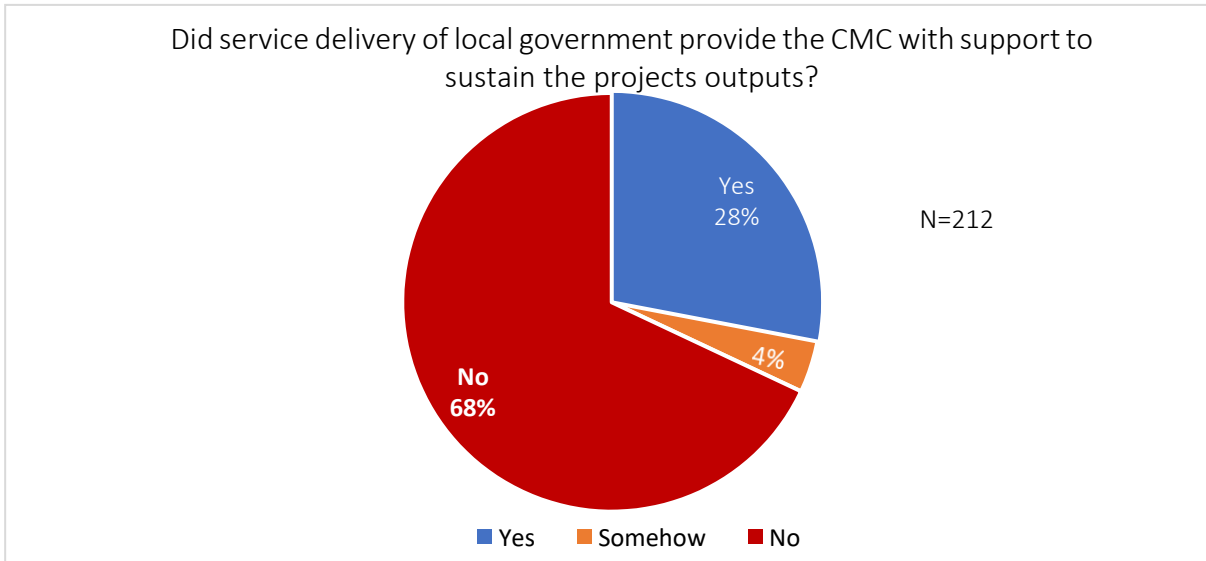


Figure 48 Service delivery of local government to CMC to sustain projects outputs  
According to CMC members

## 2.6 IMPACT

21) What has been the general effect (both positive and negative) of the programme on its direct and indirect beneficiaries?

An independent review<sup>68</sup> concludes that the programme is having notable impact on improving the productivity of livelihoods and on inclusion, especially of women and youth, in decision-making through the establishment and registration of representative local committees. As presented in the figure below, during this evaluation indeed the most mentioned positive effect of C2SP on its direct and indirect beneficiaries is increased livelihoods, employment opportunities, productivity and income. Second, local government officials, UN and project staff highlight positive effects on livelihood and employment opportunities, security and stability, agricultural inputs, equipment and services.

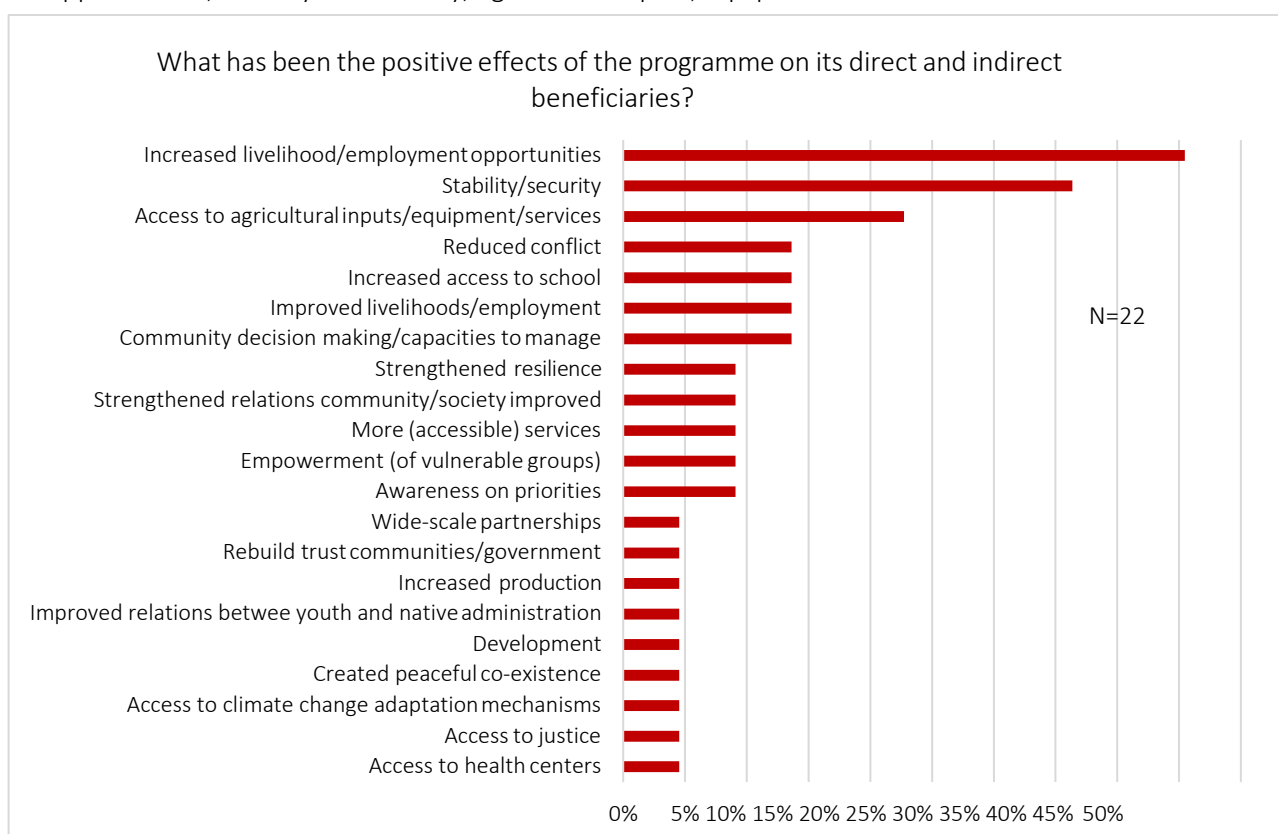


Figure 49 Positive effects of the programme  
According to local government officials and UN/project staff

C2SP's impact on income is explained by SDDRC staff:

*The project economically raised the income of the people, now they are very rich. They have accounts and money in the bank. Some have new assets to their projects. For example, in one of the communities the project was a water well, and from the income of this project they built two big schools.*

Key informant: SDDRC

Community ownership and decision-making is mentioned by 17% of respondents. Further, UNDP states that the involvement of the CMCs in the beneficiaries' selection had a positive impact and it demonstrated their sound capacity in community management. Further CMCs played a key role in the

<sup>68</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.2

management of the generated income from C2SP assets, have played a key role in identifying and registering land.

According to an annual report of 2016, CMCs initiated collaboration with government departments to oversee project activities on behalf of communities.<sup>69</sup> However, the evaluation finds little evidence of this, and points to this as an area of potential improvement in the actual implementation.

### Most Significant Change

Figure 50 below presents the Most Significant Changes created by C2SP according to the participants of this evaluation. While the large majority identifies positive change, about a quarter of the respondents, with no significant differences between the sexes, express C2SP has created little or no change. Increased productivity and income are the most mentioned changes, followed by access to education and new skills, and stability. Especially women highlight the change brought by C2SP in terms of having new skills. However only 67% of the women trained are still using their skills (see figure below), pointing to the need to revisit the choice of skills in terms of market responsiveness, or other hurdles why people not actually use these new skills.

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<sup>69</sup> "Promoting Community Stabilisation and Enhancing Resilience of Vulnerable Communities", C2SP, Annual Report March 2015- April 2016, p.20

# What is the most significant change created by the project?



According to 719 livelihood beneficiaries, CMC members, implementing partners, beneficiary institutions, private sector actors, local government actors, SDDRC staff and the population.

Figure 50 Most Significant Change

Local government officials indicate stability and increased income as most significant change of C2SP. One local government official explains:

*The real change for us is changing the lives of our societies because we consider it a part of its components, and therefore all aspects that affect them are considered priorities for us, and the real change was to provide safety and stability to these societies.*

Local government official, Sennar

6% of the respondents also indicate that the access to technology as the most significant change for the community. As one key informant from the UNHCR states:

*The most significant change is the access to technology, without this project the community could not have access to these types of technologies and could not increase and advance their production. I'm talking about tractors and C2SP supporting the improvement of irrigation canals, making water more available and these types of things. From here the community can use their lands more efficiently.*

Key informant: UNHCR

Importantly, figure 51 presents that the majority of the respondent believe that this change can be attributed to C2SP. Among them, CMC members, beneficiaries and local government officials mostly confirm, pointing to their direct involvement in C2SP. However, according to 35% of the population the changes are not related to C2SP, and according to several government officials, attribution can only partly be established.

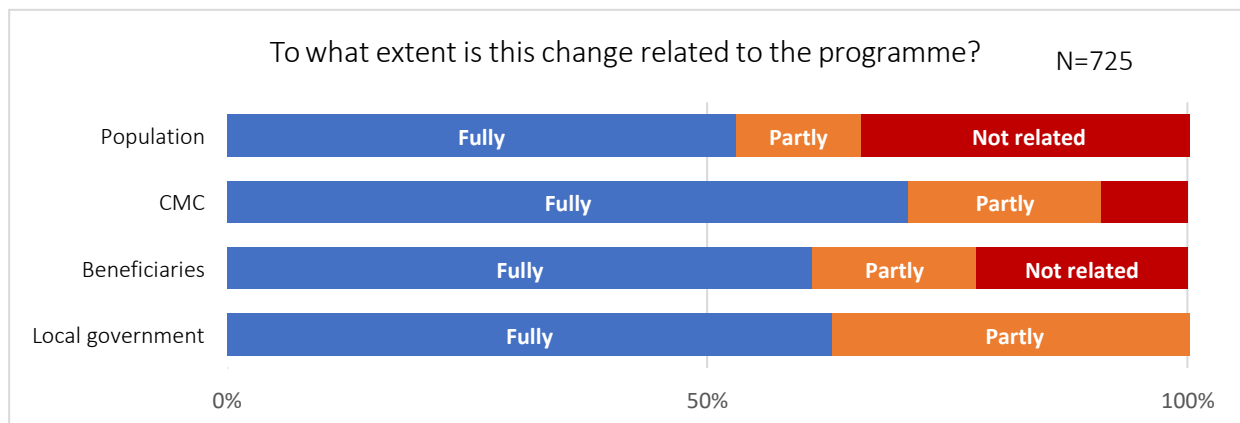


Figure 51 Change related to C2SP

According to local government officials, beneficiaries, CMC members and population

### Disappointments

As presented in the figure 53 below, when asked 41% of all respondents indicate that they are satisfied with C2SP and have no disappointments. Overall, the most often disappointments expressed are related to the lack of or quality of social services, the limited quantities of machinery and tools received, followed by the poor results, targeting and sustainability related issues. In this, significant differences per state can be observed. For example, disappointments with social services are especially high in Sennar and White Nile, while hardly or not mentioned in other states.



What is your biggest disappointment with the project?							
	Blue Nile	Khartoum	North Kordofan	Sennar	West Kordofan	White Nile	Total
No disappointment/satisfied	36%	81%	79%	34%	61%	17%	41%
Services (water, sanitary, education and health, bad quality)	1%	0%	0%	38%	4%	46%	21%
Limited quantities of machinery and tools received	16%	4%	4%	7%	11%	29%	13%
Results (project failed, poor results, promises not fulfilled, disagree with the project, little options for beneficiaries, not comprehensive, unrealistic projects)	15%	3%	4%	1%	5%	2%	8%
Targeting (little scope, unfairness in distribution, host communities do not benefit, little participation of women, did not include youth, only the CMC benefited, CMC not inclusive)	2%	4%	5%	7%	10%	6%	8%
Sustainability (no follow up, no sustainability/continuation of the project /limited duration, little support to CMC members, little ownership of the community)	20%	5%	5%	3%	1%	0%	7%
Management (bad administration, planning, limited government contribution, overlap in projects)	6%	1%	1%	2%	7%	6%	5%
IPs (delays, failure in service delivery from partners, low capacity of IPs, no supervision of IPs)	4%	1%	1%	0%	1%	1%	1%
Infrastructure (limited access to infrastructure, electricity)	0%	0%	0%	1%	0%	4%	1%
Vocational training (limited workshops, trainings)	1%	0%	0%	0%	4%	0%	1%
Coordination (no consultation, bad coordination between actors)	2%	0%	0%	0%	1%	1%	1%
Impact (stability not reached, all priorities not addressed, slow change, too soon to evaluate impact)	2%	0%	0%	2%	0%	1%	1%
Do no Harm (created conflict)	0%	0%	0%	0%	0%	0%	1%
No women or youth centre	0%	0%	0%	1%	0%	3%	1%
Limited fund/budget	2%	1%	1%	0%	0%	0%	1%
VCD (no expansion of agricultural projects)	0%	0%	0%	2%	0%	1%	1%
Additional costs generated for beneficiaries	0%	0%	0%	0%	1%	1%	0%
PI (lack of visibility of the project, little community awareness)	1%	1%	1%	0%	0%	0%	0%
Number of respondents	122	75	78	131	137	157	719

Figure 52 Biggest disappointment with C2SP

According to population, livelihood beneficiaries, CMC members, project staff, UN, donors, local government, beneficiary institutions, IPs and DDRC staff

### Impact on reducing conflicts

In the original situation analysis conducted by UNDP, on-going and protracted conflicts identified include conflicts related to NRM, such as competition for land and water, and deforestation. Moreover, self-protection and personal security have led to the demand for SALW, which in turn increases the likelihood of armed violence. Further, intra-inter community conflicts, nomadic movements and clashes between tribes and communities create conflict and span across states. Other conflicts identified include on-going hostilities between the government of Sudan and the SPLM/N as well as limited economic opportunities exacerbated by an influx of refugees.<sup>70</sup>

<sup>70</sup> UNDP, Project document (2015-2017): Community Security and Stabilization Programme

Respondents during this evaluation cite several types of conflict in their community, as presented in the table below. With significant differences across the states, the mostly cited are clashes between farmers and shepherds, land disputes, and conflicts over natural resources. It is worth noting that half of respondents in North Kordofan (50%) indicate that there are no conflicts in the community. As there is no systematic monitoring on types of conflicts, no conclusions can be drawn if C2SP had an influence on the type of conflicts. C2SP is advised to do so in future, as it is important to monitor if conflict dynamics change in the areas of intervention.

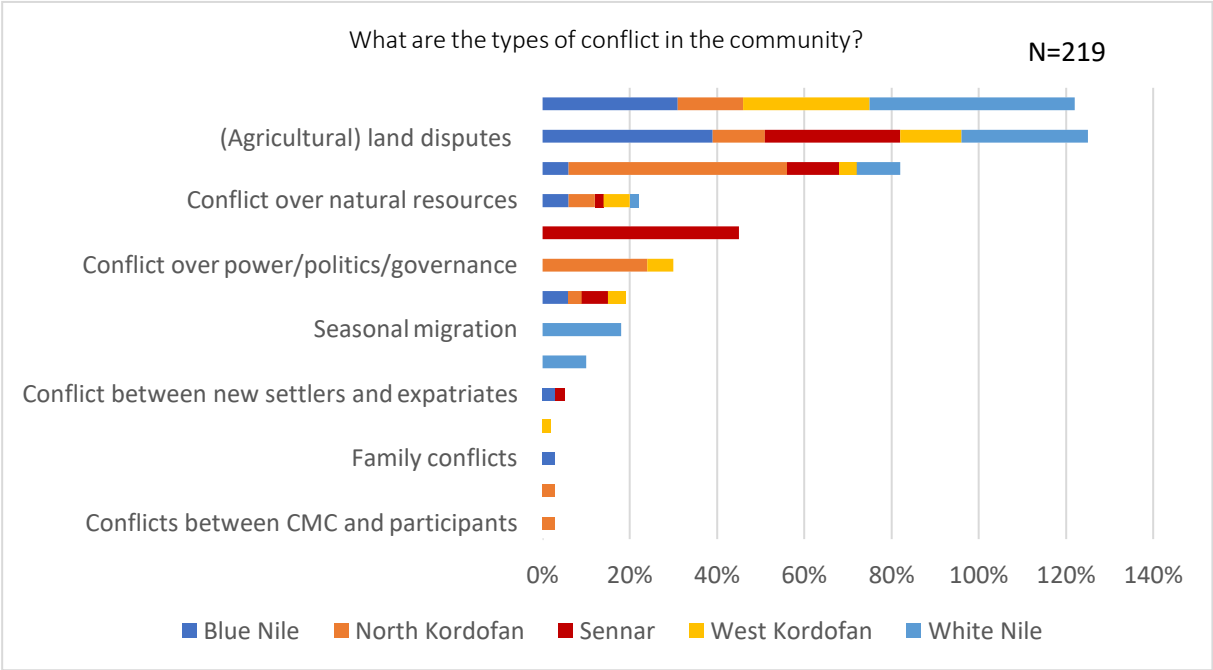


Figure 53 Types of conflict in communities  
According to population, CMC members, local government, beneficiary institutions and IPs

According to the large majority of the population and livelihood beneficiaries, across the states, there are mechanisms for conflict management available in their communities.

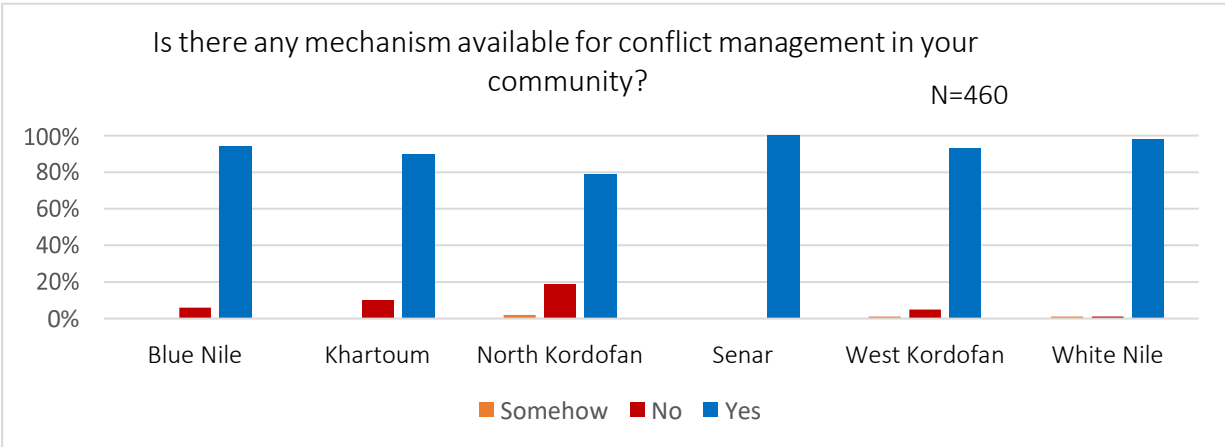


Figure 54 Present mechanism for conflict management  
According to population and CMC members

Nearly all consulted CMC members and population feel that the mechanisms for conflict management are functioning effectively, as presented in the figure below.

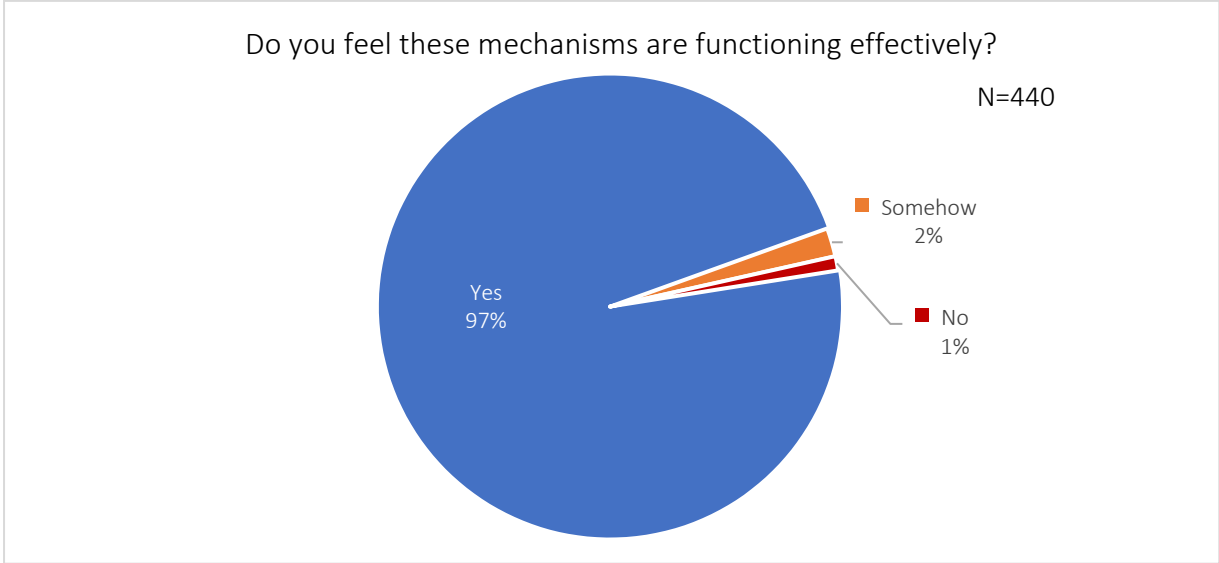


Figure 55 Perception on effective functioning mechanisms According to CMC members and population

All CMCs members in the FGDs confirmed these findings. CMC members mostly cite traditional leaders (Omdas, sheikhs), elders, executive government departments (executive officers for locality) or the formed CMCs as the mechanism. According to them, these mechanisms were strengthened by C2SP through conflict resolution trainings and workshops. This is confirmed by UNDP who reports that in the 68-community stabilisation/ security initiatives implemented, included peace-building/conflict management, mediation and dialogue.

