

Corporate Unit Evaluation

Central Project Evaluation

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Central project evaluation

Food Security and Water Supply for Refugees and Host
Communities in Gedaref and Kassala, Sudan

Project number 2017.4048.9

Evaluation report

On behalf of GIZ by Lennart Raetzell (Syspons GmbH), Anouchka Baldin (Syspons GmbH)
and Mohammed Ishag Altaib

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Acronyms and abbreviations

BMZ	German Federal Ministry for Economic Cooperation and Development
COR	Commission on Refugees
DAC	Development Assistance Committee
EU	European Union
FFS	Farmers Field School
FAO	Food and Agriculture Agency
FFS	Farmer Field School
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
IMPROVE	Integrated Measures to Promote Rural-Urban Value Addition and Employment
OECD	Organisation for Economic Co-operation and Development
M&E	Monitoring and Evaluation
MoA	Ministry of Agriculture
MoFEP	Ministry of Finance and Economic Planning
MoH	Ministry of Health
MoPER	Ministry of Production and Economic Resources (official name of Ministry of Agriculture)
RVO	Netherlands Enterprise Agency
SDG	Sustainable Development Goal
TTEA	Technology, Transfer and Extension in Agriculture Department (Ministry of Agriculture/MoPER)
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, Sanitation and Hygiene
WES	Water and Environmental Sanitation Department



The project at a glance

Sudan: Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala

Project number	2017.4048.9
Creditor reporting system code(s)	72012 – education in emergency situations 43040 – rural development
Project objective	The food and nutrition security of refugees in selected camps and of residents of selected neighbouring communities in Gedaref and Kassala States has improved
Project term	November 2017 – December 2022
Project value	EUR 17,900,000 (of which EUR 8,000,000 is co-financed by the European Union)
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ) European Union (EU)
Lead executing agency	Ministry of Finance and Economic Planning (MoFEP)
Partner organisation	Key implementing partners: Deutsche Welthungerhilfe e. V., CARE Deutschland Key other institutional partners: Ministry of Production and Economic Resources (MoPER)/Ministry of Agriculture, Ministry of Health, Commission on Refugees (COR)
German development cooperation (DC) programme	Not applicable
Target group(s)	Direct target groups: farmers' associations, Extension agents of MoPER/Ministry of Agriculture's Technology, Transfer and Extension in Agriculture Department (TTEA), Extension agents of Ministry of Health, WASH committees, staff of Water and Environmental Sanitation (WES) Department indirect target group (final beneficiaries): smallholder farmers from refugee camps and host communities from households having access to land (2,500 farmers supported), vulnerable households from refugee camps and neighbouring communities (1,000 households supported), population of refugee camps and neighbouring communities (90,800 inhabitants supported); in the Kassala State (Abuda and Shagarab camps and neighbouring communities) and Gedaref State (Um Gargour camp and neighbouring community)
Reporting year CPE	2021
Sample year CPE	2019

1 Evaluation objectives and questions

This chapter describes the purpose of the evaluation, the standard evaluation criteria, and additional stakeholders' knowledge interests and evaluation questions.

1.1 Evaluation objectives

Central Project Evaluations (CPE) of projects commissioned by BMZ fulfil three basic functions: they support evidence-based decisions, promote transparency and accountability, and foster organisational learning within the scope of contributing to effective knowledge management. GIZ structures the planning, implementation and use of evaluations so that the contribution of the evaluation process and the evaluation findings make to these basic functions is optimised (GIZ 2018a). The project **Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala (Sudan)** was selected by random sampling.

This evaluation covers the **project's entire term** (1 November 2017 to 31 December 2022). As the project has been extended and the evaluation mission was conducted before the project end (31 December 2022) this is an **interim evaluation**. At the time of the evaluation mission and of writing the evaluation report, discussions were still ongoing regarding the possibility of an additional extension of the project duration.

The prognosis of this interim evaluation regarding the achievement of project results and contributions at impact level (analysis as well as assessment) is based on what can be achieved by the project end (31 December 2022) as it was formally defined during the evaluation phase (third quarter 2021). Project extensions formally approved after the evaluation phase could not be considered in the analysis and assessment and might influence the achievement of results and the overall performance of the project.

Regarding the **feasibility of the evaluation**, two factors have been identified. First, due to the political and economic situation Sudan has been facing since 2018, as well as the COVID-19 pandemic, the project has accumulated significant **implementation delays and challenges**. As a result, the project has been extended twice and may be extended again. Moreover, not all results are expected to be achieved by the end of the project and progress observed to date is not up to original expectations. Furthermore, long-term impacts are only partly observable. Therefore, the evaluation focuses on the relevance and coherence of the project, effectiveness and results reached, while also considering the prospects for future and longer-term impact for the final beneficiaries. It also focuses on identifying lessons learnt for the remaining project duration. Next to these thematic challenges, Sudan's fragile security situation and the COVID-19 pandemic present a complicating factor for the design and logistics of the evaluation. In this regard, the possibility for international evaluators to travel to Sudan for the evaluation mission was excluded. The local evaluator in Sudan could, however, conduct data collection in the country in person (following a 'semi-remote' evaluation design).

1.2 Evaluation questions

The project is assessed on the basis of standardised evaluation criteria and questions to ensure comparability by GIZ. This is based on the Organisation for Economic Co-operation and Development ([OECD/Development Assistance Committee \(DAC\) evaluation criteria](#) (updated 2020) for international cooperation and the [evaluation criteria for German bilateral cooperation \(in German\)](#): **relevance, coherence, efficiency, effectiveness, impact and sustainability**.

Specific assessment dimensions and evaluation questions have been derived from this given framework by BMZ. These assessment dimensions and analytical questions are the basis for all CPE in GIZ and can be found in the evaluation matrix (annex). Due to Sudan's context, fragility is an additional cross-cutting dimension for this evaluation. In addition, contributions to the 2030 Agenda for Sustainable Development and its principles are

considered as well as cross-cutting issues such as gender, the environment, conflict sensitivity and human rights. Also, aspects regarding the quality of implementation are included in all OECD/DAC criteria. Furthermore, during the inception phase, stakeholders expressed specific knowledge interests for this evaluation. These knowledge interests fall within the scope of the evaluation and are covered by the standard evaluation dimensions and respective questions. Table 2 below presents the knowledge interests shared by interview partners during the inception phase.