Importantly, the vast majority of the population and CMC members deem that the mechanism available for conflict management are inclusive (94%), with no significant difference per respondent group. However, as presented in the figure below, in North Kordofan, 28% of respondents indicate that the mechanism available for conflict management is not inclusive and 9% somehow.

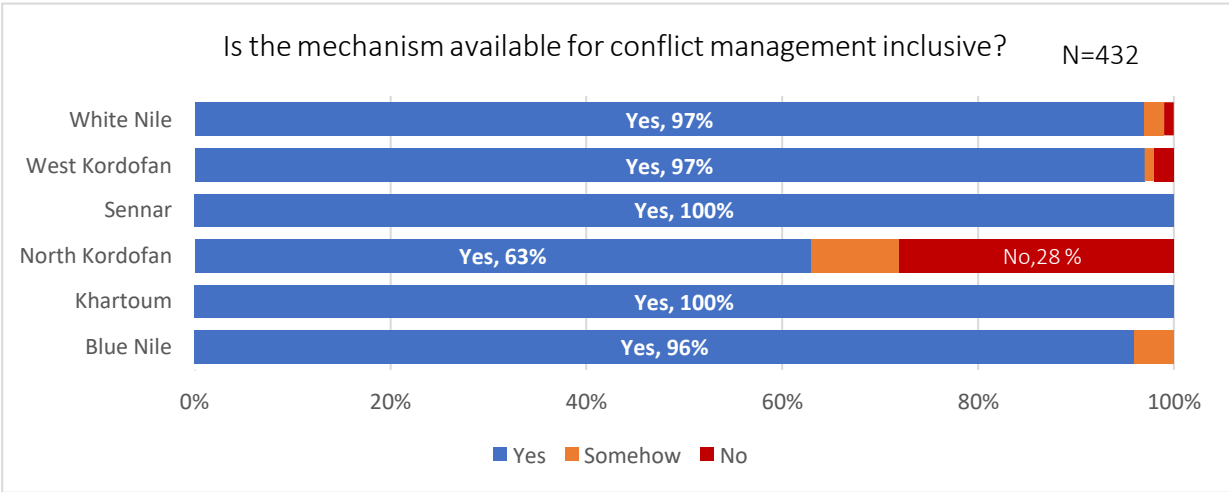


Figure 56 Inclusiveness mechanism for conflict management per state According to population and CMC members

The evaluation concludes that in most cases, communities are indeed empowered to lead conflict resolution and peace-building activities. For example, in South Kordofan State, (Kokaya) a peace-building and conflict resolution training was organised to target CMC members, women, youth, NA and key community members. The training topics included: peace-building & conflict resolution, conflict sensitivity, conflict analysis, NRM, gender in peace-building, peace advocacy, dialogue and mediation. The training was attended by 40 persons (17 women, 23 men). It was facilitated by a peace-building expert from the peace & development studies centre, Dillinj University, South Kordofan State. UNDP reported that following the training, the participants were able to develop an action plan which enabled them to implement peacebuilding and community outreach activities to address conflict issues in Kokaya.

One local government official from Sennar notes:

*Among the positives that resulted from the project is that the issue of conflicts has completely disappeared and has become non-existent, and the best proof of that is the developmental boom that the people of the region witnessed.*  
 Local government official, Sennar

Further, most of the respondents (86%) found that SALW initiatives contribute to reduce the weapon circulation, as presented in the figure below.

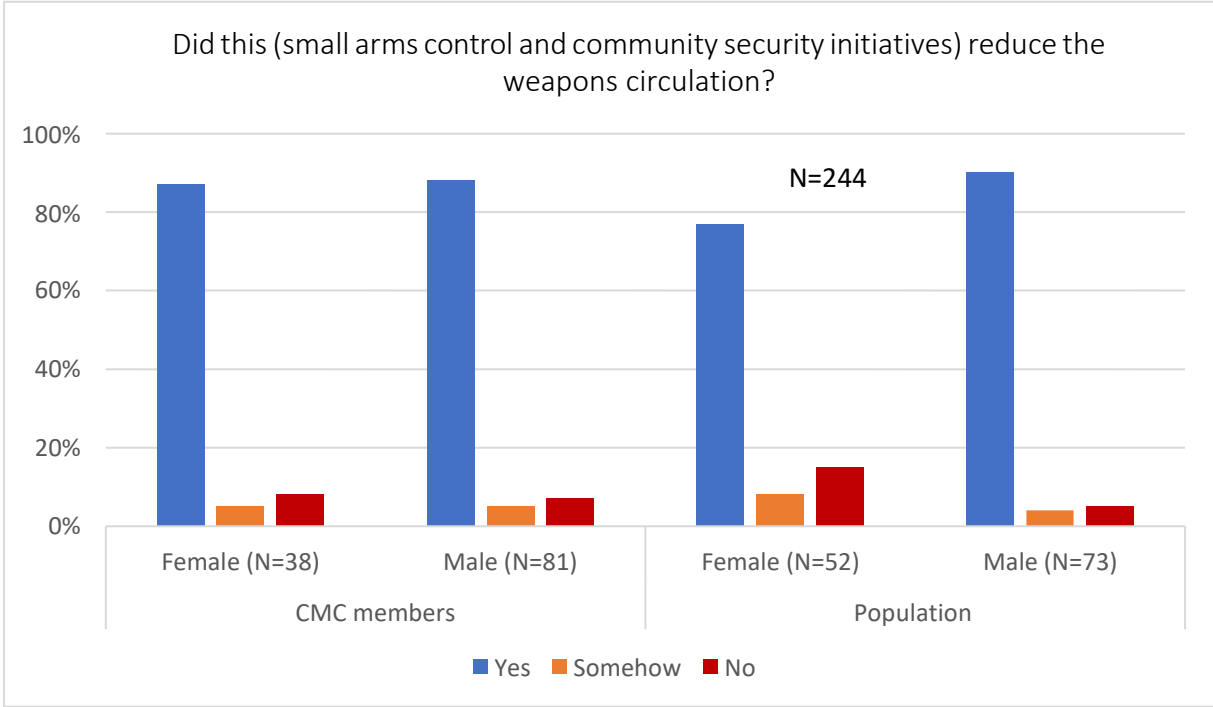


Figure 57 Did the control and security initiatives reduce weapons circulation According to CMC members and population

Cross-border initiatives

As presented in annex E, UNDP reports that only 18 out of the targeted 50 regional and cross border initiatives on small arms proliferation have been undertaken. According to UNDP this is due to the lack of access to some of the border communities.

The evaluation found little evidence of systematic cross border activities. Also, most consulted beneficiary institutions, IPs and SDDRC staff state that there are no cross-border initiatives between South Sudan and Sudan.

Were there any cross-border initiatives in support of community security, peace -building and small arms control between South Sudan and Sudan?

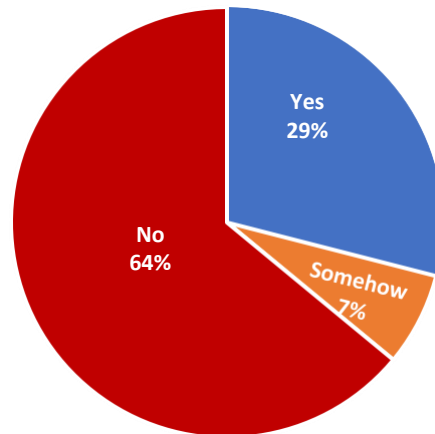


Figure 58 Cross-border initiatives between South Sudan and Sudan  
According to beneficiary institutions, IPs and DDRC

The cross-border initiatives named by respondents to support community security, peace-building and small arms control between South Sudan and Sudan are a football match and the monitoring of aid at the border. Further, SDDRC mentions the awareness raising activities on SALW, across borders:

*When you go to some states, you will find cross-border initiatives. The people there don't care about the borders, they move between two countries. Some from the south, some from the north. They move. Some of them are farmers, others pastoralists. So, we have to work within, they never make any problems or security hazard there, because we informed them that using small arms is very dangerous for themselves and others. We didn't collect any arms, just raised awareness.*

Key informant: SDDR

22) What are the different forms of impact that can be distinguished: direct and indirect, intended and unintended for project beneficiaries

When asked during the evaluation period about the different forms of impact on project direct versus indirect beneficiaries (direct and indirect, intended and unintended), UNDP made the following distinction:

- Direct beneficiaries include, but not limited to, those who receive agricultural training or vocational training and in-kind support, CMC members who received various capacity development trainings, water management or tractor management sub-committees' members who received technical training, and peace-building sub-committee members who received peace-building/conflict management training.
- Indirect beneficiaries include, but are not limited to, those who were given access to socioeconomic infrastructure/asset (e.g., water yard, renting a tractor), refugees and IDPs who do not own land/asset but are allowed to join agricultural activities as labour or income generation activities, and community members who received awareness raising, etc.

23) On training offered, what has happened with the knowledge gained in the training initiatives and skills development for project beneficiaries?

In order to establish the impact of the vocational training provided, most C2SP staff, UN agencies and donors consulted indicate that between 60% and 80% of the people still use their gained skills. 31% indicate that only between 30% and 60% of people still use these skills and 25% indicate that more than 80% of the people that received training still use these skills. UNDP reports that 75% from the total 11.059 (female and male) unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members who received trainings managed to access livelihood opportunities. Also, 1914 of the trained participants have been engaged with private sector.<sup>71</sup>

65% of the male and 67% of the female trainees consulted during the evaluation, indicate to work with the skills learned through the training, as presented in the figure below. This is lower than reported by UNDP.

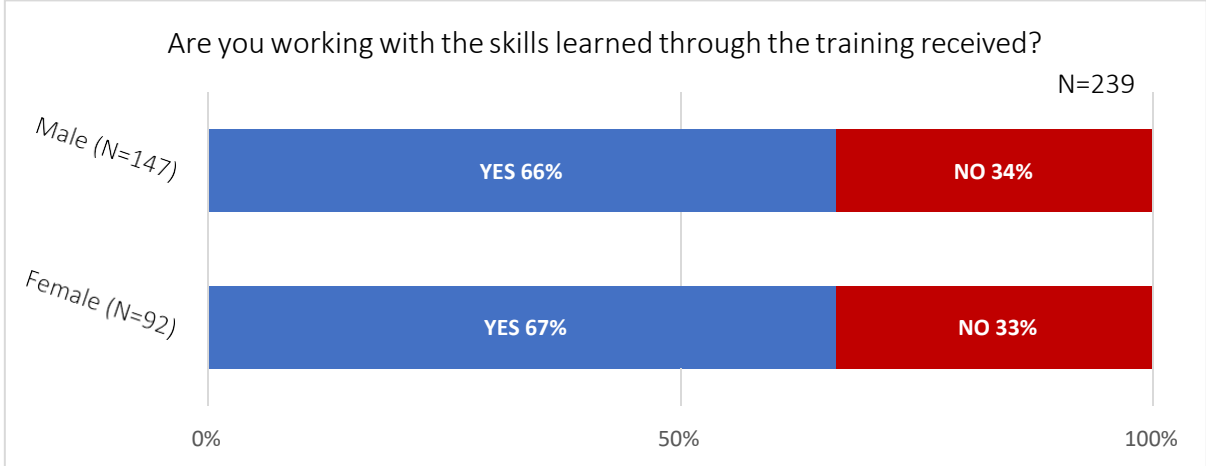


Figure 59 Working with skills learned through received training  
According to livelihood beneficiaries

When asked about the successes in sustainability of the trainings provided, the consulted project staff, UN and donors mainly attribute the success of the improved self-reliance of community livelihood and food security to the training. However, others indicate that the low level of education of the participants was a challenge in the sustainability of training provided. The rapid changes of market trends are also named as a challenge.

Of those who indicate not to work with the skills (one third of the trainees), many respondents indicate that there are no opportunities. This points to one weakness of C2SP, that lacks solid local market research, which should be used as the basis for offering courses. Others indicate that they did not have any money to buy the production inputs, which is in line with the observation that a large percentage of the trainees was not provided with BDS or microfinance after training.

However, there was some evidence from the interviews and FGDs suggesting that the trainings have contributed to self or wage employment. Further, trainings related to farming and agricultural extension services, combined with the farming inputs that were provided by C2SP (through the CMCs) have increased the income of individual community members – but these individuals were already self-employed in farming. In some instances, such as in White Nile state the plantation of cotton, previously unavailable opportunities for wage labourers for the cotton picking, became available.

<sup>71</sup> Indicator table self-filled by UNDP for this evaluation, December 2020

As presented in the figure below, a majority of beneficiaries indicate that the livelihood support provided to them has led, or somehow led, to sustainable income, with no significant difference between men and women.

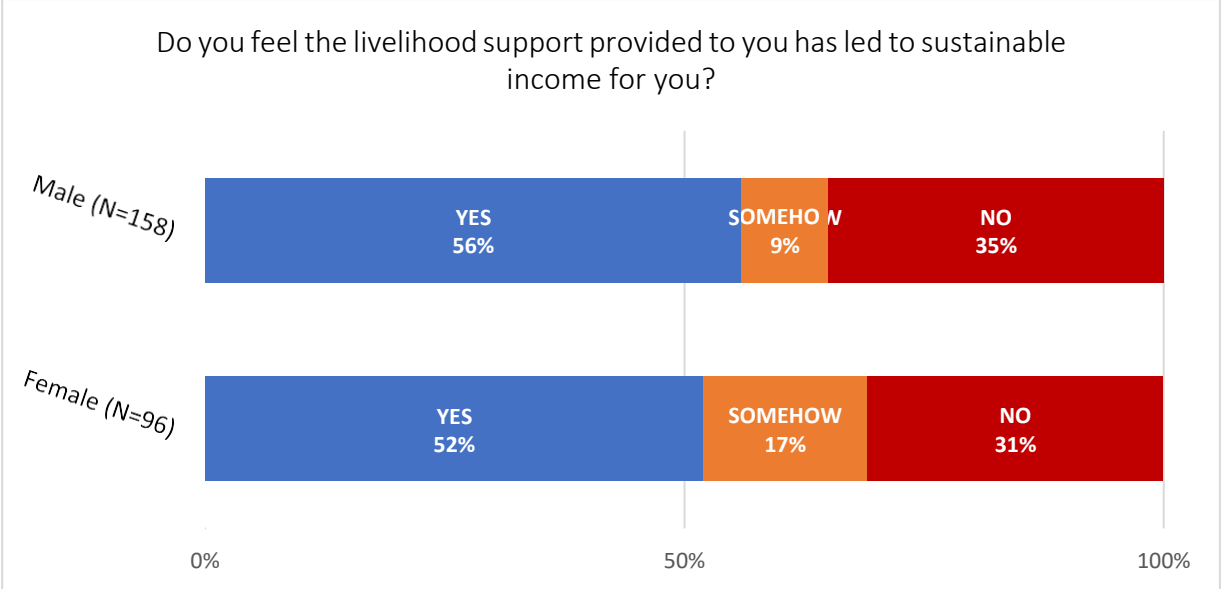


Figure 60 Did livelihood support lead to sustainable income?  
According to livelihood beneficiaries

When asked for the reason why the livelihood support did not generate a sustainable income, the consulted beneficiaries indicate that there was no support or that they did not receive it, as presented below. Further, the respondents state that the support is irregular, insufficient, or limited. Female respondents indicate that there are no or costly production inputs (14%), while no male respondent indicate this as a reason for the lack of a sustainable income. Further, a slightly higher percentage of male respondents indicate seasonal work as reason why the livelihood support did not lead to sustainable income.

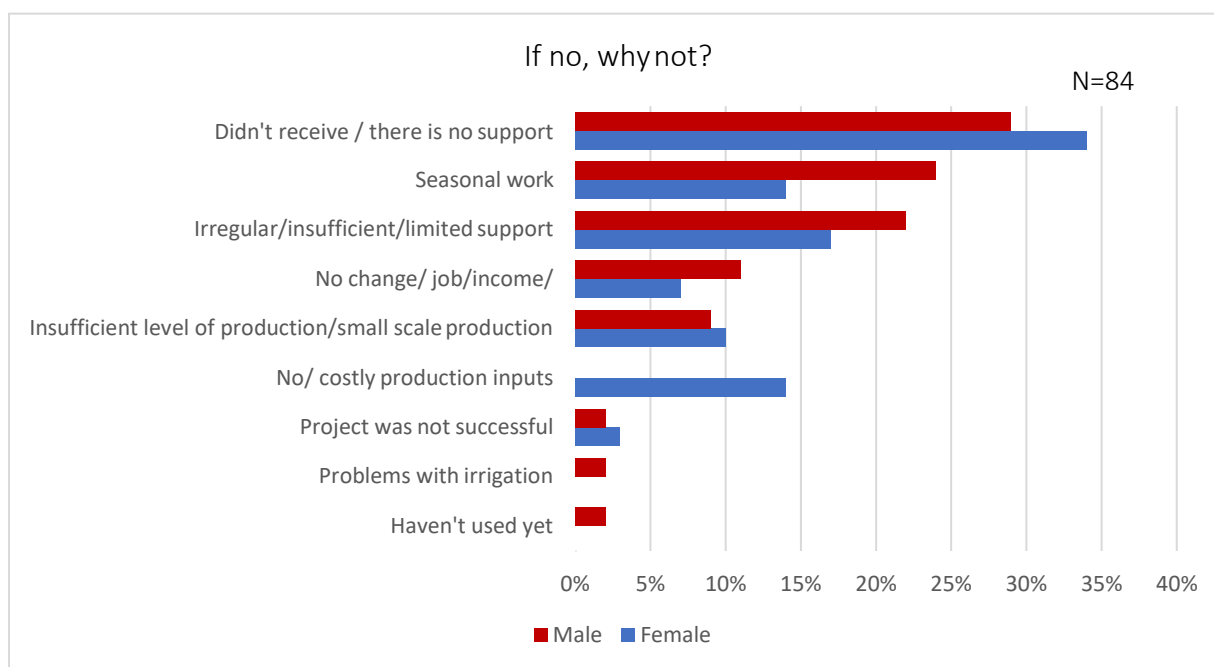


Figure 61 Why did livelihood support not lead to sustainable income  
According to livelihood beneficiaries

This private sector partner consulted in White Nile mentions a joint venture of farming cotton that created temporary jobs/employment for approximately 400 persons, mostly women and children. This statement raises concerns as UNDP explains when highlighted the rumour that children were working with: In our understanding, some of them were around 14-15 years old. Depending on the definition though, Sudan considers 13 or 14 youth. However the minimum working age is 15 and this needs more careful monitoring.

Further, the same private actor states that there are no sustainable jobs provided for youth:

*There were no youth employed or who found additional income through this venture with the community. The youth do not want to work on cotton picking – and our farming venture with the community did not benefit them.* Key informant: private sector partner, White Nile

## 2.7 INCLUSIVENESS

24) What was the level of community participation of beneficiaries particularly women and youth and other vulnerable groups?

Overall, 62% of consulted DDRC staff and population indicate that they feel included in C2SP, with no significant difference between men and women or between respondents above and under age 24. However, differences between DDRC staff and the population can be observed. All DDRC staff (100%) consulted indicate that they feel (somehow) included in C2SP, whereas 27% of the population feel not included in C2SP. Differences per state can also be observed. As presented in the figure below, all respondents in Sennar feel included in the project. This number is the lowest in North Kordofan, where only 34% of respondents feel included in C2SP.



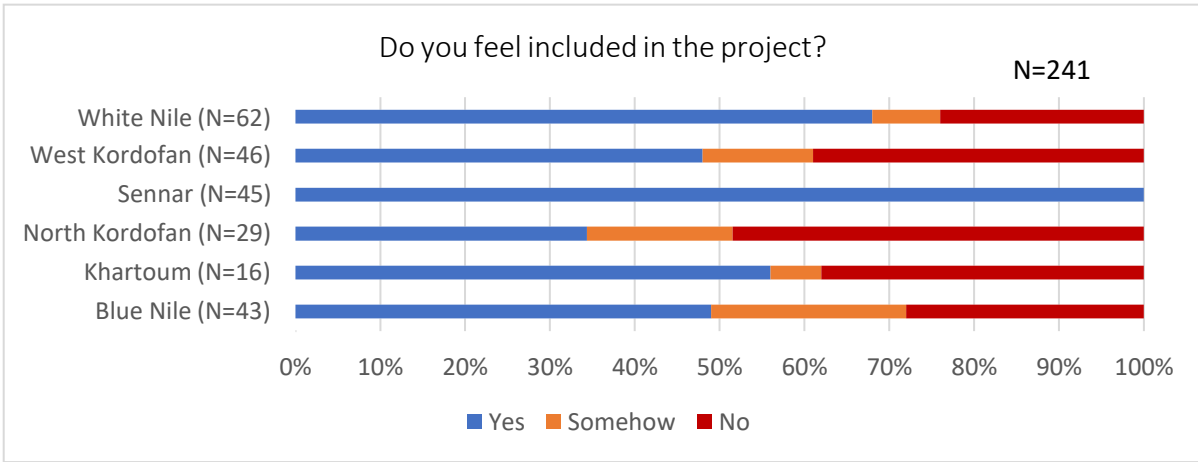


Figure 62 Feeling of inclusiveness in C2SP  
According to DDRC and population

Respondents indicate feeling included in C2SP mostly because they benefited from; agricultural services (25%), workshops (15%) and project services (14%). Out of the respondents, 13% indicate that they feel included due to indirect benefits because they are part of the community. Differences per gender can be observed. As presented in the figure below, men feel included because of agricultural benefits most, whereas women feel included due to workshop benefits and literacy class more. Other reasons reported are: access to items on the markets, access to jobs opportunities, C2SP contributed to plan agricultural season and improved living conditions.