Table 1: Knowledge interests by main evaluation stakeholder groups

Evaluation stakeholder group	Knowledge interests in evaluation/ additional evaluation questions	Relevant section in this report
GIZ project team, LMI, portfolio manager	<ul style="list-style-type: none"> • How has the project reacted to the worsening of the framework conditions in which it was being implemented? • Which lessons learnt can be identified for future similar situations? • How could have the framework conditions been better taken into consideration and the objectives better adapted in the project proposal? • Which possibilities does such a project have to react quickly to dynamic, worsening contexts (quicker than through modification offers), to nonetheless achieve its planned results? • How could challenges due to the worsening of framework conditions the lack of capacities within partner institutions (i.e. ministries) be more effectively communicated to donors? • What has the project achieved so far? • How could it be improved, i.e. which activities could have been added to the project to increase its impact (e.g. income-generating activities)? • To what extent are the results achieved likely to be sustainable? Are the conditions for sustainability (e.g. partner institutions' capacities) sufficient? What could be improved, to increase the likelihood of sustainability of project results? 	<p>Effectiveness (4.4) Relevance (4.2)</p> <p>Effectiveness (4.4)</p> <p>Effectiveness (4.4)</p> <p>Sustainability (4.7)</p>
GIZ's sectoral unit	<ul style="list-style-type: none"> • To what extent was the chosen approach the right one, i.e. how has it actually contributed to improved food security and nutrition? • To what extent have the challenges of working in refugee camp settings sufficiently been taken into consideration in project design? 	<p>Relevance (4.2) Effectiveness (4.4) Impact (4.5)</p>
BMZ	<ul style="list-style-type: none"> • What has the project achieved so far? Where does the project stand when it comes to its planned impact? • Was the approach selected to address food security the right one? • What could the project have done differently, e.g. regarding the choice of activities? • How has the project adapted to the political transition? How has cooperation with local partners changed as the implementation context evolved from a repressive regime to a revolution and a transition government? • What is the added value of GIZ in the implementation of such projects (as opposed to financing of and implementation by non-governmental or international organisations)? • What can be learnt from the project that could inform future projects funded under the new bilateral cooperation (i.e. what can be learnt from the project and what should be done differently)? 	<p>Effectiveness (4.4)</p> <p>Relevance (4.2), Effectiveness (4.4), Impact (4.5) Effectiveness (4.4)</p> <p>Effectiveness (4.4)</p> <p>Recommendations</p>
EU (co-financier)	<ul style="list-style-type: none"> • To what extent was the coordination between the EU and BMZ as well as with other projects in the project areas successful? To what extent were synergies enabled and duplications avoided? • To what extent were women and persons with disabilities included in programme activities (e.g. in farmers' associations)? 	<p>Coherence (4.3)</p> <p>Relevance (4.2) & Effectiveness (4.4)</p>
Partners	<ul style="list-style-type: none"> • To what extent additional capacity-building measures to increase the likelihood of the project's sustainability could be planned for? • What has the project achieved so far under the different outputs? • What are the final beneficiaries' perception of and attitudes to the project? 	<p>Sustainability (4.7)</p> <p>Effectiveness (4.4)</p> <p>Relevance (4.2)</p>

2 Object of the evaluation

This chapter defines the evaluation object, including the theory of change, and results hypotheses.

2.1 Definition of the evaluation object

The technical cooperation project **Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala** (hereafter 'the project') (PN 2017.4048.9) is a new measure, which had no predecessor project. It originally encompassed the period from 1 November 2017 to 31 October 2020. Yet, following the acquisition of a **co-financing from the European Union Emergency's Trust Fund for Africa** in October 2019, the project was extended until 30 September 2022, for the original project's end date to align with the new co-funding's duration (1 October 2019 to 30 September 2022). In order to make the two different project durations compatible, BMZ project duration was extended again until 31 December 2022, and the newly co-funded project was also divided into two phases: a phase 1 October 2019 to 30 September 2022 and a phase 1 November 2020 to 31 December 2022. The acquired EU co-financing is integrated into the BMZ project under the title **Integrated Measures to Promote Rural-Urban Value Addition and Employment (IMPROVE)**. It is implemented under Output A of the technical cooperation measure (PN 2017.4048.9) (see section 2.2). The IMPROVE project is part of the evaluation object.

The **total budget** of the project amounts to **EUR 17,900,000**. Originally, the initial contract value amounted to EUR 5,000,000 financed by BMZ (for the period 1 November 2017 to 31 October 2020), to which EUR 300,000 were added to increase the water, sanitation and hygiene (WASH) activities of the project. It was then complemented by co-financing obtained from the European Union (EU), which amounted to EUR 8,000,000. A first part of the co-financing (EUR 2,230,000) was integrated into the project through the project modification of October 2019, increasing the total budget to EUR 7,530,000 (corresponding to phase 1 of the co-financing). With the project extension of July 2020, the remaining EUR 5,770,000 of the co-financing (phase 2) were added to the budget, which was further complemented by an additional EUR 4,600,000 from BMZ. In March 2021, a request for a further budget increase of EUR 1,000,000 was submitted to BMZ, to compensate the impact of the economic situation, including the hyperinflation and exchange rate issues, which have impacted the project budget. The request to BMZ has been coupled with a request for extension of the project duration (until end of 2023) by BMZ. It was meant to enable the project to compensate the detrimental effects of the political and economic context in Sudan, as well as the challenges related to the COVID-19 pandemic, on project implementation. The evaluation mission was conducted in June 2021, as the project team was still expecting BMZ to extend the project's duration; yet the request was denied by BMZ in August 2021. The project team then started an additional round of exchange with BMZ regarding a possible extension which, at the time of writing this evaluation report, had not been concluded.

The project is being implemented in **eastern Sudan**, in the states of Gedaref and Kassala. Sudan is a **low income and fragile country** (OECD 2021). About 46.5% of the population lives below the poverty line, with 8% in extreme poverty (Doc 2). The poverty level remains high due to inefficient development plans and strategies, reduced public expenditures on basic services, and erosion of land and natural resources (Doc 2). Additionally, the secession of South Sudan in 2011 induced multiple economic shocks. Particularly, Sudan lost the oil revenue that accounted for half of the government's revenue and 95% of its exports. This has reduced economic growth and resulted in high price inflation. Sudan's economic fragility is furthermore coupled with political instability. As a result, combined with increased fuel prices, the economic situation triggered violent protests in September 2013. With the outbreak of civil war in South Sudan at the same moment, Sudan's economy was further deprived of pipeline revenues. Moreover, the continuous increase in prices, particularly in for food, led to new **demonstrations** in December 2018, which resulted in the removal of President El-Bashir from power in April 2019 and the formation of a transition government in September (World Bank 2020).

In addition, due to its location at the border of several unstable countries, including South Sudan, Central African Republic, Libya, Eritrea and Chad, Sudan is a source, destination and transit country for irregular migration. It is at the centre of the eastern African migration route towards North Africa and Europe. The country hosts an estimated 763,000 South Sudanese refugees, as a result of the civil war in South Sudan, and 159,000 refugees and asylum seekers from Eritrea, Syria, Yemen and Chad (World Bank 2020). The states of Gedaref and Kassala are among the areas most affected by migration flows heading to Europe through Egypt and Libya. Eritrean refugees, the second largest refugee group after South Sudanese, reside in camps all located in Gedaref and Kassala. Early 2021, the conflict in Ethiopia's northern Tigray province and tensions along the Sudan–Ethiopia border further increased the flow of refugees reaching Sudan (UNHCR 2021). In addition, Sudan has one of the largest populations of internally displaced persons (IDPs) in Africa, with 2.1 million (registered) IDPs in Darfur alone. While most newly arriving refugees are only transiting through the country, around 100,000 refugees have been living in Gedaref and Kassala for 30–40 years, particularly in the camps of Um Gargour, Abuda and Shagarab 2 and 3 (Doc 1).

Moreover, Sudan is still beset by **internal conflicts**. While the conflict in Darfur subsided, the region remains precarious due to the proliferation of arms and banditry. Efforts to settle conflict in South Kordofan and Blue Nile have remained unsuccessful. The transitional government has engaged in peace negotiations with relevant armed groups and signed a peace deal in October 2020 with the Sudan Revolution Front, which is expected to put an end to the long-standing conflicts that divert huge resources from much-needed social programmes and investments in human capital to military build-up (World Bank 2020).

As a result of this politically uncertain and economically challenging context, 4 million people, primarily in rural, poor and conflict-affected areas, are **food insecure** in Sudan (Doc 2). They lack sufficient food, in particular sufficiently vitamin-rich food for proper nutrition. In addition, only around 30% of the population use clean water and hygiene facilities (Doc 1). The needs and pressure on natural resources and on basic services also grow with the continuous influx of refugees. In this context, the project addresses **food security, nutrition, and WASH**. To meet the needs, the project's approach focuses on the **agriculture sector** as most poor households, both host communities and long-term refugees, depend on agriculture for their livelihood.

Within the sector, the predominant small-scale family farming is crucial for the national economy; in 2015 it generated half of the agricultural gross domestic product (GDP), provided employment for over 70% of the population and is the source of 70% of foreign exchange earnings (Doc 2). Yet, smallholder farmers tend to extensively use marginal, low-productivity farming systems. These systems are further exposed to high risks (pests, diseases, natural disasters, conflict and market shocks) that farmers lack the capacities to cope with. Consequently, farmers tend to be trapped in low-productivity cycles. Moreover, unadapted production systems, insufficient water management and adaptation of the agricultural production methods to climate change are also key factors which prevent an increase of agricultural production and, in parallel, reduce soil fertility and increase soil erosion. Facing these challenges, the population, and particularly the refugees, do not receive the necessary support from the government, which lacks capacities to address the needs (Doc 1). Furthermore, the concentration of support from the private service providers, banking services and credit providers in urban areas and on big farmers, does not enable smallholder farmers to receive needed support (Doc 2). As a result, the situation is particularly precarious in the states of Gedaref and Kassala, where 80% of the population live from agriculture and 22% suffer chronic food insecurity.

In the absence of a national development strategy for agriculture, the project's **sectoral-political context** is provided by the Quarter Centennial Strategy 2007–2031, which targets among others the increase of agricultural revenue and employment, the promotion of food security, the reduction of poverty and the increase of agricultural export. Sudan is also a member of the Comprehensive Africa Agricultural Programme (CAADP) and the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) of the Intergovernmental Authority on Development (IGAD). Measures highlighted for Sudan as part of IDDRSI are presented in the country strategy Country Programming Paper Sudan, and target strengthened resilience of the population of arid and semi-arid areas through the increase of their production capacities. When it comes to nutrition and

WASH, the National Nutrition Strategic Plan 2014–2025 aims to prevent malnutrition and undernutrition which includes WASH (Doc 1).

Within the **German development assistance**, the project's strategic framework is comprised by BMZ's Special Initiative, **Tackling the root causes of displacement, reintegrating refugees** ('Special Initiative for Displacement'). Special Initiative projects aim to make a structural contribution to maintaining basic services in refugee camps and the regions hosting them, to strengthening of potentials and self-help capacities of refugees and IDPs, and to promoting political and economic stability as well as to stabilising livelihoods in host communities (BMZ 2020). The project aims to contribute to two areas of action of the Special Initiative: (i) Stabilising host regions, and (ii) Integration and reintegration of refugees, IDPs and returnees. As per the project proposal, it is aligned with BMZ's strategies, Development of Rural Areas and their Contribution to Food Security (2011), Promotion of Sustainable Agriculture (2013), Development for Peace and Security (2013) and Water Strategy (2017) (Doc 1).

The project is being implemented in the **states of Gedaref and Kassala** and focuses on the refugee camps of **Um Gargour** in Gedaref, and **Shagarab** and **Abuda** in Kassala as well as their neighbouring host communities (respectively **Kakura** and **Wadisa**). The evaluation will include all geographic areas of the project's implementation.

2.2 Results model including hypotheses

Overall project structure: The project's objective (outcome) is to improve the food and nutrition security of refugees in selected camps and of residents of selected host communities in Gedaref and Kassala States. The project's activities are divided across three components (outputs), which, complementarily, feed into the realisation of the project's objective. The project seeks to fulfil its objective through the improvement of (i) smallholder's agricultural production (Output A); (ii) of conditions for the consumption of vitamin-rich foods for vulnerable households (Output B); and (iii) of WASH facilities and capacities (Output C).

The project's original political partner was the Ministry of International Cooperation, which was dissolved following the 2019 revolution. The political partner's role for the project was then taken over by the Ministry of Finance and Economic Planning (MoFEP), and more precisely by the Department for Bilateral Cooperation. While project matters need to be agreed upon with the political partner in Khartoum, MoFEP is not involved in day-to-day project implementation (Int_3). Key direct political interlocutors involved in the project are MoPER/Ministry of Agriculture, as well as the Ministry of Health, in the states of Gedaref and Kassala.