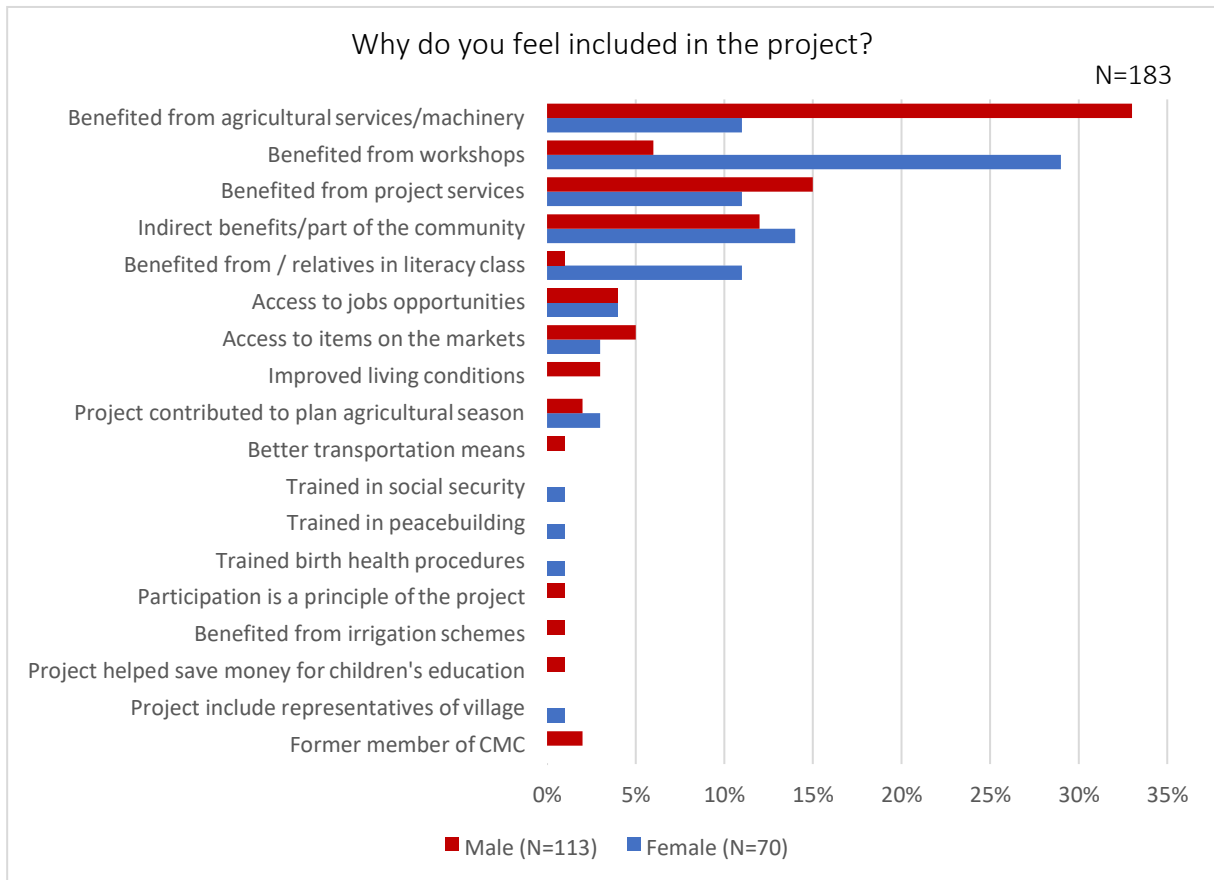


Figure 63 Reasons for feeling included in C2SP  
According to population and DDRC

As presented in the figure below, out of the respondents who feel not included in C2SP, 46% indicate that this is because they were not a beneficiary of C2SP and 12% feel that this is because of injustice. Differences per gender can be observed in the figure below. For example, female respondents name the distance and conflict as factors that made them not feel included in C2SP, while no male respondent indicates this. Also, male respondents explain that there was no space to plant and that limited agricultural machinery created conflict, whereas no female respondent points this out.

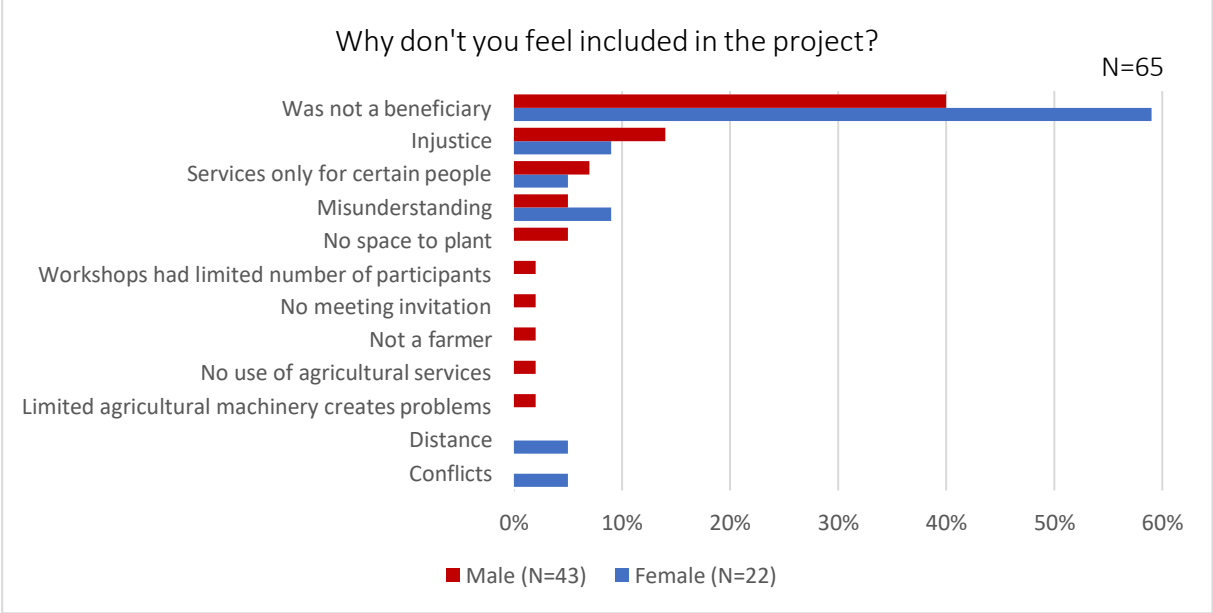


Figure 64 Reasons for not feeling included in C2SP  
According to population and DDRC

Further, as presented in the figure below, the majority (69%) of the population and CMC members consulted confirm that C2SP managed to engage all youth at risk. Young people were most divided on this issue: 79% of boys and men under age 24 indicate that C2SP managed to engage all youth at risk, whereas only 55% of women and girls under age 24, indicate this.

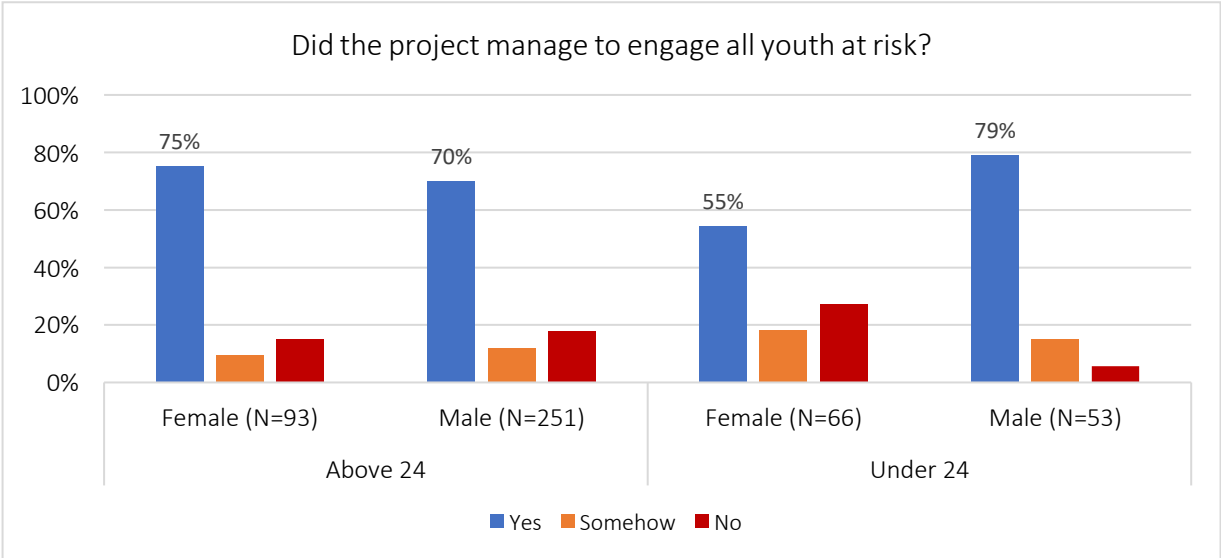


Figure 65 Project management on engagement youth at risk  
According to population and CMC members

According to UNDP, revised gender mainstreaming strategies and tools were effectively used by SDDRC and UNDP (see annex E). DDRC staff consulted confirm that gender mainstreaming strategies and tools were used. A DDRC staff in White Nile particularly indicates that C2SP emphasised the importance of women inclusion and participation. However, the need for a gender advisor is stressed:

*There is no gender focal point for this program. Their reporting on results needs to be improved, M&E needs to be strengthened. They need to hire a gender advisor and work on sustainability aspects. When we travel to the field we see positive impact but we need the result on the ground to be seen in the report.*

Donor

When asked to what extent C2SP interventions empowered youth most UN staff and donors consulted indicate that C2SP interventions greatly empower youth (both girls and boys).

As presented in the figure below, a majority of livelihood beneficiaries and population indicate that the livelihood support provided was equally good for young men and young women, with no significant difference between male and female respondents.

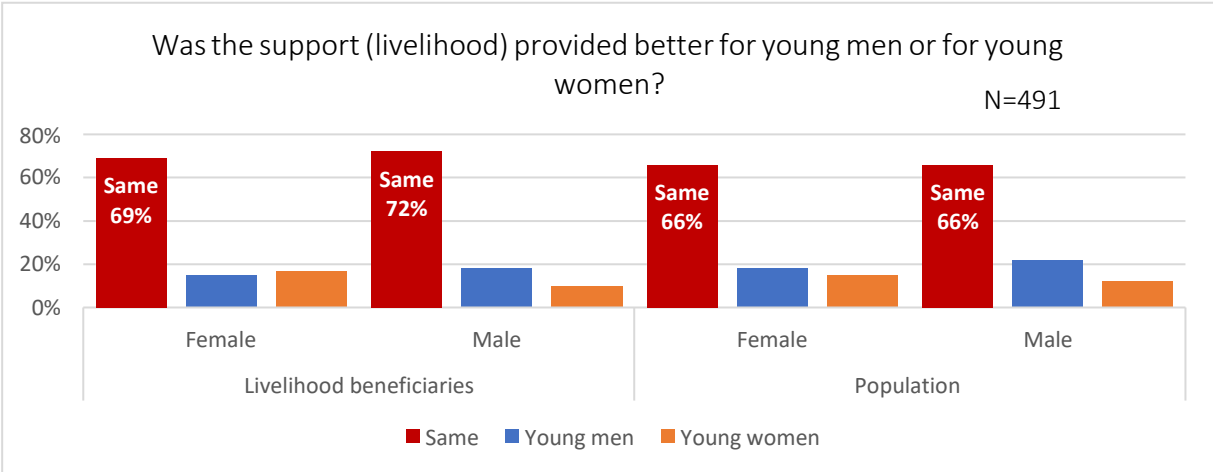


Figure 66 Livelihood support better for young men or young women According to livelihood beneficiaries and population

However, UNDP reports in the self-filling form against indicators that female youth received significant more livelihood support than their male counterparts, as presented in the figure below.

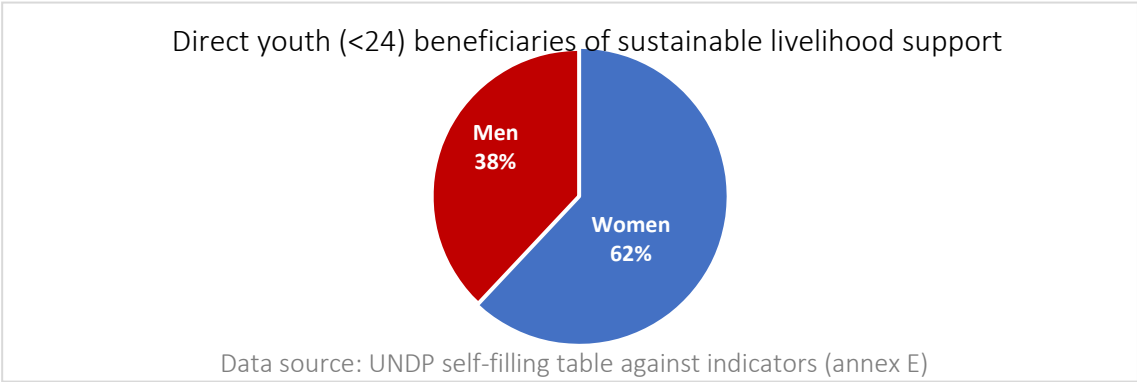
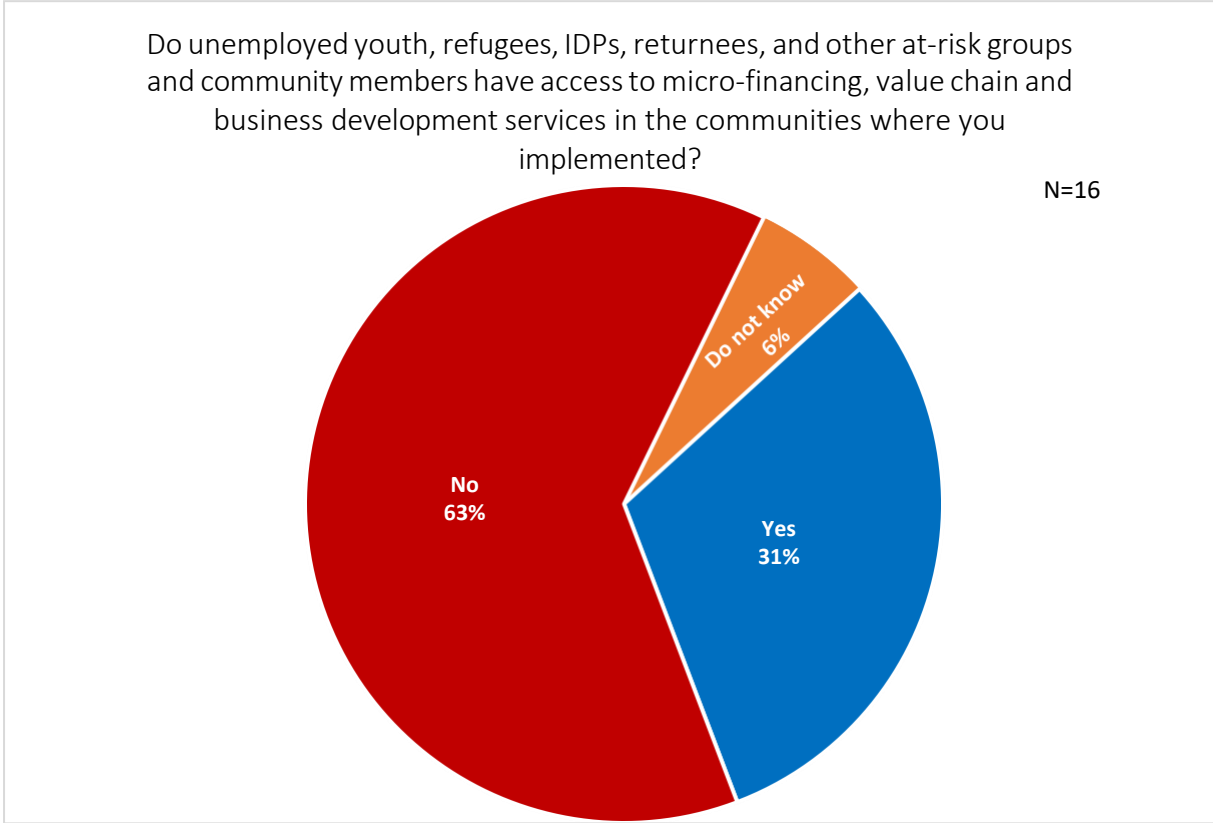


Figure 67 Youth beneficiaries of sustainable livelihood support

According to UNDP, out of the 11.059 reached, C2SP linked 5.970 of them to micro-financing (3%), value chain (95%) and business development services (2%), with no significant difference between men and women (see annex E). However, significant differences per population group can be observed. Unemployed youth received 92% of the support. Microfinance support and business development services were mainly provided to unemployed youth. A majority (63%) of beneficiary institutions and IPs indicate that at-risk groups and community members (unemployed youth, refugees, IDPs, returnees and others) have no access to these services. According to the respondents this is mostly because they do not have the capacities and/or it was not part of the C2SP implementations.

However, in White Nile 60% of respondents indicate that at-risk groups do have access to micro-financing, value chain and business development services. Beneficiary institutions and IPs indicate that this is because of the available services, because they are the majority of the group host community, because refugees and returnees received services in refugee camps and because the CMC made it possible.



*Figure 68 Access to micro-financing, value chain and business development services  
According to IPs and beneficiary institutions*

According to beneficiary institutions and IPs consulted, women (at risk) and youth (including XCs and those exposed to drugs) are the hardest groups to reach.

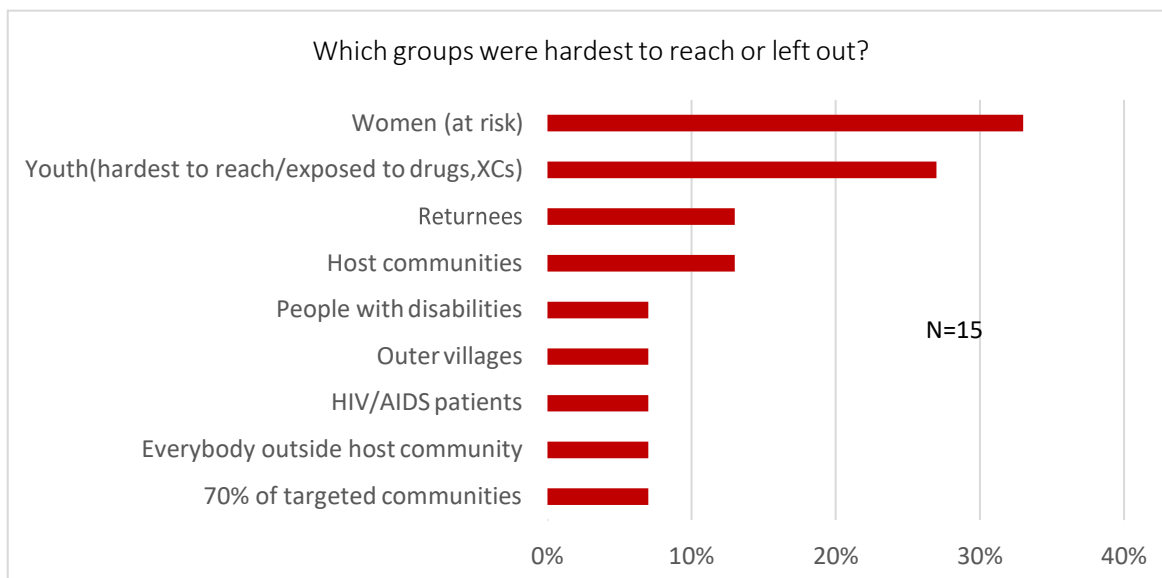


Figure 69 Hardest groups to reach out or left out  
According to beneficiary institutions and IPs

However, private sector partners in White Nile consulted indicate that, to their knowledge, unemployed community members do not have increased access to micro-financing, value chain and business development services due to C2SP. One actor particularly mentions that, the only service the community has access to is the one provided by him in the form of farming inputs, tractor and land.

While C2SP did not specifically target XCs, most DDRC staff consulted indicate that C2SP succeeded to provide XCs with access to micro-financing, value chain and business development services. Since C2SP does not use XCs as category in monitoring, it is unclear how many XCs were reached.

### Inclusiveness of CMCs

As presented in the figure below, a majority of the consulted population indicate that the CMCs are inclusive, with no significant difference between women and men.