The project furthermore has several **implementing partners**. Output B of the project is directly implemented by Deutsche Welthungerhilfe e. V., and Output C by CARE Deutschland. Other key partners for the project include MoPER/Ministry of Agriculture, and particularly its Department of Technology, Transfer and Extension in Agriculture (TTEA), in Gedaref and Kassala, the Forestry National Commission, and the Agricultural Research Centres for Output A. For Output C, the project's key government partner is the Water and Environmental Sanitation (WES) Department, responsible for both water supply and sanitation facilities. It is a project implementing partner in the training and supervision of water management committees and WASH committees and is responsible for WASH in neighbouring communities. In addition, the project is also working with the Ministry of Health, which also has a mandate for WASH matters. Finally, the Commission on Refugees (COR) is a key partner of the project for all matters related to refugees.

Direct target groups of the project are the farmers' associations created and supported as part of the project and the extension agents of the TTEA Department (Output A); the extension agents Ministry of Health and of the Ministry of Horticulture (belonging to MoPER) (Output B); and staff of the WES Department and WASH committees (Output C). **Indirect target groups/final beneficiaries** of the project are smallholder farmers from refugee camps and neighbouring communities having access to land (2,500 farmers supported) (Output A); vulnerable households from refugee camps and neighbouring communities (1,000 households supported) (Output B); and overall population of refugee camps and neighbouring communities (90,800 inhabitants

supported) (Output C) (Doc 8). As per the 'Special Initiative for Displacement's prerequisites, the project equally targets refugees and host communities.

Although there is no explicit **capacity-development strategy** formulated by the project, the project nevertheless implements and follows a **multi-level approach** to build capacity at different levels. In this regard, the project supports farmers and households at the micro level, farmers associations and WASH committees at the meso level, and aims to strengthen facilities and improve service delivery at the macro level (including through the training of ministries' extension agents and staff).

The following subsections detail the project's structure according to its **results model**. The **subsection 'Output level'** includes the **hypotheses** (H) below the output level or between outputs, which were selected together with the project team during the Results Model Workshop for closer examination (see section 4.4). It also includes those hypotheses linking outputs to the module objective (outcome). The **subsection 'Outcome and impact level'** details hypotheses linking the project to its intended impacts and overall objectives.

Output level. The evaluation and project team reviewed the project's results model as part of the inception phase. There previously existed three different results models for the project, one for each output. A single results model was developed based on the analysis of project documents and reviewed with the project team as part of the Results Model Workshop. The updated results model is in Figure 1 and shows the connection between (A) activities and (R) results (outcomes and impacts). The project encompasses the following three outputs: **Output A:** The capacities of smallholder farmers to improve and market their agricultural production are strengthened; **Output B:** Conditions for the consumption of vitamin-rich foods for vulnerable households have been created; **Output C:** WASH facilities as well as technical and individual capacities to implement adequate hygiene practices are improved.

Output A focuses on the improvement of smallholder farmers' production and entrepreneurial capacities. The project adopts for this purpose the farmers field school (FFS) approach, combined with a value chain approach added through the EU co-financing. It aims to train smallholder farmers in improved climate-friendly production methods and business management issues, and to provide them with resource-conserving inputs for sustainable land management. The FFS approach is a package combining a soft component (trainings, best practice sharing) and a hard component (provision of inputs, seeds). It also includes the introduction of machinery to prepare land in an optimal manner (Int_5). The main **activities** conducted as part of this output include: (i) a value chain analysis is initially conducted, to identify two agricultural products for which good market integration can be achieved while minimising negative environmental impact (**A1**). The selected **value chains** should have the potential to achieve adequate income and employment effects. Once these products/value chains are identified, an analysis is made of the competence **needs** of smallholder farmers regarding agricultural production and its successful marketing (**A2**). (ii) As a next step, content for the FFS are developed, on technical innovation and entrepreneurial skills adapted to expressed local needs (**A3**). (iii) Identified **technical solutions and innovations** should then enable the project to address identified bottlenecks in the value chains. (iv) Organised in different farmer groups, farmers are then **trained in the FFS** to improve and diversify their agricultural production and are provided with seeds and tree seedlings (**A4**). (v) They also acquire **awareness of the risks of inadequate soil and water management** and the impact of **climate change** for agricultural production and participate in identifying and testing **climate-smart agricultural solutions** to be integrated in their farming systems. (vi) In parallel, river barriers to prevent erosion are constructed and advisory services on climate-change tillage techniques to improve water management for smallholders are provided (**A5**). (vii) Once trained, farmers receive support to transition (for those who will qualify for it) to a **farmers' association** (**A6**). Through farmers' associations, economies of scale can be realised in the procurement of goods or services, strengthening the farmers' negotiation position in the marketing of products, and facilitating access to agricultural loans. Through these associations, farmers should also be better able to be linked up with **private sector actors** to facilitate the introduction of innovations. Farmers' associations existing prior to the project are also supported with advisory services and networking activities. The hypothesis connecting this output to the module objective is that *if smallholder farmers, through the FFS approach, are trained and supported to apply technical solutions and innovations for improved, climate-*

smart and market-adapted production, then surplus production is enabled, the food system is strengthened, and food security of refugee and host communities is improved (H1). The project approach initially focused mainly on increased production, yet it was refined during the modification proposal of October 2019, bringing in the EU co-financing, to add a value chain approach. (viii) This output entails an additional capacity-building aspect, in that FFS are implemented by TTEA extension agents, from MoPER/Ministry of Agriculture, who receive training from the project (training of trainers) on how to facilitate FFS before actually implementing them. Some **underlying assumptions** include the fact that enough farmers' groups qualify to become farmers' associations, and that the participation of TTEA extension officers to be trained to implement the FFS is sufficient. A **risk** facing this hypothesis is that registering farmers' associations within refugee camps may not be allowed (Int_5). Another risk includes the fact that, while only farmers who have access to land are supported, some farmers have to lease the land through contracts which have to be renewed annually. If a farmer has to lease a different piece of land from one year to the next, there is a risk that long-term improvement measures will not take effect.

Output B focuses on the improvement of the availability of access to and appropriate use of vitamin-rich food to improve nutrition of vulnerable households. Main **activities** conducted as part of this output are the following: (i) The project, implemented by DEUTSCHE WELTHUNGERHILFE E. V., provides training, seeds and equipment for vulnerable households to establish and manage **household vegetable gardens (A7)**. (ii) Complementarily, **awareness-raising** is provided to gardens' owners as well as school students, for an increase of nutrition knowledge (**A8**). (iii) Ministry of Health extension agents are involved in awareness-raising on hygiene and nutrition practices, as well as in soft skills trainings and cooking demonstrations; and MoPER extension agents specialised in horticulture are involved in supporting self-help groups with horticulture training. (iv) Refugees residing in camps receive nutrition awareness-raising from UNHCR. (v) For further improvement of nutrition, **self-help groups** are created by households: household heads gather to learn in a group approach, share knowledge, savings or community gardens (Int_8). The hypothesis connecting this output to the module objective is that *if vulnerable households receive support and training to establish their own gardens, and constitute self-help groups for increase nutrition knowledge, then their food and nutrition security improves (H2).* **Assumptions** underlying this hypothesis include that beneficiaries actually apply nutrition knowledge gained, use skills learnt and care for the established gardens, that they participate in self-help groups and use them to share nutrition knowledge. Based on the conducted interviews, the following potential **unintended negative result/risk** can be identified: Output B targets vulnerable, primarily female-headed households, for nutrition improvement. Yet, there is a risk that engaging women in activities that add to their daily responsibilities could lead to them becoming overwhelmed. In line with a 'do-no-harm' and gender-sensitive approach, there is a subtle balance between the engagement of women-headed households for the purpose of improving nutrition, and the risk of overwhelming them with additional responsibilities (Int_1).

Output C focuses on the improvement of sanitation and hygiene as well as access to sufficient clean water. For this output, the project adopts a community-led approach to total sanitation, through which communities take responsibility and ownership for the improvement of WASH. This output entails a soft component (hygiene promotion, awareness-raising) and a hard component (physical construction and rehabilitation of facilities). It is implemented by CARE. Output C aligns with the programmatic logic in that the availability of sufficient water supports Output B (households' gardens) and clean water and hygiene promotion contribute to proper food preparation and utilisation, hence supporting food and nutrition security (and having the potential to reduce diseases). Main activities conducted as part of this output include: (i) Following a preliminary feasibility study and needs assessment being done (**A9**), **water supply facilities** (rainwater storage tanks, filtration and distribution systems) are constructed, rehabilitated and/or technically improved (e.g. through the introduction of solar-powered systems) to improve access to water (quantity and quality) (**A10**). (ii) In parallel, **WASH committees**, hygiene promotion groups and household visitors are created, trained and coached to ensure the operation and maintenance of the facilities and to follow up on hygiene practices sensitisation (**A11**). (iii) In addition, **latrines and handwashing stations** are built in schools, and neighbouring communities are supported in building household latrines to improve sanitation (**A12**). (iv) Finally, **sensitisation** is conducted to create awareness of appropriate hygiene practices among refugees and host communities (**A13**). The hypothesis connecting this output to the module objective is that *if, people receive hygiene training in*

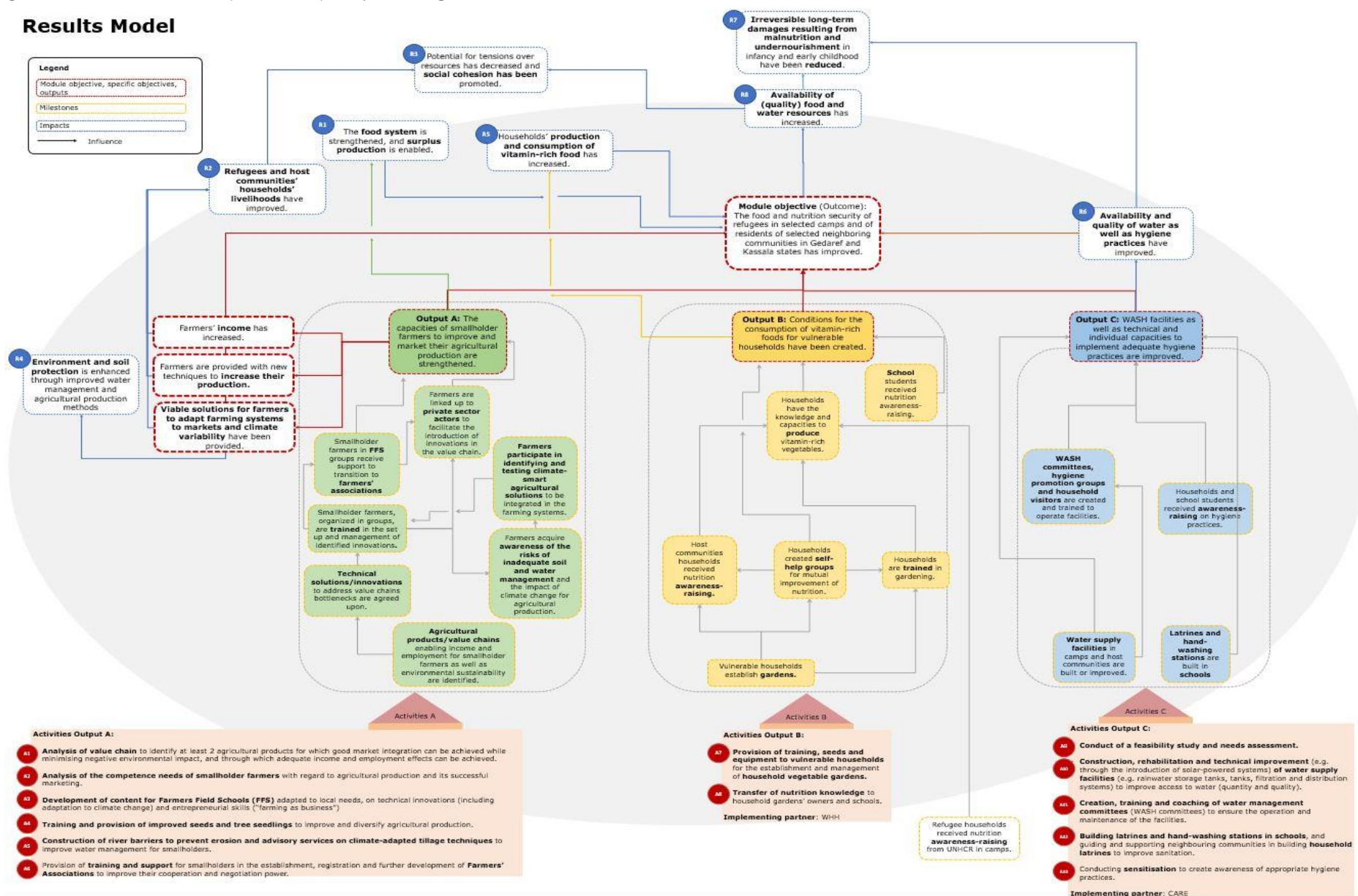
combination with the trainings offered under Output B as well as improved water supply and facilities, food utilisation and preparation improves and therefore food and nutrition security improves (H3). The main **assumption** behind this hypothesis is that beneficiaries apply knowledge gained from hygiene training. A **risk** that needs taking into account under Output B is that individuals, who used to benefit from the absence of water supply facilities (donkey cart owners) will lose their source of income, which may lead to tensions (Docs 1, 8).