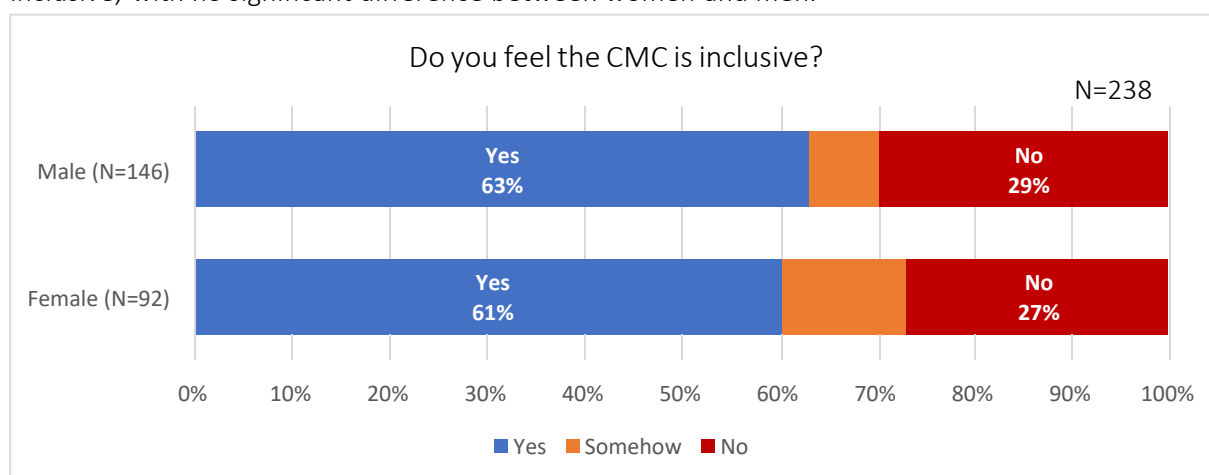


Figure 70 Perceptions on inclusiveness CMC  
According to population

While a majority of respondents indicate that the CMCs are inclusive, perceptions of what gender inclusiveness entails seem to differ:

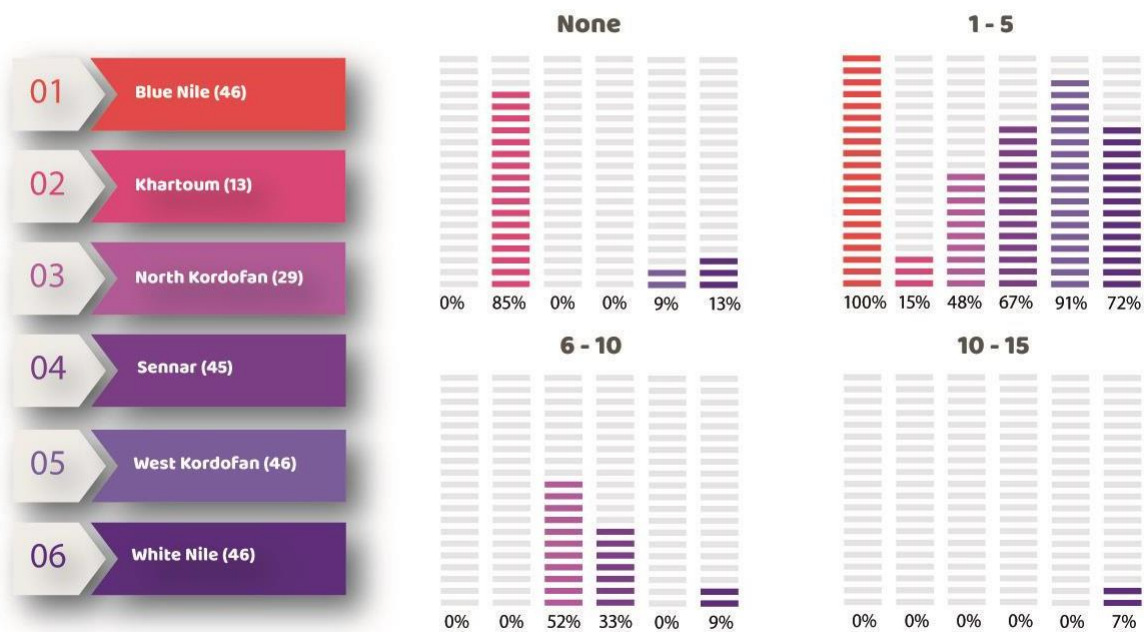
The CMC selection is focused on gender balance, this is very important. CMC members are maybe 40% women, no less than 25%. Selection of the beneficiaries is also focused on attaining a good gender balance.

Key informant: SDDRC

The representation of women in the CMC is not sufficient, not even 25%. Government official, West Kordofan

Youth seems underrepresented in the CMCs. As presented in the figure below, a majority (74%) of CMC members consulted indicate that between one and five members of the CMC are under 30 years old. Significant differences between states can be observed. In Khartoum, the majority (85%) of CMC members indicate that none of the CMC members are under 30 years old. In Blue Nile, all respondents mention that one in five CMC members are under 30 years old.

## How many of the members are under 30 years old?



According to 225 CMC members

Figure 71 Amount of CMC members under 30 years old

According to CMC members

25) To what extent did C2SP interventions empower women and improve their control of resources and access to basic services?

A majority (72%) of UN staff, donors, local government and private sector partners consulted, indicate that C2SP interventions greatly empowered women and improved their control of resources as well as the access to basic services. According to UNDP, several programme outputs appeared to contribute to improved level of women empowerment, such increasing girls school enrolment rate<sup>72</sup> better safety

<sup>72</sup> C2SP Final Report, August 2017- December 2019, pp.4-5

for women as result of new water supply interventions closer to their communities, increased livelihood through technical skills development and increased seasonal work opportunities.<sup>73</sup> Further, increased women participation in decision-making process is highlighted.<sup>74</sup> One private sector partner explains:

26) What was the ability of the programme implementers to maintain impartiality and respect the

*It [C2SP interventions] participated in agricultural extension for a number of women. This is from obtaining very good production, and selling the produce in the local market, which has a great impact in improving their living conditions. This experience indicates empowering women and improving their control over resources and access to basic services.*  
Private sector partner, Sennar

UN programming principles, including conflict sensitivity and do no harm principles?

UNDP reports in the C2SP project document that efforts will be made to ensure that C2SP activities do not cause negative spill-over effects on individuals and local communities in target localities. Conflict sensitivity will be ensured and monitored throughout the programme to maximise existing peace initiatives and gains. It will also be informed by UNEP’s analysis on conflict risks related to natural resources and screening procedures to ensure that conflict related to natural resources is not exacerbated by programming and are environmentally sustainable.<sup>75</sup> However, in this evaluation UNEP indicated that C2SP did not make use of the available knowledge.

As presented in the figure below, when asked about conflicts created by C2SP, 88% of consulted population, beneficiaries and CMC members indicate that C2SP did not create any conflicts. However, in North Kordofan 49% of the respondents indicate that C2SP (somehow) created conflicts between project beneficiaries and CMC members. Figure 18 and 37 show that in North Kordofan 26% more CMC members receive livelihood support.

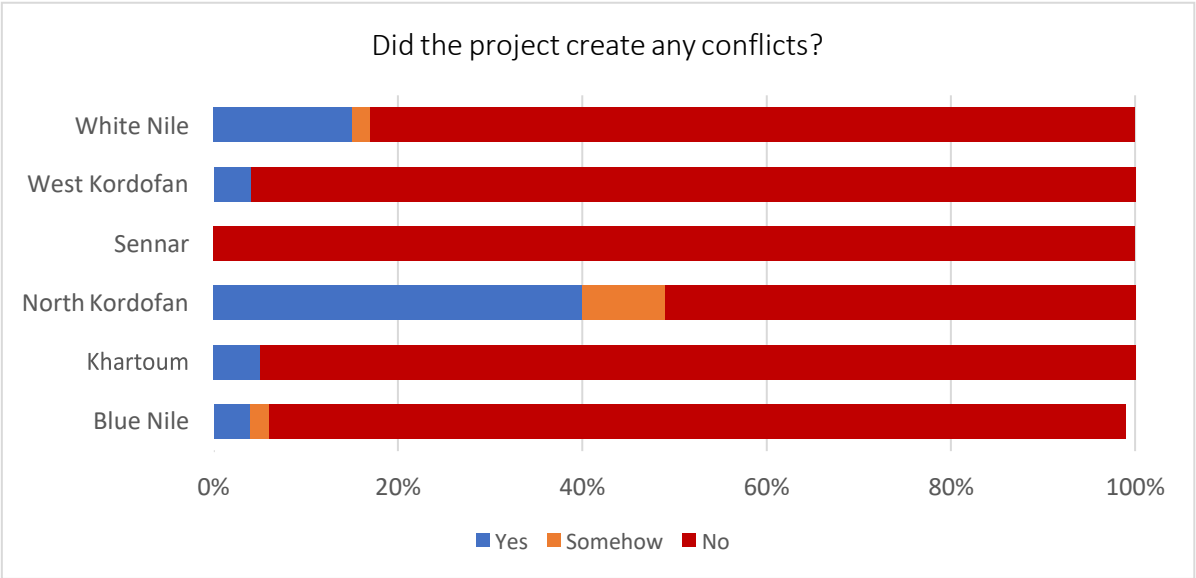


Figure 72 Did the project create conflicts

<sup>73</sup> Promoting Community Stabilization and Enhancing Resilience of Vulnerable Communities, C2SP, Annual Report March 2015- April 2016, UNDP Sudan, p.14  
<sup>74</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.2  
<sup>75</sup> UNDP, C2SP project document (2015-2017), p.4

According to population, beneficiaries and CMC members

In White Nile, as reported by the CMC members, the limited agricultural machinery created conflict:

*Yes, problems due to the fact that the beneficiaries are many and the agricultural machinery is limited. Every person wants to plant for him before others.*

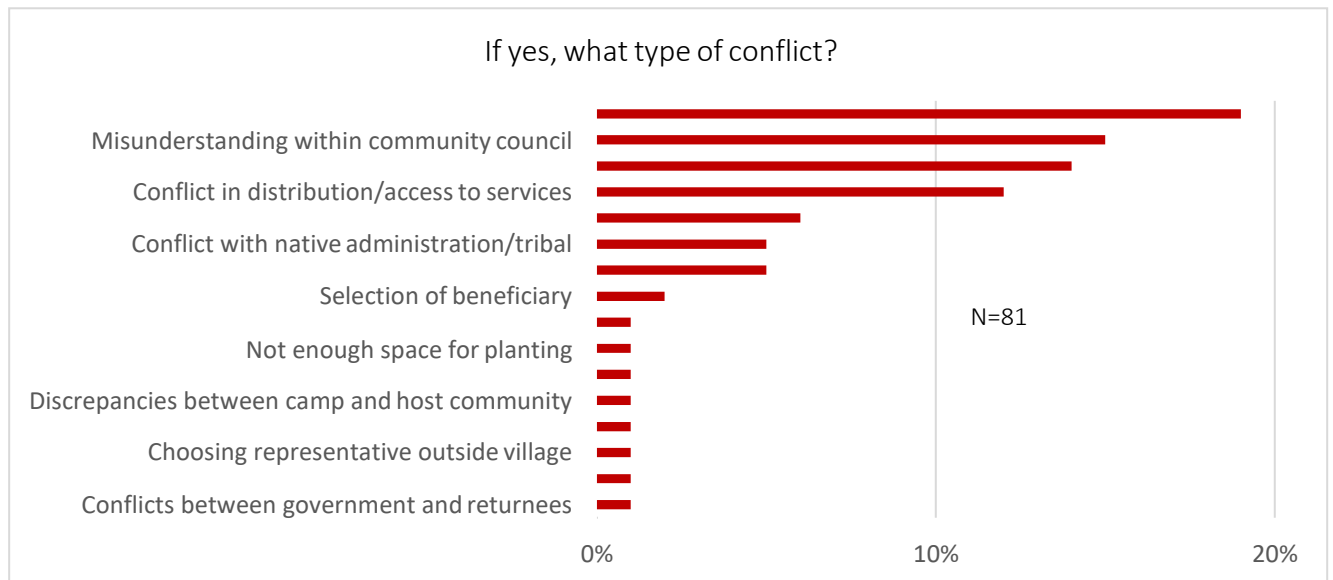
CMC member, White Nile

Other respondents indicate that the small local problems are easily solved:

*C2SP didn't make problems or conflicts in the states, on the contrary: it makes peace. There are small local problems but we sit down and solve it easily in 2 minutes.*

Key informant: SDDR

Out of the respondents that indicate that C2SP created conflict, 19% indicate that the created conflicts are due to limited agricultural machinery/seeds, misunderstanding within community council (15%), differences with CMC (14%) and conflict in distribution (12%).



*Figure 73 Type of conflict created by project*  
According to population, beneficiaries and CMC members

When asked about the solving of conflicts created, 38% of consulted population, livelihood beneficiaries and CMC members indicate that these conflicts were not solved. Differences per state can be observed. In Blue Nile, a majority of respondents indicate that the conflicts were solved by dialogue. In Khartoum conflicts were mostly solved by correcting the distribution.



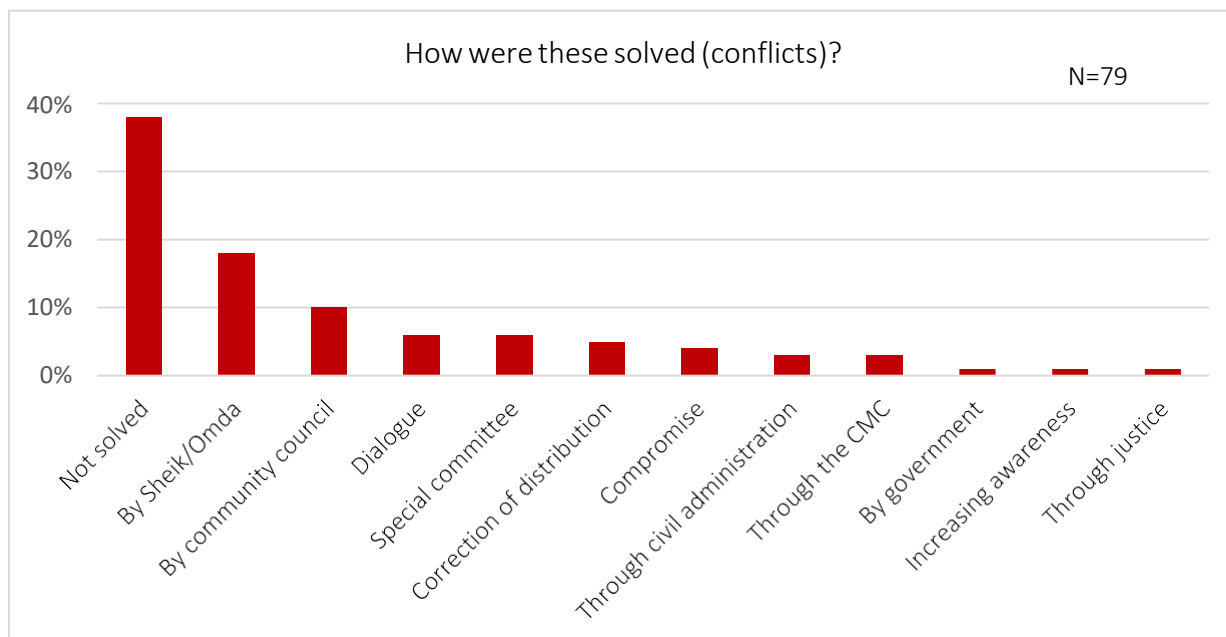


Figure 74 Ways in which conflict created by project were solved  
According to population, beneficiaries and CMC members

When asked about the negative effects of C2SP on its direct and indirect beneficiaries, 62% of consulted UN staff, donors and local government indicate that there are no negative effects. Negative effects mentioned by the respondents are: C2SP could not cover the entire population in the beginning (8%), C2SP can create communal conflicts (8%), including youth creates generational differences (8%), and supporting solely one community creates friction (8%).

Finally, C2SP did not partner with UNICEF and/or child protection agencies, to ensure the support to children (15-18 in the youth category) would be ensured, while protection ensured. This could have explicitly supported the reintegration of children associated with armed groups and forces (CAAFAG). As highlighted in the IDDRS: where appropriate, children (under 18) may be included in CVR activities, but with relevant legal safeguards to ensure their rights and needs are carefully accounted for.<sup>76</sup>

The need to partner with child protection agencies, and/or to train IPs and CMCs on protection issues, is further highlighted in a potential case of due diligence. A White Nile private sector partner claims he was able to offer seasonal work to some 400 persons, mostly women and children.

<sup>76</sup> IDDRS, 2019. Module 2.30: Community Violence Reduction. Module 2.30: Community Violence Reduction. <https://www.unddr.org/the-iddrs/level-2>

### 3. CONCLUSIONS

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The overall objective of the evaluation was to assess the C2SP activity and the results achieved so far towards meeting the overall objective of C2SP, to generate lessons learned and to identify best practices informing recommendations for future replication of the programme in other parts of Sudan. This chapter summarises the conclusions.

#### 3.1 SWOT OF C2SP

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The SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis below summarises the main strengths, weaknesses, opportunities and threats to C2SP.



#### STRENGTHS

- Highly relevant in the context- context driven
- Coherent and integrated HDP approach
- Positive attributed change to resilience
- Community owned and driven
- Adaptation to the changes

#### WEAKNESSES



- Public Information and communication
- Partnerships
- M&E
- Too short per community
- Innovations and technology for youth



#### OPPORTUNITIES

- Value chain development
- Integrated reintegration programming
- Upscaling
- Increasing cross learning and lobby and advocacy by CMCs
- Increase sustainability and impact through partnerships
- Support to ongoing peace process (by targeting SPLM-N controlled areas), transitional process, local governance, election/democratisation

#### THREATS



- Sustainability
- Losing reintegration outcomes of XCs
- Insufficient funding
- Conflicts in communities due to limited targets
- Under-representation of youth in CMCs

## 3.2 CONCLUSIONS PER OVERALL EVALUATION QUESTION

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Conclusions can be drawn based on the overarching questions this evaluation intends to answer:

### 1. Contribution of C2SP to economic development and economic reintegration

The majority of the consulted project staff, donors, livelihood beneficiaries, and CMC members indicate that C2SP interventions contribute to local economic development. Also consulted local government officials mention that providing livelihoods is the most important result of C2SP.

According to UNDP, through the livelihood opportunities and vocational trainings provided to the selected beneficiaries, C2SP builds resilience and enhances employability. UNDP reports 11.059 direct beneficiaries of livelihood support over five years (2015-2020), and a larger group benefited from investments economic infrastructure. As presented in figure 17 above, 75% of the consulted population and livelihood beneficiaries indicate to have received - directly and indirectly - livelihood support through C2SP, with no significant difference between men and women. These findings are mostly confirmed in Sennar and White Nile and among returnees and migrants. Further, 62% of the consulted livelihood beneficiaries received vocational training from C2SP. As presented in figure 60 and 61, out of the livelihood beneficiaries, the majority (67%) works with the skills learned through the training and 55% indicate that the livelihood support provided led to sustainable income with no significant difference between women and men. Further, a majority of livelihood beneficiaries, CMC members and population consulted confirm that their community benefited from economic infrastructure projects.

Communities were given the opportunity to determine their most economically vulnerable members, on their own terms. This, together with the inclusiveness of CMCs, avoids the selection to be based on externally defined vulnerabilities, increases representation of the community and fosters social cohesion amongst the community members. Indeed, a strength is the strong focus on peace dividends and enhancing social relations, while working on economic (re)integration. The evaluation confirms the observation of the C2SP review from 2019, that the importance of this work was not simply what they did, but how it was done, emphasizing that farming together or running a small business together helped to foster understanding and greater cohesion within the community.<sup>77</sup>

However, due to the limited availability of funds, some evidence of conflicts within the communities regarding the selection appeared. Further, when UNDP was asked for a breakdown per target group, this proved hard to provide. Therefore, the reach to certain categories, beyond sex, cannot be assessed systematically and is not monitored.

The evaluation found that the (maximum) one-year timeline is inadequate. Some ventures, and value chain development takes longer to lead to sustainable results, and requires significant support for a longer period of time, as already highlighted in the external review in 2019.<sup>78</sup> The short implementation timeframe is by far the biggest weakness of the C2SP implementation modality, and this had an adverse impact on the sustainability of the livelihood support provided. UNDP recognises this issue and has already provided longer support to more beneficiaries in each community than initially planned in the project document. UNDP notes that donors, local authorities and communities requested and supported this.

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<sup>77</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.4

<sup>78</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.12

In terms of involvement of the Sudanese private sector, C2SP created some highly innovative and promising partnerships. However, the team only found evidence of this in few locations, and mostly the private sector partners directly with the CMCs. Further, additional government partnerships, e.g. ministry of commerce, chambers of commerce and other economic bodies would be helpful in this, especially at State level.

The evaluation concludes that while indeed many successes are made in improving the livelihoods of the direct beneficiaries, the catalytic and lasting effects of investments in the economic infrastructure and through equipment did in most location not really boost the local economy in a significant way. While appreciated, much more can be done by C2SP, especially in partnership with others to increase the economic absorption capacities of the local economies in the intervention areas. Co-investments by the private sector, the government and other agencies will increase the scale and impact of interventions. Further, training and investments should be focussed around one or two most promising value chains per location, which will also increase the number of trainees that can actually use their new skills.

## 2. Contribution of C2SP at the state and community level to social development

The evaluation concludes that C2SPs contribution to social development at state/community levels is evident. The strengthening and unifying community aspects of C2SP and the access to services that C2SP provided were mentioned as strengths of C2SP approach, especially by consulted local government officials. As presented in figure 26, livelihood beneficiaries, CMC members and the population, mostly mention school (77%) and health centres (57%) as the socio-economic infrastructures they benefited from C2SP in their states, especially in Khartoum, Blue Nile, White Nile and West Kordofan. In addition, the evaluation found that livelihood direct beneficiaries, have received PSS trainings, education and literacy, and training on health care due to C2SP. Importantly, as reported earlier in the evaluation, respondents list access to education and new skills, increase in collaboration and social cohesion as the most significant changes created by the project. However, given the limited focus on M&E and the lack of baseline data on the project locations, it proved difficult to quantify these contributions, and is mainly based on anecdotal evidence.