Outcome and Impact level: All outputs shall contribute to the project objective (outcome) of improved food and nutrition security of refugees in selected camps and of residents of selected host communities in Gedaref and Kassala. Output A mainly aims to **strengthen the food system and enable food production (R1)**, which should ultimately contribute to improving the food and nutrition security of refugees and neighbouring communities. In addition, Output A shall further contribute to the **specific objectives** of the IMPROVE project, which include the improvement of farmers' income; the provision of farmers with new techniques to increase their production; and the provision of farmers with viable solutions to adapt farming systems to markers and climate variability. Achieving these specific objectives should lead to **improved livelihoods** for refugees and host communities (R2), which should also contribute to **reducing potential for tensions** over resources and **promoting social cohesion (R3)**. Improved water management and agricultural production methods shall also result in enhancing **environmental and soil protection (R4)**. The first hypothesis selected for closer examination, for Output A, states that *if there is surplus production (by farmers), then there is more food on the local market (and it then contributes to improved food and nutrition security) (H4)*. The main **assumption** behind this hypothesis is that the food surplus produced will end up on the local market (and not elsewhere, e.g. in export). **Risks** this hypothesis may face include a significant increase of the number of refugees in the project area, which would lead to price increase and food shortage (as well as put pressure on resources and threaten social cohesion). Agricultural production could also be affected by unforeseen climate-related events. An increase in the prices on the local market would be an additional risk to the hypothesis. The second hypothesis selected for closer examination states that *if there is surplus production, then there is an increase in income for farmers (H5)*. The main **assumption** underlying this hypothesis is that surplus production is actually sold and not consumed by the farmers. A significant **risk** to this hypothesis would be a significant decrease of the prices on the local market, whereby the increased production would not result in increased income for the farmers. Output B, for its part, shall result in an increased **production and consumption of vitamin-rich food** by vulnerable households (R5), which shall consequently lead to improved food security and nutrition for these households. Finally, Output C shall contribute to improving the **availability and quality of water** as well as improving **hygiene practices (R6)**, which shall contribute to improving the food security and nutrition of refugees and neighbouring communities benefiting from the project's activities. This should also contribute to reducing irreversible long-term damages resulting from **malnutrition and undernourishment** in infancy and early childhood (R7). As a result of all outputs brought together, the **availability of quality food and water resources** will increase (R8), which will both further reduce malnutrition (R7) and strengthen social cohesion (R3).

System boundary: Results which lie within the system boundary (depicted graphically by a grey background in Figure 2) are those for which the project may be held **responsible**. Results depicted outside of the system boundary are those to which the project may **contribute**, but for which it cannot be held responsible. For results partially within the boundary, some impact is expected from the project while external factors may foster or hinder the result. Inside the boundary are R4 and R5 and R8. Partially inside the boundary are R2, R1 and R3, because, as described above, they are dependent on assumptions as well as risks and external factors, over which the project has no control. Outside the boundary are R7 and R6.

Figure 1: Current results model (March 2021), adapted during evaluation

Results Model



3 Evaluability and evaluation process

This chapter clarifies the availability and quality of data and the process of the evaluation.

3.1 Evaluability: data availability and quality

This section covers the following aspects:

- availability of essential documents,
- monitoring and baseline data including partner data, and
- secondary data.

Availability of essential documents

Most of the essential documents were available to be assessed during the evaluation and are listed in the reference section of the report (see list of references). However, some documents were not available. For instance, a BMZ country strategy does not exist for Sudan so far, as its preparation is still in progress. Moreover, a capacity-development/overall strategy for the project was also not available. Finally, the usefulness of the sectoral/technical documents provided by the project was limited as some were outdated.

Monitoring and baseline data including partner data

The project uses an Excel tool for monitoring and evaluation (M&E) data. During the conducted interviews in the inception phase, it was mentioned that the recommended GIZ tool was not used and that another Excel tool was instead. The reason given for this was that the GIZ tool did not enable sufficient flexibility and was not adapted to the project's specificities (e.g. seasonal indicators) (Int_8).

The project's monitoring system is linked to the operational plan. Monthly targets are deduced based on the annual operational plan, and then weekly monitoring on these targets is carried out. Datasets are collected by field officers who develop field reports. Partner ministries and institutions are also involved in the process. Activities conducted by direct implementing partners (DEUTSCHE WELTHUNGERHILFE E. V. and CARE) are similarly monitored by GIZ field officers, and partners are further requested to submit monthly monitoring reports. Afterwards, the collected data is used to update the Excel monitoring sheet. Compilation and assessments based on the results matrix is then conducted by the project's planning advisor and M&E officer. In this regard, the COVID-19 pandemic has represented a challenge for the project's monitoring system, as initially planned weekly and monthly visits could not be conducted by GIZ owing to Covid-19 regulations. As a result, the project had to rely on its implementing partners' reports and photo documentation (Int_8, 6).

The **Excel tool** presents data for compiled BMZ–EU indicators. It also presents, in separate Excel sheets, the current status of BMZ and the EU parts of the project. Datasets are further presented for each year. When it comes to the compiled indicators Excel sheet, the document first lists the project's objective (outcome) indicators based on the most recent version of **results matrix** (Doc 5). For Output A, it similarly lists output indicators from the last version of the results matrix (i.e. changes made to indicators in the various previous versions of the results matrix were incorporated into the Excel tool so that the tool now depicts the most updated indicators). Under Output A, the document then adds the EU's specific objective, outcome and output indicators. Indicated Outcome and Output indicators correspond to indicators of the IMPROVE project's results matrix, while objective indicators were, according to the results matrix, defined later as part of the inception report to the EU (Doc 16). The Excel document also includes the reporting frequency for each indicator, the beneficiary group targeted by the indicator, targets, achievement per year, total achievement (in number and

percentage), progress direction, sources of verification, and allows for commenting. Baseline datasets are included in the most recent version of the results matrix (Doc 5).