However, the social services provided in terms of quality and quantity, is mentioned most often as a disappointment of C2SP (figure 52). Importantly, UNDP reports that four governmental institutions successfully delivered services in target communities in different communities and states. However, as presented in figure 30, the majority of population and CMC members consulted indicate that local governmental institutions are not successfully delivering services. And with the exception of Sennar, the majority of respondents in all states indicate that service delivery of local government did not increase since C2SP (figure 31). While a crucial element in its design, the evaluation concludes that C2SP needs to put more effort in attracting government support to the communities, and strengthen the lobby and advocacy capacities of the CMCs and the IPs to foster this.

## 3. Contribution of C2SP to peaceful co-existence between host and displaced populations

The evaluation concludes that C2SP has undoubtedly contributed, at the community-level, to peaceful co-existence between host and displaced populations. The strength of C2SP is the integrated approach, where social, economic, security and even political objectives are reached in an integrated manner. Indeed, for example “farming together” or a “running a small business together” helped to

foster understanding and greater cohesion within the community.<sup>79</sup> More can however be achieved when closer collaboration with UNHCR, UNMAS, UNICEF and other organisations would be applied.

UNDP reports that 18 out of the targeted 50 regional and cross-border initiatives on small arms proliferation have been undertaken, due to the lack of access to some of the border communities. The evaluation found however little proof of any systematic cross-border activities, such as those that would also involve UNDP South Sudan. While limited in scope, anecdotal evidence points to cross border SALW awareness activities. Another example is the conflict resolution trainings provided, when after receiving the training the community leaders independently embarked on a cross-border initiative. 16 Sudanese tribe heads from the border states of Sudan travelled to Renk in South Sudan (Upper Nile State) to agree with South Sudanese tribal leaders on peaceful living, mutual benefit within the border zone and pathways to facilitate animal grazing and local trade.

While results on peaceful co-existence between host and displaced populations are evident at very local levels, more impact could be created if CMCs from bordering communities would be brought together, to learn from each other and to be stronger in terms of advocacy towards the government, the duty bearers. Further, an identified weakness is in terms of targeting BDS and microfinance support, that hardly reached the IDPs/refugees.

The evaluation concludes that too little emphasis is given to the reintegration of people who left armed groups, for which C2SP provides an excellent platform. This is the more surprising when realising that the SDDRC is the main government counterpart, and that C2SP finds its roots in a merge of DDR and community security programming, originally labelled Community Based Reintegration and Security (CBRS). According to UNDP, XCs were not used as a category in M&E, therefore it is unclear what the reintegration effects of these groups are. While understood that donors might be less interested in funding anything that is DDR related, C2SP went too far in not monitoring the reintegration progress of XCs, while this was done in the primary research for this evaluation and shows interesting results.

Finally, the evaluation found that the PI part of C2SP to be a weakness of the project. This is surprising as UNDP in the past was strong in circulating success stories and applying tools like theatre, for example. With a stronger PI strategy and tools, and exchange between CMCs, more can be achieved in fostering peaceful co-existence.

#### 4. Level of community and national ownership, capacity and leadership in C2SP

The evaluation concludes that the C2SP approach is centred around community ownership and being community led. C2SP adopted an inclusive approach to strengthen the voice and resilience of the community through the CMCs as governance structure. The creation of the CMCs is among the greatest strengths of the approach, resulting in context driven programming. While seen by many as inclusive, the evaluation notes a serious underrepresentation of youth in the CMCs, while they are the main target group of C2SP.

In some locations CMCs were able to take ownership and sustain themselves beyond the project, despite the limited capacity and experience they had obtained through C2SP. However, within the customary and traditional context of the communities targeted by the C2SP, traditional leaders have played a dominant role in the CMCs and in some locations. This undermined the legitimacy of the

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<sup>79</sup> Wood C & Bjorn T C2SP Review Report, November 2019 UNDP Sudan, p.9

CMC, especially in locations where the traditional leaders have been reported to have used their authority for personal gain – especially in the use of the CMC assets and decisions on who from the community benefits. CMC leaders are also reported to have been prone to government coercion (especially before the revolution) and to nepotism based on tribal and family affiliations. Explicit proof of monitoring, evident challenges, and corrective actions taken, are not noted in any reports. The evaluation does not exclude that this has happened, but states that it is not documented.

Further, the evaluation concludes that national ownership in terms of local and federal government needs further strengthening. At the national level, ownership was found to be poor, largely attributable to the limited capacity and limited resources on the part of the key national partners the SDDRC. Further, many local government officials were not very aware of C2SP, just knowing the IP that was implementing, which relates to the weak PI component. However, when asked, local government officials mention effective partnership to support vulnerable groups and that the partnership completes local government's actions.

Capacity development efforts were mainly geared to the CMCs, while little investments are made into developing the needed capacities of the SDDRC, the IPs and the local government, to foster sustainability. For the later, especially capacity development of line-ministries delivering services, such as agricultural extension services, was not done.

The key strength, as confirmed by many key informants, is the community-based approach of C2SP, which is responsive to the local context and in sync with the government's priorities and development objectives, more specifically the focus on boosting agricultural productivity. However, several CMCs and IPs indicate that there was no/not enough flexibility to adapt to changing priorities and opportunities. For example, a CMC put forward a plot of land to develop as a local market for fisheries, but did not receive any support from the IP or UNDP.

The evaluation concludes that C2SP follows a community capacity building programme model enshrined in asset-based approach that typically addresses challenges facing disadvantaged and at-risk communities. This approach combines human capital (e.g. literacy and vocational training), social capital (e.g. farming together to tap into deep-rooted traditions of community solidarity), institutional capital (e.g. bringing both community organisations, CSOs, local and national governments together), economic capital (e.g. increase access to micro-finance) and natural resource capital (e.g. water and irrigations techniques).<sup>80</sup> While not all implemented with equal results, the integrated approach is a strength, moving away from a pillared approach to supporting communities in an integrated manner.

## 5. Conclusions on national, state and community level mechanisms and processes for sustainability

The sustainability at the community-level is evident through the CMCs in some locations, whilst in other locations where the 'sense of community' might be less - or communities are far less homogenous, sustainability is evolving. Also, sustainability of CMCs has not been successful in some locations, which directly relates to the short engagement of C2SP per location and possibly the quality of the IPs. In others, there were great successes including the CMCs partnering with the private sector directly.

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<sup>80</sup> Funnel, S.C., Rogers P.J. (2011). Purposeful Program Theory: Effective Use of Theories of Change and Logic Models. Jossey-Bass

At the national level, sustainability is limited, especially with regard to the national partner; the SDDRC. This is largely a result of the financial, organisational and human resource constraints that the SDDRC suffers from. Despite UNDP having provided capacity development support to the SDDRC to enhance its technical capacity, no solutions were found for the lack of operational capacities. Further, the evaluation found limited evidence of the active involvement of the line ministries, including in the TCC meetings. The TCC minutes provided by UNDP show that relevant line ministries were not present during the TCC meetings. The SDDRC complains that coordination decreased over time.

At state level there is little achieved to increased sustainable service delivery by the government, the duty bearers. UNDP reports three different local governmental institutions/federal governmental entities that developed plans to sustain project outputs in different states. However, when asked about these plans, UNDP explains that these were not plans per se but rather discussions with the technical persons of the different ministries. The evaluation found no correlation between plans developed to sustain project outputs and increased service delivery by local government.

According to some local government officials, the choice of organisations was not successful, delivery project inputs were late, weak budgets were in place and no suitable equipment was available. IPs indicate that there have not been any learning events which may have brought IPs from different regions together to reflect on their experience and learnings. Importantly, no sustainable processes are in place that can ensure durable use of the infrastructure/machinery procured by C2SP. The evaluation found that there is insufficient capacity to maintain rehabilitated or constructed infrastructure by local communities and local government, and no costing for the maintenance/repair was found.

The livelihood interventions in the states along the southern border of Sudan were also designed to address urgent climate issues such as water shortages, deforestation and soil degradation in some locations. While interventions at larger scale are required, these inventions are definitely among the strengths of C2SP. The programme furthermore raises awareness on sustainable agricultural efforts and ecological irrigation schemes.<sup>81</sup>

In terms of sustainability of the livelihood support provided, as pointed out before, C2SP did not base the training upon market assessments/economic opportunity mapping, and not all trainees received post-training support. Therefore, a third of the trainees are not using their new skills towards sustainable livelihoods.

Finally, the evaluation concludes that C2SP has proven to adapt and respond to unanticipated risks and challenges that surfaced in the external environment. For example, instead of scaling down amidst the COVID-19 challenges, C2SP initiated COVID specific activities, such as stitching masks (see case study 1) and making soap.

## 6. Conclusions on gender and social inclusion in C2SP

UNDP reports that 60% of the total direct beneficiaries provided with sustainable livelihood support are youth, among which 62% are women and 38% are men. The evaluation found that the majority of respondents indicate feeling included in C2SP, as presented in figure 62, with neither significant difference between men and women, nor between respondents above and under age 24. While most returnees (95%) confirm to feel included, 60% of IDPs indicate to not feel included.

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<sup>81</sup> UNDP Sudan, C2SP Final Report, August 2017- December 2019, p.2

The evaluation found that gender responsiveness was largely pursued by ensuring the inclusion of women beneficiaries in project activities. A good example of a gender specific project intervention is the construction of a primary school for girls in Mayo area. It was found that the majority of parents do not allow their daughters to continue studying in a co-ed school, due to cultural and religious reasons. Therefore, the construction of a primary school for girls was deemed necessary to encourage girl's school enrolment. This resulted in 30% increase so far in girls' secondary school enrolment.

C2SP to a lesser extent designed intervention to address the root causes of gender inequalities and violent masculinities. However, there are some indications that C2SP had gender transformative impact, especially through the participation of women in the CMCs, in contexts where this is culturally challenging. In fact, a majority of the consulted population indicate that the CMCs are inclusive, with no significant difference in this perception between women and men. Women's inclusion in the CMCs increased their participation in economic affairs and eroded community resistance to their participation in decision-making and the assumption of leadership roles. This has in some ways also led to greater confidence on their part and initiated a shift in perceptions (on the part of both women and men) as to a role that extends beyond the immediate household. However, there is little evidence to suggest that the spaces generated by CMCs for women and men to interact with each other, has extended beyond farming/economic activity.

C2SP IPs were found to need training on gender and social inclusion, especially when operating in communities where more conservative gender and age norms are strongly embedded and fuelled by cultural and religious contexts. More innovation is required and C2SP would benefit from a specific gender and social inclusion strategy – with a strong anthropological tone.

#### **7. Level of contribution and attribution to intended outcomes**

Overall, the evaluation concludes that C2SP has been designed and implemented with several relevant interventions that contribute to the outcomes. However, due to monitoring mechanisms that are primarily focused on the timely delivery of outputs, and less on outcomes, contribution to outcomes is hard to establish, and establishing attribution is almost impossible. Another difficulty is that the M&E system does not use control groups, or that these were not shared with the evaluation team.

#### **8. Conclusions on triple nexus and integrated programming towards reintegration**

C2SP is in fact a local HDP approach, a unique model showing real integrated implementation of the triple nexus at local levels. The economic, social and political gains are evident, and humanitarian and development as well as peace dividends are proven to attributed results. However, the investments in security remained limited in the implementation, and more could be achieved in terms of contributing to community security in the approach. In order to strengthen the HDP approach, partnerships should be strengthened, as highlighted in the IDDRS: "In order to support the humanitarian, development, peace nexus, reintegration programme coordination should extend to broader programmes and actors."<sup>82</sup>

Further, according to UNDP, XCs are in the youth category. Therefore, it is impossible to monitor the relevance of C2SP to their reintegration process, and thus the most likely impact on peace and security from a reintegration/CVR perspective.

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<sup>82</sup> IDDRS, 2020. Module 2.40: Reintegration as Part of Sustaining Peace. <https://www.unddr.org/the-iddrs/level-2/#240>



## 9. Conclusions on Value for Money

C2SP has covered six states and reached a total of 68 communities, with a total dollar value of 17.713.375,57 USD. Equating to 260.490,82 USD per community (with all project management costs included). C2SP management reports that in general the interventions were managed within the stipulated cost estimates. The interventions that were not, were because of inflation, problems in procurement process, accessibility issues, fuel prices etc. Donors consulted in this evaluation confirm that C2SP interventions have mostly been implemented within intended cost estimates.

UNDP reports that funding was only secured for 68 communities, out of the 127 originally targeted. However, the received funds (123% of what was initially budgeted for 127 communities) and the percentage of expenditures realised (96%), raised questions on the reasons why only half (54%) of the targeted communities is reached. According to UNDP<sup>83</sup>, the original proposed budget was an estimate figure in 2014/2015, before the C2SP was launched and expanded. Donors, as well as local authorities and communities, requested and supported the idea that UNDP should provide more comprehensive and longer- terms support, and to more beneficiaries in each community than initially planned. Further, inflation seriously increased the procurement cost of goods and services.

It has been not possible to establish an evidence-based level of Value for Money in this evaluation, partly as C2SP faced many challenges due to extreme changes and dynamics in the external environment, as outlined above. However, Value for Money might be further increased in relation to: procurement processes and that the choice of both equipment and firms to develop infrastructure, increased partnerships with other UN agencies, seeking government's inputs more actively and further attracting the investments and partnerships with the private sector. Livelihood support can become more efficient and catalytic, if provided along the most promising value chains.

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<sup>83</sup> Explanations provided by UNDP - Khartoum during the evaluation

## 4. RECOMMENDATIONS

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Based upon the findings and conclusion, as presented above, UNDP is recommended to make the following adjustments to C2SP.

### 4.1 MAXIMISING RELEVANCE

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In order to maximise relevance and to ensure that C2SP is responsive to the actual needs and opportunities, and to ensure it supports national and international policies and frameworks, several steps could be taken:

- Develop learning plans for staff and partners to encourage exchange of learning across locations (as recommended in the 2019 review)
- Organise exchange visits for CMC members to learn from each other and to showcase interventions that could be repeated elsewhere
- Ensure effective and timely M&E on effects and outcomes of interventions (beyond output-level), and ensure regular feedback mechanisms to allow for more adaptive management. This is particularly important as C2SP operates in an environment characterised by a high degree of change
- Invest in real economic opportunity mapping and choose, with CMCs, local government and the local private sector, two value chains per location with highest potential, and link all livelihood and infrastructure investments to these
- Expand geographical scope and ensure neighbouring communities are targeted to facilitate exchange, cross community value chain development and joint lobby and advocacy
- Expand, spend more time per location and support the established CMCs (or reactivate those that stopped functioning)
- Increase capacity development and involvement of State-level ministries in service delivery, and strengthen advocacy capacities of CMCs to request support from the duty bearers
- Invest more in training CMCs on political economy and exclusion analysis, to prove them against potential unconscious biases
- Put in place mechanisms to ensure participation of XCs (without giving them a privileged position). In order to understand the reintegration effects on XCs, their progress needs to be monitored as one of the target groups, so that C2SP can remain to be an alternative to the R of DDR
- Further strengthen the HDP triple nexus on the community security angle, in partnerships with others

### 4.2 MAXIMISING EFFICIENCY

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In order to maximise efficiency and to ensure that resources are efficiently used to achieve C2SP results, outcomes and outputs in an economic and timely way, several steps could be taken:

- Tap into community assets and mobilise the government to ensure that the cost is not only assumed by C2SP contributions, but used as a catalyser to mobilise other national and local

funds, including from the private sector. This could reduce the unit cost significantly and spread the limited resources to a larger group of beneficiaries and communities<sup>84</sup>

- Create a pool of community-based trainers, including women, to train other members of the community to expand the knowhow to other community members with less cost
- Include indicators that capture increased income and productivity levels, instead of training received etc.
- Conduct baselines at the community level to better understand the starting point. The current M7E-M&E framework does not include many baselines values which makes measuring attribution impossible
- Adopt an approach where C2SP has a roster of strategic national CSO partners who are willing to partner with UNDP in various locations. Engage and contract a group of strategic partners with good implementation and management capacity over a longer timeframe, who may be able to add synergy through their own projects to C2SP as well as Value for Money
- Focus on economic reintegration and local economic development on selected value chains with high economic and peacebuilding potential and create catalytic effects through this. Involve the private sector more systematically from the beginning
- Strengthen PI strategies and tools, to circulate success stories, raise awareness and spread the positive impact of C2SP from the ground up. With a stronger PI strategy and tools, and exchange between CMCs, more can be achieved in fostering peaceful co-existence
- Make use of the knowledge available within other agencies and studies conducted to inform next phases of C2SP
- Increase local procurement and invest in building local repair capacities

*Now with the organisations present things are going good for the people, increasing the production. In the long run the machinery will get old and will need improvement, maintenance is needed. That needs to be catered for.*

Key informant: UNHCR

#### 4.3 MAXIMISING EFFECTIVENESS

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In order to maximise effectiveness of the C2SP interventions, several steps could be taken:

- Revisit the results framework and formulate and monitor more outcome and less output related targets and indicators, which will allow for measuring change and reducing risks of steering at activity and output levels in community-led prioritisation
- Apply more flexibility for new and innovative ideas, especially with youth in the communities and the private sector
- Use M&E information for adaptive management
- For each location develop a small sub-TOC with indicators that can be monitored by local monitors, namely non-CMC youth from the community
- Ensure more youth as beneficiaries and in CMCs, which will increase the stabilisation benefits

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<sup>84</sup> Given the enormous challenges facing the new government in Sudan in addition to a post-pandemic context where resources for the same type of projects would be likely much less (less foreign assistance and larger number of beneficiaries to be served as a result of higher expectations).

- Ensure explicitly that CAAFAG (from 15 years old) and XCs are all within the target group of beneficiaries and are represented in the CMCs, to ensure that the objective of reintegration remains, to maximise stabilisation effects, and the link to SDDRC is justified
- Partner with UNICEF on the CAAFAG and child protection and increase partnerships with other agencies to come into the same communities and work through the CMCs
- Operational and M&E capacity strengthening of the SDDRC is required, both through lobby with the federal government and through the disposition of operational support by UNDP
- Ensure screening and effective selection of contractors in order to prevent problems like in White Nile

*Ensure that UNDP contracts qualified and honest contractors for any infrastructure works that are carried out in these areas. The rehabilitation of the water canals was not completed, and our company stepped in to complete some essential works which were supposed to be completed by the contractor – but we ended up doing it and paying for it ourselves.*  
Private sector partner, White Nile

#### 4.4 MAXIMISING CONNECTEDNESS

In order to maximise connectedness and to ensure good coordination at local, state and national level and effective inter-agency partnerships, several steps could be taken:

- Ensure that studies are actually informing adaptations due to new needs and opportunities. In this, the IPs could play a bigger role. The assessments were mostly a one-off, so no mechanism was developed to update them and thus identify new issues and opportunities
- Explore the potential roles of the CMCs in supporting Sudan in transition. CMCs have the building blocks for effective decentralised local, community-led governance. CMCs proved to have the ability to navigate the political volatility over the political turmoil and continued to serve the needs of their communities. This constitutes an opportunity to build on these structures to further support the ongoing development of dialogue and accountability
- Increase engagement and strategic coordination among actors at state levels, including state level government agencies and local authorities, international organisations

*However weak the state governances are, they are very important to make changes. To get federal level policies tripled down to the states is difficult. Influencing policies and government from state level up is the right place, to have longer lasting impact. If C2SP could built that in, in collaboration with us and others, it would be beneficial.*  
Key informant: UNEP

#### 4.5 MAXIMISING SUSTAINABILITY

In order to maximise sustainability and to ensure that C2SP benefits will last and continue, several steps could be taken:

- Increase support to CMCs over a longer time and explicitly build their lobby and advocacy capacities. Ensure that other organisations and the government start working through the CMCs from the beginning, and as an exit strategy for C2SP

- Adopt and encourage a longer-term approach on the part of national CSOs partnering with UNDP and tasked with establishing the CMCs. National CSOs should ensure CMCs have adequate capacity and systems established and then having them registered as independent entities
- Ensure support and constantly engaging with local authorities and rigorously pursuing ways in which local government can add value and make contributions to local economic development and service provision
- Increase systematic partnerships with the private sector

*We summarised this to UNDP: stronger M&E, gender advisor, move to greener projects and sustainability of course. While difficult in Sudan because the context is dynamic and work can be disrupted, but we need to see sustainability issues in the reports.*

Donor

## 4.6 MAXIMISING IMPACT

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In order to maximise impact and ensure a significant positive effect, several steps could be taken:

- Develop and adopt a business model and choose strategic value chains to develop, in partnership with SDDRC, IPs, local government, the local private sector, and CMCs. For this the choice of neighbouring communities is required to develop value chains beyond the boundaries of communities as intervention areas
- Ensure vocational training is market responsive and of sufficient duration to provide skills that are up to standards. Prioritise training in skills related to identified value chains or spin-offs of these
- Increase collaboration with UN specialised agencies and explicitly mobilise other organisations to work through the CMCs, while respecting its nature (community led)
- Design interventions that target youth specifically and are more suited to them. Interventions that foster and promote innovation and leverage technology can be done by UNDP striving to have more strategic IPs who should be encouraged and supported with introducing innovation into the design of their interventions
- Cluster geographic scope and coverage
- Harmonise and develop standard training toolkits for capacity development of CMCs, which can then be used across all locations by the IPs
- The community security dimension of the triple nexus approach can be further strengthened, including working more on improved relations and information between the community and the security services

## 4.7 MAXIMISING INCLUSIVENESS

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In order to maximise inclusiveness and ensure participation of the whole community, particularly women, youth and other vulnerable groups, several steps could be taken:

- Build capacity and ensure that gender and social inclusion considerations are more effectively built into planning and implementation stages. C2SP should ensure a thorough analysis/understanding of gender, disability, tribal, age and other inequalities in target locations, and plan with the CMCs for their inclusion

- Facilitate skills-building for traditional leaders to improve their willingness to practise transparency and greater inclusiveness. Traditional leaders are the gatekeepers to the communities and are potential vehicles for social change and will remain an important element in Sudan's transition. There is immense pressure on them to be responsive to the shift in the Sudan context and changing community expectations, and their continued authority hinges on their ability to maintain order and social harmony within these changes
- Ensure that all communities are engaged equally, with special attention for this in more urban settings like the intervention in Khartoum
- Build on the existing gender mainstreaming strategies, to go beyond the representational aspect (selecting women as CMC members and beneficiaries)
- Increase representation of youth in the CMCs
- Increase post-training BDS and micro-finance to IDPs, migrants and refugees

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ANNEX A. MASTERLIST OF QUESTIONS FROM DATA COLLECTION TOOLS

#	Questions	Tool 1 : Survey among population	Tool 2: Survey among livelihood beneficiaries	Tool 3: Survey among CMC members	Tool 4 : Online questionnai re project staff, UN and donors	Tool 5: KII Local governm ent	Tool 6 : KII Beneficiary institutions /implement ing partners	Tool 7 : KII Private sector partners	Tool 8: KII DDRC	Tool 9: FGD CMC members
Demographic data										
X.	Name of researcher:					X	X	X	X	X
0.a	State:	X	X	X	X	X	X	X	X	X
0.b	Locality (Localities of partnership):	X	X	X		X	X		X	X
0.c	Type of respondent:	X	X	X	X					
0.d	Community:	X	X	X						X
0.e	Sex:	X	X	X	X	X	X		X	X
0.f	Age:	X	X	X						X
Introduction										
1.a	Do you know the UNDP project C2SP?					X		X		
1.b	Please explain what you know about the project					X				
2.a	What was the nature of your partnership with UNDPs C2SP project?						X	X	X	
2.b	How do you evaluate this partnership?						X	X	X	
Relevance										
3.	To what extent is C2SP fit for purpose to apply the triple nexus approach (humanitarian-development-security)? Please explain				X					
4.	Do you consider that the project/interventions contributed to local economic development?	X	X	X	X					X
5.	Do you consider that the interventions of C2SP contributed to community stabilisation, peaceful co-existence and social cohesion? Please explain				X					
6.	Has UNDP been able to help design C2SP processes within the context of local recovery and other development strategies and priorities in your area? Please explain					X				
7.a	Have you been part of the three-level context analysis that was carried out which informed the design of the programme?					X				
7.b	Have C2SP interventions responded to the needs and priorities identified during this context analysis? Please explain					X				
8.a	Were there sufficient participatory needs assessments and participatory monitoring undertaken by the project? Do you have a good or bad example of this?						X			

#	Questions	Tool 1 : Survey among population	Tool 2: Survey among livelihood beneficiaries	Tool 3: Survey among CMC members	Tool 4 : Online questionnai re project staff, UN and donors	Tool 5: KII Local governm ent	Tool 6 : KII Beneficiary institutions /implement ing partners	Tool 7 : KII Private sector partners	Tool 8: KII DDRC	Tool 9: FGD CMC members
8.b	To what extent do you feel that the community decided on the priorities of this project?			X					X	X
9.	What are the advantages and disadvantages of C2SP compared to traditional reintegration projects in DDR?			X					X	
	Efficiency									
10.a	What were the strengths and weaknesses of C2SP approach and strategy?					X				
10.b	Have risks of the programme at local levels been anticipated and addressed? Please explain					X				
11.a	Were management capacities of C2SP adequate to deliver activities in a timely and efficient manner? Please explain				X	X				
11.b	What monitoring and evaluation procedures were applied by UNDP and partners to ensure greater accountability?				X	X				
11.c	Did the project develop gender mainstreaming strategies and tools and were these used by you?								X	
12.	Did the project develop ant Public Information strategies and tools and were these used by you?						X		X	
13.	How were these solved (conflicts)?	X	X	X			X		X	X
14.	On a scale of 1 to 10 rate how happy you are with the following work of the CMC (1 = least happy and 10 = most happy)		X							
15.	How was the natural resource management strategy of this project?								X	
16.a	Did you receive any capacity development support from UNDP? If no why not?						X		X	
16.b	Has the programme contributed to the capacity building of Government partners?					X				
17.	Was the project flexible enough to respond to issues coming up? Do you have a good or bad example of this?						X		X	
18.a	Do you think that the financial resources of C2SP interventions been efficiently used to achieve maximum effect?				X			X		
18.b	If no what could have been done more efficiently?				X					
19.	Did any consultations and training events on how to organise the community take place?	X								
20.	Have C2SP interventions been implemented within intended deadlines and cost estimates?				X			X		
	Effectiveness									


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21.a	Did the CMC (members) receive livelihood support through the project?			X						X
21.b	If yes, did this not challenge the views of the community of your impartiality, as you had economic interests?									X
21.c	If yes, what type of support?			X						
22.a	Did your community /you receive any livelihood support through the project?	X	X							X
22.b	If yes what type of support?	X	X							
22.c	Are you still using this support in your current activities?	X	X	X						
22.d	Which of these was most helpful in improving your livelihood?		X							
23.a	Are there community security committees or other mechanisms to support small arms control, violence against women and youth implemented in the target communities?						X		X	
23.b	Are there mechanisms to support violence against women and youth implemented?	X		X						
24.a	Were there any cross-border initiatives in support of community security, peace building and small arms control between South Sudan and Sudan? If yes were these effective?						X		X	
24.b	Did your community undertake any small arms control and community security initiatives during the project?	X		X						
24.c	Did this (small arms control and community security initiatives )reduce the weapons circulation?	X		X						
25.a	Is there any mechanism available for conflict management in your community?	X		X						X
25.b	Was this initiated or strengthened by the project?									X
25.c	Do you feel these mechanisms are functioning effectively?	X		X						
26.a	Are the local governmental institutions successfully delivering services?	X		X						
26.b	Did service delivery of local government increase since the project?/ Has government increased service delivery in these communities due to the project?/ Do you deliver more services to the communities that were targeted by C2SP?	X				X	X		X	
26.c	If yes why, if not why not?					X				
26.d	If yes, which service delivery is better now?	X							X	
27.a	Which types of interventions done under the C2SP project has created the highest results?				X					
27.b	What were the main challenges of C2SP to achieve its results?				X					
27.c	Have C2SP's expected results been achieved and what were the supporting or impeding					X				

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27.d	factors? Please explain What were the factors that allowed C2SP to have positive results?				X					
28.	Has access to services increased due to the project? If yes which ones and if not why not?						X			
29.a	Do you think the project provided communities with critical infrastructure for local economic development?							X		
29.b	Did your community benefit from any economic infrastructure projects?	X	X	X						
29.c	If yes, which project? If yes, how did this help you/ the community?	X	X	X						
30.a	Were the infrastructure projects (equipment, roads, markets, etc.) successfully implemented? What have been the challenges?						X			
30.b	Were the infrastructure projects (equipment, roads, markets, etc.) successfully implemented? What have been the challenges?									
31.a	Which of these services do you have access to that you did not have before the project?	X		X						
32.a	Were people trained in the right skills?						X			
32.b	Did this lead them to be more engaged in self or wage employments.						X			
33.a	Do you think the project provided key economic assets and skills?							X		
33.b	What was the quality of the training?							X		
33.c	Was it long enough?							X		
33.d	Were the right courses chosen compared to skills in demand in the area?							X		
34.a	Have you received vocational training from C2SP? If yes, in what? If not, why not?		X							
34.b	How many hours of training did you receive?		X							
35.	Have you secured greater access to markets through C2SP support? Please explain		X							
36.a	Have you had any partnerships with the private sector?		X							
36.b	Was this successful? Please explain how/why not?		X							
37.	Did your income increase due to the project activities? If yes with how much %?	X	X	X						
38.	After receiving C2SP support which of the following paid jobs did you do:		X							
39.	If yes in what and was this (capacity development support from UNDP) effective?						X		X	
	Connectedness									
40.	To what extent the C2SP interventions, at the local level, were coordinated with other interventions/government priorities?				X	X				
41.	Has the programme built on / match the individual and local capacities/ needs? Please explain					X				

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42.a	How was the involvement of the government into the C2SP?									X
42.b	Did the DDRC have an important say in the project direction and choices?								X	
43.a	Has the programme been implemented with appropriate and effective inter-agency and partnership strategies?				X					
43.b	What has been the nature and added value of these partnerships?				X					
44.a	How have the changes that have taken place in Sudan since 2019 impacted the partnership?/					X		X		
44.b	How have the changes that have taken place in Sudan since 2019 impacted C2SP?				X					
44.c	How (if in any way) has C2SP adjusted to changes that have taken place in Sudan since 2019?					X		X		
44.d	What additional adjustments/changes might need to be introduced to the C2SP?					X				
Sustainability										
45.	To what extent was sustainability considerations taken into account in the design and implementation of C2SP interventions?					X				
46.	Were exit strategies appropriately defined and implemented? Please explain					X				
47.	Do you think the C2SP results are sustainable?									X
48.	Do you feel/think the Community Management Committee/they (are) is sustainable? Please explain why/why not.			X	X		X		X	X
49.	How do you evaluate the practise of setting up Community Management Committees?				X		X	X	X	
50.	Who will do the maintenance of community infrastructure created after the project?				X		X			
51.	Is the partnership between the DDRC/the government with the CMCs lasting? Continuing beyond the UNDP project intervention? If yes how, if not why not?						X	X	X	
52.	Did you develop any plans to sustain projects outputs in the target communities?						X		X	
53.a	Did local non-governmental institutions provide the CMC with support to sustain the projects outputs?			X						X
53.b	Did service delivery of local government provide the CMC with support to sustain the projects outputs			X						

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54.a	Will these/ the initiated or enhanced (community security committees or other mechanisms to support small arms control, violence against women and youth) be sustainable after the closure of the project? Please explain				X				X	
54.b	Will the community security committees or other mechanisms to support small arms control, violence against women and youth sustainable after the closure of the project?						X			
55.a	What is the percentage of people that received training and business start-up support that still use these skills?				X					
55.b	What have been the successes and challenges in the sustainability of training provided?				X					
56.a	Are you working with the skills learned through the training received?		X							
57.	Do you feel the livelihood support provided to you has led to sustainable income for you? If no why not		X							
	Through the partnership, how many men and women obtained temporarily jobs and for how long?									
58.	Through the partnership, how many youths obtained sustainable jobs or sources of income?							X		
59.	How did the development of partnerships at state level contribute to sustainability of the results?					X				
60.	Will the effect (of the capacity development support from UNDP) be lasting or not? Please explain.						X		X	
	Impact									
61.a	What has been the positive effects of the programme on its direct and indirect beneficiaries?				X	X				
61.b	What has been the negative effects of the programme on its direct and indirect beneficiaries?				X	X				
62.	On a scale of 1 to 5, how would you rate the security situation in your community?	X		X						
63.a	What are the types of conflict in the community?	X		X		X	X			X
63.b	Did the project help to reduce these (conflicts)? Please explain	X	X	X		X	X			X
63.c	Did the project create any conflicts?	X	X	X		X				
63.d	If yes what type of conflict?	X					X		X	X
64.a	What is the most significant change created by the project?				X		X	X	X	X
64.b	What is the most significant change for you since the beginning of project?	X	X	X		X				

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64.c	To what extent is this <u>change related</u> to the program?	X	X	X		X				
64.c	What is your biggest disappointment with the project?	X	X	X	X	X	X	X	X	X
65.	What is your advice to UNDP if they start the C2SP in other communities?				X		X	X	X	X
	Inclusiveness									
66.a	Do you feel the Community Management Committee is inclusive?	X								
66.b	How many of its member are men and how many women? (CMC)			X						
66.c	How many of the members are under 30 years old?			X						
67.a	Do you feel included in the project? Please explain	X							X	
68.	Did the project manage to engage all youth at risk? If no who were excluded?	X								
69.	To what extent did C2SP interventions empower youth (both boys and girls)?				X					
70.	To what extent did C2SP interventions empower women/ To what extent did C2SP interventions empowered women and improve their control of resources and access to basic services?				X	X		X		
71.a	Do unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members have access to micro-financing, value chain and business development services in the communities where you implemented?						X			
71.b	Which groups were hardest to reach or left out?						X			
71.c	Did the project succeed to provide XCs with access to micro-financing, value chain and business development services in the communities where it was implemented?								X	
71.d	Do unemployed community members have increased access to micro-financing, value chain and business development services due to the project?							X		
72.	Was the support (livelihood) provided better for young men or for young women?	X	X							
73.	if yes, is it (mechanism available for conflict management) inclusive? If no, who are excluded?	X		X						

<p>UNITED NATIONS DEVELOPMENT PROGRAMME</p> <p>Terms of Reference for the Final Evaluation of Community Security and Stabilization Programme (C2SP) 2015 – 2020</p>		 <small>Empowered lives. Resilient nations.</small>
Position Information:	Project Evaluation Team	
Title:	Community Security and Stabilization Programme (C2SP)	
Duty Station:	Khartoum, Sudan with frequent travel to the field	
Type of Contract:	Individual Consultant	
Post Level:	International Consultant (1) and National Consultant (1)	
Language requirements:	English (Arabic highly desirable)	
Starting Date:	October 2020	
Duration of assignment:	6 weeks (30 working days)	
Direct Supervisor:	Programme Manager	

#### 1. Background and Context

Unlike many projects and programmes which incorporate context analysis as an ongoing process during project implementation, however, UNDP's C2SP has taken a different dimension by carrying out context analysis as the first step in the design of a sustainable and impact creating programme. Firstly, perception surveys were conducted in 127 communities in states bordering South Sudan (namely South Kordofan, West Kordofan, North Kordofan, White Nile, Blue Nile and Sennar States respectively) to determine the perception of communities in regard to UNDP assistance as well as to have an in-depth knowledge into existing challenges in the communities and the collective views of these communities in finding sustainable and result oriented solutions to these challenges. The outcome of the community level perception surveys was discussed at state level involving state line ministries, locality commissions, the Governor's office, state level CSOs, and other state authorities to get their views and inputs into the findings of the said perception surveys. Beyond this, UNDP and its government counterpart (Sudan DDR Commission) further took the outcomes of the State level consultations at national level and held further national consultations involving federal ministries, UN agencies, International NGOs, National NGOs, and other national level CSOs. The purpose of the national level consultations was to get the views and inputs of the above-mentioned national stakeholder and entities into the outcomes of the community and state level context analysis.

Based on the above-mentioned three-level context analysis, 93 communities were classified and ranked as being at risk of being destabilised and being drawn into violent conflicts due to numerous threats facing these communities, unless something was done to stabilise these communities. Key vulnerability threats identified include but not limited to: high presence of displaced populations (IDPs, refugees, returnees, economic migrants, etc.), high youth unemployment, prevalence of small arms



and light weapons, contested land ownership and use, women at risk, prevalence of local conflicts, pressure on basic services, pressure on natural resources, blocked nomadic routes, etc. All of these threats put together makes these 93 communities to be at risk of being destabilised and or being drawn into violent conflict.

Following the three-level context analysis and the identification of the key threats facing these border communities, C2SP was conceptualised, designed and put into operation to appropriately respond to the needs of the vulnerable communities while providing durable social stability for the residents and displaced populations living along the host communities. C2SP intends to contribute to the stability and resilience of communities and unemployed youth who are on the verge of being destabilised and be drawn into violent conflicts in six states bordering South Sudan (including South Kordofan, West Kordofan, North Kordofan, White Nile, Blue Nile and Sennar) and the suburbs of Khartoum. It aims to achieve this by: (i) Strengthening the resilience of community through provision of diversified alternative livelihoods primarily focusing on unemployed youth with conflict carrying capacity'; (ii) Provision of economic infrastructure and facility in targeted communities to stimulate local economic development (iii) Enhancing social cohesion and peaceful co-existence between displaced populations and host communities through strengthening conflict management capacities of local community institutions such as CMCs while linking these local institutions to state level peacebuilding mechanisms, (iv) Enhance capacities of Government and local service providers to deliver services.

C2SP is implemented in a complex ethnic and socio-economic environment with equally complicated stakeholder relations. The evaluation team should take this reality as its point of departure. While answering the questions posed in this Terms of Reference, the evaluation team should also take into consideration the problems and challenges of the current programme set-up as a result of the outbreak of violent conflict in BNS and SKS since June 2011 as well as the conflict in South Sudan which inevitably precipitated thousands of South Sudanese refugees into the 93 communities targeted by C2SP.

## 2. Purpose of the Evaluation

The objective of this evaluation is to gain insights into the design and implementation of C2SP as well as identify the programme's shortcomings and recommend timely corrective measures. The review recommendations will be shared with key stakeholders, including government counterparts and funding partners for their endorsement. Such recommendations will be integrated into ongoing C2SP activities to help shape the programme. Therefore, the evaluation is expected to provide an independent assessment of past and ongoing C2SP activity and should provide an opportunity to generate findings and recommendations which are expected to assist in identifying appropriate strategies and operational approaches to strengthen the ongoing programme activity.

## 3. Scope and objectives of the Evaluation

The evaluation will cover C2SP activities carried out during the last 4 years (2015 - 2019) in South Kordofan, West Kordofan, North Kordofan, White Nile, Sennar and Blue Nile. Given the varied and complex operational context of C2SP implementation, it should be seen as a component of a much larger development and peacebuilding strategy with a focus on community stabilisation. For this reason, it is prudent that an evaluation be undertaken to understand the extent to which the C2SP process has been successful especially considering its importance in stabilising communities. Furthermore, a lot of resources have been committed to support C2SP implementation in these areas;

therefore, it is pertinent that UNDP commissions an evaluation to assess the sustainability of C2SP and its contribution to long-term development in the target states and communities.

As noted earlier, the evaluation will be undertaken in six States in the Republic of Sudan (Blue Nile, Kordofan, West Kordofan, North Kordofan, White Nile, Sennar and Blue Nile) with the following specific objective:

The main objectives of the evaluation are to assess the C2SP activity and the results achieved so far towards meeting the overall objective of C2SP; as well as to generate lessons learned; and best practices and to develop recommendations for future replication of C2SP in other parts of Sudan. In particular special attention will be given to:

1. Contribution of C2SP at the state and community level to the socioeconomic development and improved peaceful co-existence between host and displaced populations;
2. Identify and ascertain sustainable economic and social linkages of C2SP at the State and local level;
3. Existence of requisite community and national ownership, capacity and leadership in the implementation of the C2SP activity;
4. Direct support and social benefits to communities and individual beneficiaries (hosts and displaced populations);
5. Modes of decision-making on key C2SP policies, strategies and technical issues;
6. Community involvement in C2SP process through diverse mechanisms; and
7. National and State level mechanisms and processes that support sustainable C2SP activity.

#### 4. Evaluation Questions

The evaluation will be conducted based on the assessment C2SP's strategic, conception and TOC. The evaluation criteria, to be considered by the evaluation, include relevance, efficiency, effectiveness, connectedness, sustainability and inclusiveness within the framework of the following guiding questions as outlined below.

##### Relevance

1. Has UNDP been able to help design C2SP processes within the context of local and national recovery and other development strategies in Sudan?
2. Do the partners, target groups and beneficiaries consider that the interventions contributed to community stabilisation, peaceful co-existence, social cohesion and local economic development?
3. Have C2SP interventions responded to the needs and priorities identified during the three-level context analysis that was carried out which informed the design of the programme?

##### Efficiency

1. Have the resources (funds, human resources, time, etc.) of C2SP interventions been efficiently used to achieve the relevant outputs?
2. Have C2SP interventions been implemented within intended deadlines and cost estimates?
3. What were the strengths and weaknesses of C2SP approach and strategy?
4. Have associated risks of C2SP at the national and local levels been anticipated and addressed?

5. Were management capacities of C2SP adequate to deliver activities in a timely and efficient manner?
6. What measures were taken to assure the quality of development results and management practices, both in relation to process and products?
7. What M&E procedures were applied by UNDP and partners to ensure greater accountability?

#### Effectiveness

1. Have C2SP's expected results been achieved and what were the supporting or impeding factors?
2. Were the programme approaches for the different components (inclusive livelihoods, socioeconomic infrastructures/assets, the social, peacebuilding and women empowerment components) relevant to achieving the intended outcome and outputs in supporting community stabilisation, peacebuilding and social cohesion in targeted areas?
3. Have the programme contributed to the capacity building of NGO implementing partners and also Government partners (SDDRC)?
4. Have the programme been implemented with appropriate and effective inter-agency and partnership strategies? What has been the nature and added value of these partnerships?

#### Connectedness

1. To what extent the C2SP interventions, at the local level, were coordinated with other interventions?
2. Has the programme built on / match the individual and local capacities/ needs?

#### Sustainability

1. To what extent was sustainability considerations taken into account in the design and implementation of C2SP interventions, results definition and monitoring of reintegration?
2. Were exit strategies appropriately defined and implemented, and what steps have been taken to ensure sustainability of results to support community stabilisation and women empowerment?
3. How did the development of partnerships at the national and state level contribute to sustainability of the results?

#### Impact

1. What has been the general effect (both positive and negative) of the programme on its direct and indirect beneficiaries?
2. Mention the different forms of impact that can be distinguished: direct and indirect, intended and unintended for project beneficiaries.
3. On training offered, what has happened with the knowledge gained in the training initiatives and skills development for project beneficiaries?

#### Inclusiveness:

1. Establish the level of community participation of beneficiaries particularly women and youth and other vulnerable groups
2. Assess the extent to which C2SP interventions empowered women and improve their control of resources and access to basic services.
3. Assess and confirm the ability of the programme implementers to maintain impartiality and respect the UN programming principles<sup>85</sup> including the do no harm principles.