When it comes to the **baselines**, two were conducted: one for Output A (BMZ and EU components) and Output B (31 July 2019) (Doc 17), with regard to food security and nutrition, and one for Output C, regarding WASH (March 2019) (Doc 18). The Excel document makes the **link with implementing partners'** monitoring systems, in that sources for indicators for outputs implemented by DEUTSCHE WELTHUNGERHILFE E. V. and CARE make reference to both GIZ's field reports, DEUTSCHE WELTHUNGERHILFE E. V. and CARE's reports. Monitoring documents provided by the project, however, do not encompass the systematic monitoring of further indicators, risks, unintended negative effects, assumptions, results hypotheses, and context or conflict dimensions. The use of GIZ's KOMPASS tool has not been recorded.

Secondary data

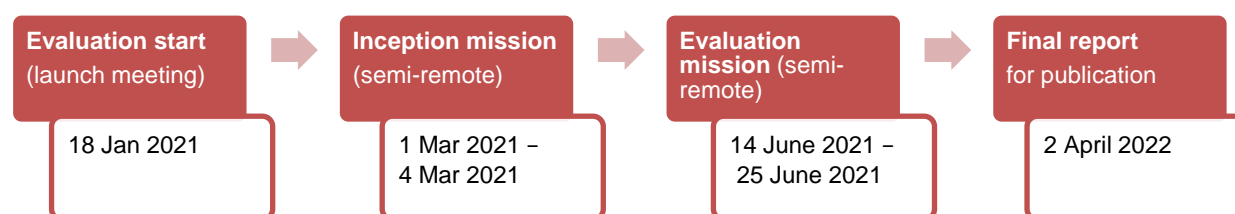
To assess the project's effectiveness and impact, the evaluation mostly relies on primary data (from interviews, target groups and a survey) as well as on the project's monitoring data. Secondary data are additionally occasionally drawn from up-to-date literature. Data from this literature as well as from reports of relevant development actors are also used for assessing the project's relevance, combined with relevant strategic frameworks and sectoral documents.

3.2 Evaluation process

This section covers the following aspects:

- milestones of the evaluation process
- involvement of stakeholders
- selection of interviewees
- data analysis process
- roles of international and local evaluators
- (semi-)remote evaluation (if applicable)
- context and conflict sensitivity within the evaluation process (if applicable).

Figure 2: Milestones of the evaluation process



Involvement of stakeholders. The evaluation team followed a participatory approach that fostered ownership of the evaluation results and provided the basis for learning that can be used in future interventions in corresponding sectors. The participatory approach entailed that the evaluation team described the purpose of the evaluation to the interview partners and considered the questions that stakeholders would like to see addressed. Furthermore, it meant that the evaluators were transparent on how evaluation results were derived from the data and gave stakeholders the opportunity to provide feedback on evaluation findings. As part of the inception phase, the evaluation team held preparatory discussions with the GIZ evaluation unit, and the current project manager. Project staff responsible for M&E and for individual outputs were also interviewed. Exploratory interviews were conducted with representatives of GIZ (sectoral unit, country manager, portfolio manager), with BMZ representatives overseeing the portfolios relevant to the project's geographic focus and its funding ('Special Initiative for Displacement', regional reference), as well as with EU representatives, to come to a common understanding of aspects to be addressed in the evaluation. Representatives of the project's political partner institution (MoFEP in Gedaref and Kassala) were also interviewed. All interviewed stakeholders were given the opportunity to express their areas of interest for the evaluation. During the inception mission, 12

interviews were conducted; and during the evaluation mission 19. According to our participatory approach, all interview partners, including external actors, were informed about the objective of the evaluation when they were contacted for an appointment.

Selection of interviewees. The list of interview partners can be found in table 3 below. As part of the inception phase, the evaluation team drew up a list of all stakeholders and possible interview partners. A list of most relevant possible interviewees was then submitted to the project team for feedback and input. Once revised by the evaluation team, this list was the result of a joint selection and prioritisation, weighing their importance for the project (degree of involvement and knowledge of the project). The final selection was made by the evaluators. The final sample of interview partners was therefore most likely not a representative but purposeful sample, aiming at those interview partners likely to provide the most useful information. The evaluation team contacted all partners mentioned in the list; however, interviews could not be conducted with all of them for two reasons: (i) some of the partners had left their positions and were not available for interviews regarding the project anymore; and (ii) interviews with others were not possible to schedule due to either an absence of response to the request for interview, meeting postponements or non-attendance.

Table 2: List of evaluation stakeholders and selected interviewees

Organisation/company/ target group	Overall number of persons involved in evaluation (including gender disaggregation)	No. of interview participants	No. of focus group participants	No. of workshop participants	No. of survey participants
Donors	4 (2 m, 2 f)	3	0	0	0
BMZ (3), EU (1)					
GIZ	14 (9 m, 4 f, 1 unknown)	14	0	0	0
GIZ project and country team (12), representative of Project 'Vocational Training for Refugees and Host Communities in Eastern Sudan' (1) (PN. 2015.2142.6)					
Partner organisations (direct target group)	20 (16m, 4 f)	14 (10m, 4f)	6 (m)	0	0
MoFEP Gedaref (1), Kassala (1), Commission of Refugees (3), Ministry of Agriculture/MoPER (Ministry of Agriculture TTEA Department) (Gedaref (1), Kassala (1), TTEA Rural Women Development Unit (Gedaref (1) Kassala (1)), Ministry of Planning's Water and Environmental Sanitation Department (hygiene office (1), water office (1)), Welthungerhilfe (1), CARE (2), WASH committees (1 focus group in Shagarab, host community)					
Other stakeholders (e.g. public actors, other development projects)	1 (f)	1	0	0	0
Representative of EU-funded programme of Netherlands Enterprise Agency (RVO) (1)					
Civil society and private sector actors	1 (f)	1	0	0	0
Food and Agriculture Organisation (FAO) (1)					
Final beneficiaries/indirect target groups (sum)	159 (76m, 83f))	0	18	0	120
Smallholder farmers' members (Um Gargour and Abuda camps and neighbouring communities)	88		6 (m)		82 (70m, 12f)