#### 4. Evaluation Approach and Methodology

The evaluation methodology should employ a participatory results-oriented approach that involves project implementers, targeted beneficiaries and other community members and relevant stakeholders and provide evidence of achievement of expected outputs through the use of quantitative and qualitative methods. On the basis of the evaluation objectives and questions, it is expected that the consultant will propose an evaluation methodology and agree on a detailed plan for the assignment as part of the evaluation inception report. This inception report should be finalised and approved in consultation with the project team as well as other relevant UNDP staff. More specifically, the findings of the evaluations and the recommendations will be grounded in evidence and analytical work derived from the following methods at minimum:

- Desk review of C2SP relevant documents and reports
- Meetings/ discussions with Stakeholders including Government partners, NGO, IP, donors etc.
- Field visit (at least two-three States) to meet and consult with beneficiaries and state level stakeholders and to collect quantitative & qualitative data from beneficiaries and community members, partners, IPs, government, beneficiary institutions.
- Interviews with key informant and FGDs with sample of project beneficiaries
- Assistance will be provided by UNDP in the identification of key stakeholders, and in organizing the schedule of interviews, focus groups, and site visits
- Ensure gender equality and women's empowerment are included in the methodology for addressing gender-specific issues

#### 5. Evaluation team and Deliverables

The evaluation will be conducted by a team comprising of two independent evaluation consultants: (i) Evaluation Team Leader (international), with the overall responsibility for conducting the evaluation including the development and submission of the draft and final evaluation report; and (ii) the Evaluation Consultant (national), who will contribute necessary expertise in the core subject areas of the evaluation, provide sound understanding of the Sudan context and be responsible for drafting key parts of the report (to be clarified in the inception report).

##### A. Team Leader (International)

The key tasks of the team leader include:

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<sup>85</sup> UN Programming principles refer to the: Result Based Management (RBM), Gender Equality, Environmental Sustainability, Human Rights Bases Approached and Do No Harm Principles.

- Develops an inception report detailing the design, methodology (including the methods for data collection and analysis criteria for selection of field locations, required resources), and work plan of the evaluation team.
- Directs and conducts the data collection and analysis tools including review of all relevant documentation;
- Decides on the division of labour within the evaluation team and coordinates team tasks within the framework of the TORs;
- Oversees and quality assures the preparation of the evaluation and takes a lead in the analysis of the evaluative evidence;
- Takes a lead in the analysis of the evaluative evidence and administrates the analysis of the results of the data collection exercise;
- Leads the stakeholder feedback sessions, briefs UNDP on the evaluation through informal sessions and finalises the report based on feedback from the quality assurance process;
- Delivers draft and final evaluation reports.

It should be noted that above list of deliverables, together with the implementation time-frame might be subject to review and revision by UNDP in discussion with the consultant in the event of unexpected changes to the context/ working environment in Sudan during the consultancy period, given the operating context of COVID-19, etc

Profile:

- Master's Degree in a relevant discipline
- At least Seven years of relevant international development experience with at least 5 years of experience in designing/implementing community development projects in conflict /post conflict countries.
- Experience in reviewing projects/programmes of UN agencies (preferably UNDP).
- Regional expertise in either Africa or Arab countries will be an advantage
- Strong analytical and research skills with experience with participatory approaches
- Facilitation skills and ability to manage diversity of views in different cultural contexts.
- Demonstrated capacity for strategic thinking, communication skills and ability to produce a high-quality report in a short period.
- Fluent in English language.
- Must be available on the anticipated start date.

#### *B. Evaluation consultant (National)*

The national consultant is expected to perform the following tasks at minimum:

- Review relevant documents;
- Participate in the design of the evaluation methodology and provide inputs into the inception report;
- Carry out fieldwork and data collection as per the inception report and TOR
- Draft related parts of the evaluation report as agreed on the division of labour with the team leader

- Assist the Team Leader in finalizing the evaluation draft / final report including incorporating suggestions received on draft related to his/her assigned sections.

*Profile:*

- Master's degree in a relevant field
- At least five years' work experience in the areas of crisis prevention and/or recovery
- At least 5 years' experience in evaluation
- Proven experience in results-based management systems
- Strong quantitative and qualitative research skills
- Experience working collaboratively in small teams with tight deadlines
- Good analytical ability and drafting skills
- Fluent in English.
- Must be available on the anticipated start date.

Outputs/Deliverables:

The evaluation Team will produce the following outputs, at minimum:

- **Inception Report:** at the end of the first week of the assignment, the Evaluation Team will submit an Inception Report, which should include detailed evaluation methodology, and evaluation matrix explaining the methods for assessing each evaluation criteria and the associated evaluation questions including proposed sources of data. The inception report should also include the proposed evaluation work-plan detailing schedule of tasks, activities and deliverables, with clear responsibilities for each team member.
- ***Evaluation brief:*** The consultant will be asked to present his/ her preliminary findings, for UNDP staff and major stakeholders, for discussion and validation
- ***Draft evaluation report:*** *The consultant will provide* draft report, covering the issues outlined in the terms of reference including evaluation findings and conclusions, lessons, and recommendations, *for review* by the programme unit and the key stakeholders.
- ***Final evaluation report***<sup>86</sup>: The final report incorporates the inputs resulting from the review of the draft report as relevant.

Timeframe for the evaluation process

The estimated time for conducting this evaluation is 42 days, starting from the date of commencement mentioned in the contract that will be signed by the consultant, as per the below tentative timetable.

Day 1-4:	Initial desk review (Home based)
Day 5-6:	National/ International consultant meeting and initial consultations
Day 7:	Submission of the Inception Report

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Refer to <sup>86</sup> UNDP Evaluation Report Template.

- Day 8-11: Interviews, consultations, and meeting (Khartoum)
- Day 12- 33: Field visits for 2/3 selected states covering institutions and beneficiary communities
- Day 34-36: Follow-up meetings, analysis of the information collected and preparation of a draft report
- Day 37: Presentation of draft conclusions and recommendations to stakeholders
- Day 38 - 39: Finalization and submission of draft report for UNDP/ Stakeholders comment
- Day 40-42: Incorporate/ respond to UNDP/ stakeholders comments on the draft report (if deemed appropriate) and submission of final report

#### 6. Implementation Arrangements:

The Programme Manager will oversee all stages of the evaluation conduct to ensure that the process is being conducted as per the agreed plan and guidelines. The PM will coordinate with UNDP Country office team and UNDP senior management on the evaluation process. The C2SP programme staff will provide administrative and logistical support and will facilitate coordination and liaison with key stakeholders in Khartoum and the field.

Additionally, UNDP will constitute evaluation “Reference Group” comprised of key stakeholders and UNDP relevant staff. The Reference Group will guide the evaluation process and will provide methodological and substantive inputs into the evaluation process as well as peer review of the evaluation deliverables.

#### 7. Evaluation Ethics:

This Evaluation will be conducted in accordance with the principles outlined in the Ethical Guidelines for Evaluation (UNEG 2008) to ensure the credibility and integrity of the evaluation process and products. The consultants must use measures to ensure compliance with the evaluator code of conduct including measures to safeguard the rights, safety and confidentiality of the individual and communities interviewed, particularly permissions needed to interview or gather information about children and young people and provisions to store and maintain security of collected information and protocols to ensure anonymity and confidentiality. The consultants shall respect differences in culture, local customs, religious beliefs and practices, while applying evaluation methods and tools.

#### 8. Duty Station

The duty station will be Khartoum with visits to the project sites if the situation allows, however we are flexible in case the situation does not allow the consultant to travel due to COVID-19 restrictions imposed by the government and the consultant can operate remotely.

#### 9. Scope of Price Proposal and Schedule of Payment

The consultancy fee will be determined on a lump sum basis. The lump sum amount must be all-inclusive, and the contract price must be fixed regardless of changes in the cost components. Payment

will be made twice, after submission of inception report and after submission of Final Report with confirmation letter from C2SP programme stating satisfaction with work carried by the Consultant.

#### 10. Criteria for Selection of the Best Offer

The offers received from the candidates will be evaluated using combined scoring method. The combined scoring method assesses the offers with technical merits of the proposals – where the qualifications and methodology will be weighted a maximum of 70%, and later combined with the price offer which will be weighted a max of 30%.

#### 11. Award of the Contract/Award Criteria

The contract will be awarded to the candidate (bidder) whose proposal obtains the highest cumulative marks (points) when the marks obtained in technical and price proposals are aggregated together.

#### 12. Reference Materials

Documentation to be reviewed/ referred to includes but is not necessarily limited to the following:

- United Nations Development Assistance Framework (UNDAF) for Sudan (Current edition).
- UNDP Country Programme Document and UNDP Country Programme Action Plan (Current edition).
- The C2SP Project Document, project AWP and quarterly and annual reports of the project.
- Community perception survey reports
- Any other documents and materials related to C2SP (from the government, donors, etc.).
- [UNDP Evaluation Report Template](#).
- UNDP Evaluation Policy (2011)
- Ethical Guidelines for Evaluation (UNEG 2008).
- UN Evaluation Norms.
- UNDP Handbook on Planning, Monitoring and Evaluating for Results.

#### 13. Approval

This TOR is approved by:

Name and Designation:

Signature:



## ANNEX C. TOC AND RESULTS AND RESOURCES FRAMEWORK (RRF) 2015-2017

UNDP Global Strategic Plan (2014-2017)

Applicable Key Result Area:

*Outcome 6. Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings.*

*Outcome Indicator:* Percentage of (monetary equivalent) benefits from temporary employment/ productive livelihoods options in the context of early economic recovery programmes received by women and girls (UN Security Council Resolution 1325 – Led by UNDP & UN Women) Target 2017: 50 %

Output 6.1: From the humanitarian phase after crisis, early economic revitalisation generates jobs and other environmentally sustainable livelihoods opportunities for crisis affected men and women

Integrated RRF (IRRF) Indicator 6.1.1: Number of women and men benefitting from emergency jobs and other diversified livelihoods opportunities within six to eighteen months after a crisis, disaggregated by at-risk groups

Output 6.2: National and local authorities /institutions enabled to lead the community engagement, planning, coordination, delivery and monitoring of early recovery efforts

IRRF Indicator 6.2.3: Proportion of organisations engaged in the management/ implementation of early recovery that are women's organisations / networks.

Output 6.3: Innovative partnerships are used to inform national planning and identification of solutions for early recovery

IRRF Indicator 6.3: Percentage of countries with national and sub-national institutions that are able to lead and coordinate the early recovery process 6 to 18 months after crises.

Output 6.4: Recovery processes reinforce social cohesion and trust and enable rapid return to sustainable development.

IRRF Indicator 6.4: Percentage of (monetary equivalent) benefits from temporary employment/ productive livelihoods options in the context of early economic recovery programmes received by women and girls (UNSC 1325 – Led by UNDP & UN Women)

IRRF Indicator 6.4.2: Percentage of people in target areas with improved perceptions of social cohesion within twelve to eighteen months after conflict ends, disaggregated by sex and age

Expected project outcomes

Enhance stability and peace-building by strengthening resilience of communities that are at higher risk of being drawn into conflict, by creating an enabling environment for graduated small arms control, promoting regional cooperation between Sudan and South, improving the livelihood of at-risk groups and increasing access by the communities to basic socio-economic services in target communities.

Sudan UNDAF/CPAP (2013-2016)

*Outcome 7: Government and civil society initiatives that promotes social cohesion, peace consolidation and pluralism are strengthened: Indicators: (i) Number of crisis-affected communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations, Baseline 4: 15 community initiatives*

<p>implemented, Target 4: 30 (ii) Number of peace dividend/ community security initiatives in target communities identified and implemented in a conflict-sensitive manner. Targets: <u>Output 7.2:</u> Community Infrastructure and productive assets that sustain social stability, community security and resilience to crisis delivered. <i>Targets:</i> 50 communities. <i>Baseline:</i> TBD. <i>Outcome 8:</i> Peace Dividends are delivered for sustainable return, reintegration and recovery: <i>Indicator:</i> Number host community members with increased income from vocational and improved access to basic services. <i>Baseline:</i> Zero host-community beneficiaries /<i>Target:</i> 10,000 households</p> <p><u>Output 8.2:</u> Sustainable targeted socio-economic reintegration assistance to ex-combatants and selected community members is accelerated. <i>Baseline:</i> TBD. <i>Indicator:</i> Number of communities targeted for socio-economic infrastructure projects</p>				
<p>Project Expected Outcome (2014-2016): To create an enabling environment for regional cooperation on small arms, ensure community stability and security through targeted livelihood and capacity building support for increased services</p> <p>Outcome Indicators as stated in UNDAF/UNDP CPAP (2013-2016):</p> <ul style="list-style-type: none"> <li>• Number of successful regional and cross border initiatives on small arms proliferation undertaken; <i>Baseline:</i> TBD. <i>Targets-</i></li> <li>• Number of community stabilization/ community security initiatives in target communities implemented in a conflict-sensitive manner. <i>Baseline.</i> TBD <i>Targets-</i></li> <li>• Percentage of youth at risk and other at-risk groups provided with sustainable livelihood support disaggregated by sex. <i>Baseline:</i> TBD. <i>Targets-</i>10,000</li> <li>• Number of crisis-affected communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations. <i>Baseline:</i> TBD: <i>Targets-</i>28</li> </ul>				
<p><i>Partnership Strategy:</i> The project will engage with different partners at the regional, sub- regional, national, state and local levels. At the regional level the project will work closely with the South Sudan Small Arms Control Commission in promoting cross border cooperation between the two countries. At the national level, SDDRC and Ministry of Interior will be the main partners, while at the state level it will be relevant state line ministries, among others. At the local level, partnerships with community-based organisations and local services providers (from government, private sector, NGOs) will be established to ensure sustainability of activities after 2016. Other partners will include UN Agencies, NGOs, bilateral and multilateral donors, etc.</p>				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 1: Alternative livelihoods support and vocational training for 9,300 (male &amp; female) at-risk youth, refugees, IDPs, returnees, provided;</p> <p><u>Baseline 2014:</u></p> <p>1. Limited vocational training opportunities for at risk youth, refugees, IDPs, returnees, women and other at-risk groups in target communities.</p> <p>2. Limited livelihood, entrepreneurial and employment opportunities among at risk youth,</p>	<p>Target for 2015</p> <p>1. At least 4,000</p> <p>2. At least 50%</p> <p>Target for 2016-2017</p> <p>(cumulative)</p>	<p>1. Selection and profiling of target female and male participants (at risk youth, refugees, IDPs, returnees, at-risk) conducted</p> <p>1.1 Identify target beneficiaries using project section criteria complemented with community criteria</p> <p>1.2 Conduct training needs assessment, baseline studies on household incomes and economic opportunities mapping in the state and locality</p> <p>1.3 Identify and select service providers for the provision of trainings and targeted livelihood assistance</p> <p>2. Provision of targeted (female and male) livelihood assistance</p>	<p>SDDRC</p> <p>Local Government and Community members</p> <p>SDDRC</p> <p>Local Government</p> <p>State Authorities</p>	<p><i>Below budgets are indicative and are all direct project related costs. Yearly budgeting will be determined when preparing annual work plans</i></p> <p>Trainings, start up investments, grants, business support services</p>

<p>refugees, IDPs, returnees, women, etc.</p> <p><u>Indicators:</u></p> <p>1. # (female and male) of unemployed youth, refugees, IDPs, returnees, women and other at-risk groups successfully trained and engaged in self or wage employments.</p> <p>2. % of (female and male) unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members who receive trainings from this programme have livelihood opportunities and have access to micro- financing, value chain and business development services.</p>	<p>1. 9,300</p> <p>2. At least 50%</p>	<p>and vocational training to selected participants completed</p> <p>2.1 Provide vocational and skills trainings, apprenticeship and other employability opportunities to participants</p> <p>2.2 Identify private sector employers, negotiate favourable conditions for participants’ engagement, and sign MoUs</p> <p>2.3 Refer trained and interested participants to private sector employers and provide mentoring, if required</p> <p>2.4 Organise trainings on business development including business plans through training workshops</p> <p>2.5 Provide start up grant support to participants having gone through the business development training</p> <p>2.6 Provide extensive consultative support, coaching on business development and use of new technologies, etc.</p> <p>3. Support to business development, value chain development and micro-credit services facilitated</p> <p>3.1 Facilitate linkages between direct beneficiaries and financial institutions to include project beneficiaries into their services Link new businesses to chains of production and bigger businesses in the value chain, especially the private sector</p>	<p><i>and Line Ministries SDDRC Line Ministries JICA SDDRC Line Ministries Private Sector Implementing Partners Implementing Partners/NGOs Private Sector Implementing Partners/NGOs Micro credit Institutions Line Ministries State Government SDDRC Implementing Partners State Government Line Ministries</i></p>	<p>etc.</p> <p>\$2,200,000.00</p> <p>Workshops and seminars for SDDRC, local government, community members on approach for targeted assistance</p> <p>\$50,000.00</p>
		<p>Output 1 Sub Total USD</p>		<p>\$ 2,250,000.00</p>

<p><u>Output 2:</u> 93 Socio-economic infrastructure interventions in support of economic recovery and conflict mitigation (at least 30 structures per year) identified and established</p> <p><u>Baseline 2014:</u></p> <ol style="list-style-type: none"> <li>1. Lack of proper socio-economic infrastructure to support income generating activities in North, South, West Kordofan, Blue Nile, White Nile and Sennar States</li> <li>2. Weak capacity at community level to support local socio-economic infrastructure for development</li> <li>3. High level of unemployment among at risk youth and women in the communities</li> </ol> <p><u>Indicators:</u></p> <ol style="list-style-type: none"> <li>2. # of infrastructure projects (equipment, roads, markets, etc.) successfully implemented in the target communities</li> <li>3. # of consultations and training events organised for community groups on participatory needs assessment and project implementation</li> <li>4. # of women and men engaged in short term jobs.</li> </ol>	<p>Targets 2015 (cumulative)</p> <ol style="list-style-type: none"> <li>1. 15</li> <li>2. 6</li> <li>3. At least 25</li> </ol> <p>Targets 2016-2017 (cumulative)</p> <ol style="list-style-type: none"> <li>1. 93</li> <li>2. 15</li> <li>3. At least 50</li> </ol>	<ol style="list-style-type: none"> <li>1. Participatory assessment of selected communities for socio economic infrastructure projects completed. <ol style="list-style-type: none"> <li>1.1 Participatory planning and needs assessment in selected communities to identify community priorities and projects.</li> <li>1.2 Sensitize and train community leaders and members to select projects that contribute to community security, economic, environmental, natural resource management and peace building.</li> <li>1.3 Selection of contractors and service providers for the implementation of the projects.</li> </ol> </li> <li>2. Creating and engaging female and male community members in short term jobs implemented <ol style="list-style-type: none"> <li>2.1 Consultations to establish clear commitments from authorities, community members and key community stakeholders on the sustainability of the projects</li> <li>2.2 Selection of unemployed youth and at-risk women for short term employment opportunities</li> <li>2.3 Formalise implementation arrangements for these projects with CBOs/NGOs and community members</li> </ol> </li> <li>3. Monitoring of project implementation to ensure projects' effectiveness and sustainability <ol style="list-style-type: none"> <li>3.1. Continuous monitoring and reporting of the project implementation, engagement of community institutions and members</li> <li>3.2. Organise community perception surveys, field and documentation of best practices and lessons learnt for resource mobilization and learning.</li> </ol> </li> </ol>	<p><i>Government of Sudan SDDR Commission State and Local Government Community Leaders Contractors</i></p>	<p><i>Below budgets are indicative and are all direct project related costs. Yearly budgeting will be determined when preparing annual work plans</i></p> <p>Community Infrastructure \$6,510,000 Assessments, consultations, studies \$10,000.00 Contracts for NGOs/CBOs (Community short term job creation ) \$ 20,000.00</p>
		Output 2 Sub Total USD		6,540,000.00
Output 3: Capacity of local community members,	Targets 2015	1. Selection of target communities and local mechanisms as entry	<i>SDDRC</i>	<i>Below budgets are</i>

<p>refugees, IDPs, returnees, and institutions to control small arms proliferation, prevent NRM related local conflict, violence against women and youth and enhanced social cohesion in 93 communities strengthened</p> <p><u>Baseline 2014:</u></p> <p>1. Weak or nonexistence of community-based mechanisms for small arms control and management resolution of Natural Resources related conflicts</p> <p>2. Limited awareness on the dangers of small arms and its contribution to conflict among community members</p> <p>3. One (1) cross-border initiatives on small arms control and security between South Sudan and Sudan</p> <p><u>Indicators</u></p> <p>1. # of community security committees or other mechanisms to support small arms control, violence against women and youth and natural resource management implemented in the target communities</p> <p>2. # of small arms control and community security initiatives undertaken by the target communities</p> <p>3. # of cross border initiatives in support of community security, peace building and small arms control between South Sudan and Sudan</p>	<p>1. At least 30</p> <p>2. 10</p> <p>3. At least 2</p> <p>Target 2016-2017 (cumulative)</p> <p>1. 93</p> <p>2. 30</p> <p>3. At least 4</p>	<p>points for small arms control and NRM related conflicts identified and operationalised</p> <p>1.1 Consultations with relevant stakeholders in the selection of communities validated with primary and secondary data</p> <p>1.2 Conduct baseline studies and community profiling</p> <p>1.3 Community consultations and assessments, identification of entry points and partners for community interventions</p> <p>1.4 Selection of contractors and service providers to support implementation of activities</p> <p>2. Capacity Building strategies on small arms control, community security, violence against women and youth, natural resource management and peace building implemented</p> <p>2.1 Conduct participatory capacity needs assessments with community leaders and members to identify training and capacity building needs</p> <p>2.2 Organise sensitisation campaigns, inter communal dialogue and workshops on the dangers of small arms, violence against women and other forms of physical insecurity</p> <p>2.3 Provide relevant trainings to community leaders, women groups and broader community members on identified training needs.</p> <p>2.4 Support various community-based initiatives in support of small arms control, violence against women and youth, natural resource management etc.</p> <p>2.5 Organise Community consultations/ surveys, workshops and FGDs to determine the specific concerns, risks and issues regarding NRM related conflicts.</p> <p>2.6 Organise public events on small arms reduction and disseminate outreach tools such brochures, guidelines</p> <p>2.7 Organise trainings and awareness raising campaigns on the</p>	<p><i>Ministry of Interior</i></p> <p><i>Local Government</i></p> <p><i>Community Based Organisations</i></p> <p><i>Community Leaders</i></p> <p><i>SDDRC</i></p> <p><i>Local Government</i></p> <p><i>Community Based Organisations</i></p> <p><i>Community Leaders</i></p> <p><i>SDDRC</i></p> <p><i>Line Ministries</i></p> <p><i>Training institutions</i></p> <p><i>Local Leaders</i></p> <p><i>UNW/UNFPA</i></p>	<p><i>indicative and are all direct project related costs. Yearly budgeting will be determined when preparing annual work plans</i></p> <p>SALW Workshops: \$90,000.00</p> <p>Survey: \$ 100,000.00</p> <p>Community Mobilization, Awareness and Trainings: \$1,890,000.00</p> <p>SALW Pilot (Registration, Marking, Storage) \$100,000.00</p> <p>PI materials: \$20,000.00</p>
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		<p>dangers of SALW.</p> <p>2.8 Organise training activities for local authorities on small arms related conflict and community security in each community.</p> <p>3. Support to Regional (including Sudan- South Sudan) and bilateral initiatives on small arms control and National Action Plan on Small Arms Control implemented.</p> <p>3.1 Organise workshops at the state, national and sub-regional level to support implementation of agreements and national action plan on small arms control</p> <p>3.2 Organise workshops to sensitise policy makers and other stakeholders on the dangers of small arms proliferation</p> <p>3.3 Share field experience and best practices with relevant stakeholders to support formulation of national and regional policies on small arms</p> <p>3.4 Support Government in the implementation of regional and bilateral agreements on small arms control</p> <p>3.5. Implement projects based on the lessons from the pilot projects on peaceful co-existence at bordering communities to South Sudan.</p>		
			Output 3 Sub Total USD	\$ 2,170,000.00
<p><u>Output 4:</u></p> <p>Capacities development of Government and local service providers to deliver services strengthened;</p> <p><u>Baseline 2014:</u></p>	<p>Targets 2015</p> <p>1. At least 3</p> <p>2. At least 20</p> <p>Targets 2016-2017 Cumulative</p> <p>1. At least 5</p>	<p>1. State government and ministries and department service providers' capacity and outreach improved</p> <p>1.1. Undertake capacity needs assessment to agree on required capacity development activities.</p> <p>1.2. Implement specific capacity development initiative as per results of need assessment and CD Strategy</p> <p>2. SDDRC and relevant government bodies and structures'</p>	<p>SDDRC</p> <p>Line Ministries</p> <p>Community Based organisations</p> <p>Local Government Institutions</p>	<p><i>Below budgets are indicative and are all direct project related costs. Yearly budgeting will be determined when preparing annual work plans</i></p> <p>Capacity development</p>

<p>1. limited capacity of service providers including Government, and line ministries to deliver / support services</p> <p>2. 39 National NGOs pre-qualified (baseline 2013)</p> <p><u>Indicators</u></p> <p>1. # local governmental institutions/federal governmental entities developed their plans to sustain projects outputs in target communities</p> <p>2. # local non-governmental institutions developed their plans to sustain projects outputs in target communities</p>	<p>2. At least 40</p>	<p>capacity strengthened</p> <p>2.1. Undertake capacity needs assessment, agree on required capacity development activities and implement them</p> <p>2.2. Secondment of staff based on the specific expertise such as PI, M&amp;E/Planning, external relation, PI/ knowledge management.</p> <p>2.3. Internalize the stabilisation policy documents and capacity development strategy.</p> <p>3. National CBOs/NGOs (IP) capacity strengthened</p> <p>3.1. Undertake capacity rapid capacity assessment,</p> <p>3.2. Implement required capacity development activities and formulate NGOs networks for exchange of best practices and lessons.</p> <p>3.3. Co-ordinate and mobilise technical co-operations with specialised organisations such as JICA to provide capacity development interventions for public and private vocational training institutions.</p>	<p><i>SDDRC</i> <i>Line Ministries</i> <i>UN Agencies</i> <i>JICA</i></p> <p><i>SDDRC</i> <i>Line Ministries</i> <i>Local Government Institutions</i> <i>UN Agencies</i></p> <p><i>SDDRC</i> <i>Line Ministries</i> <i>Local Government</i> <i>UN Agencies</i></p>	<p>workshops for community-based organisations</p> <p>government and ministries: \$ 20,000.00</p> <p>Technical support to SDDRC through secondments: \$ 80,000.00</p> <p>Capacity development workshops for SDDRC and relevant ministries: \$ 30,000.00</p> <p>Capacity development workshops for NGOs: \$ 20,000.00</p>
		Output 4 Sub Total USD		\$150,000.00
<p><u>Output 5:</u></p> <p>Effective implementation support ensured to deliver project results/ outputs, including delivery of cross-cutting area activities</p> <p><u>Baseline 2014:</u></p> <p>PI, M&amp;E, gender strategies and tools available for the old project.</p>	<p>Targets 2015</p> <p>1.1. M&amp;E strategy and tools developed and rolled out for all project outputs</p> <p>1.2. Gender mainstreaming</p>	<p>1. Procurement, finance, IT, HR and administrative and logistics support to project implementation provided</p> <p>1.1 Project operations are implemented in the most efficient way</p> <p>1.2 Security of staff and offices ensured</p> <p>2. Monitoring of all project outputs and activities implemented as per project monitoring plan</p>	<p><i>UNDP</i></p>	<p><i>Below budgets are indicative and are mostly operational costs. It also includes M&amp;E activities.</i></p> <p>Operational Cost: \$ 2,740,000</p> <p>Monitoring and Perception Survey:</p>

<u>Indicators</u>  1. Revised PI, M&E, Programme operation guidance , gender mainstreaming strategies for stabilization project and tools are effectively used by both SDDRC and UNDP	strategy developed and rolled out for all project outputs  Targets 2016-2017 1.1. All planned M&E activities effectively implemented  1.2 All planned gender mainstreaming activities effectively implemented	2.1 Comprehensive community assessment (pre and post) undertaken to ensure accurate baseline data and enable M&E system  2.2 Conflict-sensitive M&E system and plan developed and implemented, through regular data collection and field visits  2.3 Designing and establishment of database and tools to collect information on the programme interventions.  2.4 Midterm and end project evaluation will be planned and implemented in coordination with key stakeholders.  3. Gender responsiveness of the programme is ensured 3.1 Responsible gender mainstreaming approach is ensured throughout all project outputs and activities 3.2 Gender aspects of all activities and outputs are properly monitored and reported, best practices and lessons learnt documented		\$ 40,000  Audit: \$ 30,000  Evaluation: \$ 30,000
		Output 5 Sub Total USD		\$2,840,000.00
		Total Budget USD		\$ 13,950,000.00
		GMS (8%)		\$ 1,116,000.00
		Grand Total (US\$)		\$ 15,066,000.00



## ANNEX D. EXECUTIVE SUMMARY MIDTERM-REVIEW AND LESSONS LEARNED

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This C2SP review<sup>87</sup> summarises the findings and lessons learned from a review of UNDP's C2SP. The review comprised of a perception survey, a series of FGDs and KIIs and was conducted from March- July in 2019.

C2SP works with community led committees to identify, prioritise and seek to meet community needs in order to help post-conflict or volatile communities establish greater security and economic and social stability. C2SP is necessarily a complex programme, seeking to initiate changes and multiple levels. In order to capture this, the review interrogated the outcomes of the programme at individual and societal, tangible and intangible levels.

The review found that the programme was having notable impact on:

- improving the productivity of livelihoods, especially for marginalised groups and economic regeneration.
- inclusion, especially of women and youth, in decision making through the establishment and registration of representative local committees;
- fostering peaceful means of resolving conflict at both community and household levels

The review also found that C2SP should be an adaptive programme that also tests approaches and places greater emphasis on learning, influence and scale as a major lesson learned. Given the successes of C2SP, the commitment of the C2SP team and the challenging contexts in which it is successfully delivering a range of projects and the cyclical design of the programme, C2SP is well positioned to be an adaptive programme (design, deliver/test, M&E, learn, adapt or scale) with a strong learning agenda should the team wish to take it in this direction.

C2SP completed its fourth phase of implementation. This is an opportune time to take stock and look at what has and has not worked and where the initial design of C2SP could be improved to draw the programme together. This review found a number of areas in which C2SP could explore further programme development:

- Review and streamline livelihood options for C2SP, explore innovative approaches and share and/or scale successful ventures from one phase to the next across communities.
- Develop work on GBV and empowerment of women.
- Develop an influence strategy to capitalise on C2SP's large number of partners and to shape future programmes and policy on supporting post-conflict communities.
- Explore the role of CMCs as model of community-led, decentralised governance and potential 'rolling-out' of this approach with government.
- Explore the potential impact of redesigning C2SP as a 'test and learn' programme, using future interventions to test innovations at a small scale with high ambition to scale successes.

There is significant potential for C2SP to build on the successes of the early years of the programme and evolve. It is currently working best as a series of projects in separate communities, and should now shift to thinking as a programme. Never has the time be better to be more ambitious for meaningful change in Sudan. Sudan is in transition. C2SP could be a part of this transition since it is present in most of southern states, making difference in the areas of peace building and development.

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<sup>87</sup> Caroline Wood, Therese Bjorn, C2SP review, November 2019, UNDP Sudan, p.2

## Recommendations

### *Recommendations to test in end line*

*Review livelihood options for C2SP and scope out the potential role of additional livelihoods projects including innovations such as frontier technologies, renewable energy sources and new media.*

*Develop learning plan for staff to encourage exchange of learning across phases and communities: Consider exchange programmes and ‘fairs’ for CMC members to learn from other communities as to what has and has not worked or to showcase livelihood projects that could be presented to communities as potential options.*

*Scale successful ventures either through C2SP or by taking projects to others.*

*Audit C2SP socio-economic interventions: The one-year timeline, and skills of the C2SP team should impact, to some extent, on the nature of C2SP’s engagement in what it seeks to deliver. Some ventures take longer than a year to successfully walk through to sustainability and may require significant support for a long period of time. If and where C2SP cannot guarantee this support C2SP should consider, if not them, who else is best placed to ensure the success of particular ventures and who will undertake to monitor and evaluate their implementation. Whilst beyond the scope of this review, an audit of the many interventions C2SP has undertaken and assessment of which of these C2SP is best placed to deliver might allow C2SP to develop a greater level of expertise over a number of key areas rather than spreading itself too thin over too many initiatives.*

*Incorporate GBV training into peace-building and conflict resolution work: Currently the peace building and conflict resolution training has no explicit focus on GBV. Consider adding GBV training to this arm of C2SP’s work.*

*Invest more in training CMCs on political economy and exclusion analysis to proof them against potential unconscious bias.*

*Explore the potential role of the CMCs in supporting Sudan in transition. CMCs have the building blocks for effective decentralised local, community-led governance – how can this be plugged into Sudan’s plans for transition to civilian government?*

*Strengthen information exchange across phases and communities: More regular meetings, exchange visits, shared digital platforms could all help unlock a greater exchange of learning across the programme.*

*Enlarge the role of M&E in the programme so that there is a genuine feedback loop from one phase to the next. In order to strengthen the capacity of the M&E team to deliver this approach consider a dedicated C2SP M&E role for developing the learning and influence strategies for the programme.*

*Develop an influence strategy to identify what policies or programmes C2SP has in its sights and where it can add useful insights about how best to work with and support post-conflict communities. This should be as specific as possible, and include targets, main messages, communications needs and success criteria. Obvious targets would include government (based on strong political economy analysis and working where there is scope to model good governance), private sector and other multilateral agencies working in Sudan.*

ANNEX E. UNDP SELF-FILLING FORM AGAINST INDICATORS

Indicator	Baseline 2015	Target (2015-2020 combined)	Result and explanation of under or over delivery – where relevant
Outcome level			
# of crisis-affected communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations	1	127	68 communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations.
# of host community members with increased income from vocational and improved access to basic services	n	6,665	3,299 host community members have increased income from vocational and improved access to basic services
# of communities targeted for socio-economic infrastructure projects	1	127	68 communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations
# of successful regional and cross-border initiatives on small arms proliferation undertaken	1	50	18 successful regional and cross-border initiatives on small arms proliferation undertaken (18) awareness raising camp. On small arms control have been conducted in the boarder communities
# of community stabilisation/ community security initiatives in target communities implemented in a conflict-sensitive manner.	1	127	68 of community stabilisation/ community security initiatives in target communities including peace-building/conflict management trainings, mediation, and dialogue in a conflict-sensitive manner.
% of youth at risk and other at-risk groups provided with sustainable livelihood support disaggregated by sex.	0%	65% (out of which, 50% men and 50% women)	60% from the total of direct beneficiaries are youth provided with sustainable livelihood support, 62% women, 38% men.
Output level			
1. <i>Enhance livelihood of at-risk or at-risk groups of community so that their risk of being drawn into conflict will be mitigated</i>			
# of unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members that have access to micro-financing, value chain and business development services, disaggregated by sex	88 (14 female, 74 male )	10,572 beneficiaries supported with livelihoods in farming,	Total of 11059 participants either at risk youth or vulnerable groups have been selected and profiled as direct project benefited in 68 communities. Beneficiaries segregated as 6023 males and 5036

		vocational skills training and small businesses for self/wage employment	females Micro-finance = 3%, Value chain = 95%, Business development services = 2%. Out of the 11056 reached under this indicator, 54% of them (5970) received microfinance, value chain/BDS as per below breakdown:
# (female and male) of unemployed youth, refugees, IDPs, returnees, women and other at-risk groups successfully trained and engaged in self or wage employments.	88 (14 female, 74 male )	10,572 beneficiaries supported with livelihoods in farming, vocational skills training and small businesses for self/wage employment	Total of 11059 participants either at-risk youth or vulnerable groups have been selected and trained in 68 communities engaged in self or wage employments.
% of (female and male) unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members who receive trainings from this programme have livelihood opportunities and access to micro-financing, value chain and business development services.	0%	70%	75% from the total 11059 (female and male) unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members supported with training and inputs/start-up kits to undertake various livelihoods enterprises.
# of unemployed youth, refugees, IDPs, returnees, and other at-risk groups and community members that have access to micro-financing, value chain and business development services, disaggregated by sex	0		1914 of trained participants have been engaged with private sector
2. <i>To ensure enhanced access of community members to basic infrastructure which will help stimulate rural economy and stabilise the region</i>			
# of infrastructure projects (equipment, roads, markets, etc.) funded and successfully implemented in the target communities	1	127	68 economic infrastructure/assets to support income generating have been delivered up to 2020
# of consultations and training events organised for community groups on	1	127	Total of 68 consultations were conducted – one in each community

participatory needs assessment and project implementation			to determine and prioritise their needs accordingly.
# of women and men engaged in short term jobs	0	12,240	Total of 40,158 (32,126 women and 8,032 men) engaged in short term jobs   seasonal employment
<i>3. To establish conflict mitigation and social cohesion mechanism and sensitize on small arms control, natural resource management and gender issues in target communities</i>			
# of community security committees or other mechanisms to support small arms control, violence against women and youth and natural resource management <u>implemented</u> in the target communities	1	127	A total of 68 peace-building sub-committees established, up and running to address issued related to small arms, violent against women, etc. Also 68 CMCs were established and trained in NRM among other trainings received to help support NRM issues among many other duties.
# of community security committees or other mechanisms to support small arms control, violence against women and youth, and natural resource management in the target communities <u>strengthened</u>	1	127	A total of 68 Community management committees have been created as community local mechanism to support project and conflict management. This mechanism also serves as element for sustainably measurement.
# of small arms control and community security initiatives undertaken by the target communities	0	127	A total of 68 sensitisation activities were carried out on the dangers of small arms – one sensitisation per community .
# of cross border initiatives in support of community security, peace building and small arms control between South Sudan and Sudan	1	50	18 initiatives so far had been implemented
<i>4. Government and local service providers carry on stabilization and livelihood activities without support of UNDP</i>			
# of local governmental institutions/federal governmental entities <u>developed their plans</u> to sustain projects outputs in target communities		6	SDDRC State Ministry of Agriculture (South Kordofan State, West Kordofan State, White Nile State, Blue Nile State) State ministry of social welfare (South Kordofan State, West Kordofan State, White Nile State, Blue Nile State)

			State Ministry of Planning and Public Utilities Water corporation (South Kordofan State, West Kordofan State, White Nile State, Blue Nile State)
# of local governmental institutions successfully <u>delivering services</u> in target communities		6	SDDRC (South Kordofan and Blue Nile State) State Ministry of Agriculture (South Kordofan State, White Nile State, Sennar State, Blue Nile State) State ministry of social welfare (South Kordofan State, Blue Nile State) State Ministry of Planning and Public Utilities N/A Water corporation (South Kordofan State, West Kordofan State, Blue Nile State) State ministry of education - N/A
# local non-governmental institutions <u>developed their plans</u> to sustain projects outputs in target communities		127	68 CMCs developed their plans to sustain projects outputs in target communities, 4 private sector companies investing in the irrigated schemes and about 20 NGOs.
# of local non-governmental institutions successfully <u>delivering services</u> in target communities.		50	It was 2 private sector actors and approximately 20 CSO successfully delivered services in targeted communities.
<i>5. To implement the project in compliance with procurement, finance, IT, HR and administrative and logistics requirements</i>			
Revised M&E, Programme operation guidance and tools are effectively used by both SDDRC and UNDP		Yes	“Yes” revised M&E, guidance note and effectively used by both SDDRC and UNDP
Revised gender mainstreaming strategies and tools are effectively used by both SDDRC and UNDP		Yes	“Yes” revised gender mainstreaming strategies and tools are effectively used by both SDDRC and UNDP
Revised PI strategies and tools are effectively used by both SDDRC and UNDP		Yes	“Yes” revised PI strategies and tools are effectively used by both SDDRC and UNDP

ANNEX F. STATES AND LOCALITIES OF C2SP

List of C2SP communities and year of support				
State	Locality	Community	Implementation Time frame	
Blue Nile	Eltadamoun	Roro	1/10/2015 -31/3/2016	
	Elrossaires	Azaz		
White Nile	Elsalam	Juery		
		Elridaiss		
	Elgabalin	Alagaya		
South Kordofan	Abasiya	Abasiya		
	Abujebaha	Abujebaha		
West Kordofan	Elmairem	Elmairem		
	Elmuglad	Elmuglad		
Blue Nile	Baw	Elshaheed Afandi		20/ 2/2017- 20/8/2017
	Elrossaires	Elgari		
South Kordofan	Abu Karshola	Abu Karshoula		
	Eldibaibat	Eldibaibat		
West Kordofan	Lagawa	Lagawa		
White Nile	Elgabalin	Dabat Bosin		
North Kordofan	Elrahad	Elrahad		
Blue Nile	Elkurmok	Dindro	20/3/2018- 31/10/2018	
	Elrossaires	Azaza 2		
	Damazine	Hay Elmak		
South Kordofan	Kadugli	Tillo		
	Rashad	Tagmala		
West Kordofan	Kharasana	Kharasana		
Khartoum State	Gabal Awlia	Mayo		
South Kordofan	Kadugli	Lufo Sharing		15/1/2019-15/7/2019
	Abukarshola	Abukarshola		

	Dalami	Dalami		
North Kordofan	Habila	Katanag		
	Omrawaba	Omrawaba		
Blue Nile	Baw	Dearing		
	Baw	Samsour		
	Baw	Ahmar Siedak		
	Gissan	Bakori		
West Kordofan	Elfula	Elfula		
	Elmouglad	Elmagadama		
	El Dibab	El Dibab		
	Elsunot	Elsunot		
Sennar	Dali Mazmoum	Eltross		
	Dali Mazmoum	Eltarow		
White Nile	Elgabalin	Juda		
	Elgabalin	Alagaya		
	Elgabalin	Elwarad		
Khartoum	Gabal Awlia	Mayo		
Blue Nile	WedElmahi	Elgazira	1/1/2020 -31/7/2020	
		Alman		
West Kordofan	Elnehood	Elnehood		
	Elfula	Elfula		
	Babanosa	Babanosa		
South Kordofan	Abasia	Abasia		
	Abukarshola	Kalling		
	Diling	Elmak		
	Dalami	Kokaya		
Sennar	Dali Mazmoum	Wierket		
	Dali Mazmoum	Abu Araif		
Blue Nile	Kurmurk	Ganbarda		15/10/2020- 30/4/2021
	Kurmurk	Akolili		
	Kurmurk	Alkoili		



	Altadamu	Bok	
West Kordofan	Odaya	Odaya	
	Keilek	Fama	
	Lagawa	Lagawa	
South Kordofan	Gibaish	Gibaish	
Sennar	Aldali and Almuzmom	AbuGroud	
White Nile	Al Salam	Elkewaik	
	Gabelain	Alganaa	
North Kordofan	Al Rahad	Sidra	
South Kordofan	Kalogi	Kalogi	