Organisation/company/ target group	Overall number of persons involved in evaluation (including gender disaggregation)	No. of interview participants	No. of focus group participants	No. of workshop participants	No. of survey participants
Vulnerable households supported with household gardens (Um Gargour and Abuda camps and neighbouring communities)	71		6 (f)		65 (f)
Note: f = female; m = male					

Data analysis process. Qualitative interviews and focus groups were documented using interview protocols; protocols were shared and compared among evaluators. The results of the interviews and other forms of data collection (document analysis, monitoring data) were subsequently documented along the evaluation questions in the evaluation matrix. Two surveys were conducted as part of the evaluation mission in June 2021. The first survey targeted smallholder farmers in the Gedaref and Kassala States. It included 82 respondents, among which 54 in the Kassala State (Abuda camp and host community) and 28 in the Gedaref State (Um Gargour camp and host community): 65 respondents were refugees, 17 were host community members; 12 of the participants were women, and 70 men. A second survey was conducted in the same locations with vulnerable households supported with household gardens. It included 63 participants, exclusively women (target group of the Output B on household gardens), among which 35 in the Kassala State (Abuda camp and host community) and 28 in the Gedaref State (Um Gargour camp and host community); 32 respondents were refugees, and 33 were host community members. Primary quantitative survey data collected as part of the evaluation were handled in accordance with the highest standards of data collection, storage and analysis. The evaluation team ensured anonymity for survey respondents, and the survey design took into account all aspects of conflict sensitivity discussed in the respective subsection below. Researcher, data and triangulation method took place at various points during data collection and data analysis. First, the evaluation team ensured researcher triangulation by reflecting the interview results at the end of each day of the on-site missions between the international and the local evaluators. When synthesising and analysing all data after the evaluation mission, the evaluation team held another internal synthesis meeting to exchange thoughts on how to interpret the data as well as whether different methodological instruments employed produced compatible analytical results. The evaluation team also transparently communicated instances in which joint conclusions could not clearly be drawn from the data.

Roles of international and local evaluators. The evaluation team was composed of two international and one local evaluator. Their profiles complemented and strengthened each other: the international evaluators mostly provided methodological evaluation expertise and background knowledge on the specific requirements of German development cooperation, as well as thematic knowledge of the food security sector, migration issues and fragile contexts. The local evaluator from Sudan, experienced in conducting evaluations, further provided specific sectoral expertise in the field of agriculture and food security as well as in-depth understanding of Sudan's fragile context. Together, the evaluators reflected the findings from the documents and interviews in light of the specific country context of Sudan. Tasks in this evaluation were divided according to the specific knowledge of evaluators. While the international evaluators were responsible for the overarching project management and for setting up the evaluation design, drafting the data collection tools and planning the on-site missions, the local evaluator made an important contribution in the preparation of the evaluation mission, by co-conducting most interviews and providing input on the local food security context in Sudan. He also provided comments on the data collection tools. Jointly, the evaluation team analysed the documents provided by GIZ and reflected the interview results against the indicators in the evaluation matrix. Furthermore, evaluators shared the responsibility of documenting the interview results. An exception were those interviews that were held in German, or via telephone before/between the inception and evaluation missions (e.g. with BMZ or GIZ

headquarter staff). The responsibility for reporting (inception report and final report) lay with the international evaluators, who were supported through backstopping and the local evaluator's specific thematic expertise.

Semi-remote evaluation. Due to the unstable situation of eastern Sudan as well as the ongoing pandemic, international evaluators could not travel to Sudan for the evaluation mission. Yet, the local evaluator in Sudan could conduct the mission in person, and a semi-remote (as opposed to fully remote) evaluation mission was possible: interviews were conducted partly remotely by the international evaluators and partly in person by the local evaluator in Sudan. Final beneficiaries were reached through focus groups as well as a survey implemented by the local evaluator and enumerators in person. In all cases, the evaluation team ensured that the methods used to reach out to and survey the different target groups was adapted to them.

Context and conflict sensitivity within the evaluation process. The evaluation as such was an intervention in a fragile environment. Therefore, the evaluation team continuously reflected on conflict sensitivity (do-no-harm) to avoid unintended (indirect) negative results, to mitigate and to deal with risks as well as to avoid unintentionally harming partners and stakeholders. The evaluation team paid particular attention in its interaction with the beneficiary communities who were affected by the project's implementation challenges (see section 4.4). To deal with these communities, who were displaying anger over the unsatisfactory quality of the WASH facilities, the local evaluator engaged in a dialogue process with them to explain the (independent) evaluation process. He also collected information before his fieldwork began, in order to deal with possible bias and ensure his access to a balanced sample of focus group participants.

4 Assessment according to OECD/DAC criteria

4.1 Impact and sustainability of predecessor projects

The evaluated project, Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala (PN 2017.4048.9) was newly initiated at the beginning of the period under evaluation and did not follow any predecessor project. Therefore, this section of the report does not apply to the evaluation.

4.2 Relevance

This section analyses and assesses the relevance of the project 'Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala'.

Summarising assessment and rating of relevance

Table 3: Rating of OECD/DAC criterion: relevance

Criterion	Assessment dimension	Score and rating
Relevance	Alignment with policies and priorities	30 out of 30 points
	Alignment with the needs and capacities of the beneficiaries and stakeholders	25 out of 30 points
	Appropriateness of the design*	15 out of 20 points
	Adaptability – response to change	19 out of 20 points
Relevance total score and rating		Score: 89 out of 100 points Rating: Level 2: successful

The project contributes to several **Sustainable Development Goals** of the Agenda 2030. Both its Outputs A and B contribute to SDG 2 '*End hunger achieve food security and improved nutrition and promote sustainable agriculture*'. In addition, its Output C contributes to SDG 6 '*Ensure availability and sustainable management of water and sanitation for all*'. Moreover, the project is relevant to the albeit limited existing **national policies and priorities**. In this regard, it is in line with the Twenty-Five-Year National Strategy 2007–2031, with the National Nutrition strategy 2014–2025, and with priorities expressed directly by MoFEP, Ministry of Agriculture (MoA) and WES Department in the agriculture, nutrition and WASH sectors during the evaluation. Furthermore, the project also aligns with all dimensions of **BMZ's Special Initiative, Tackling the root causes of displacement, reintegrating refugees** as well as with development priorities of the German government, more generally with regards to food security, sustainable agriculture and rural development, water, as well as peace and security.

Additionally, the project is overall aligned with the **needs and capacities of the beneficiaries and stakeholders**. In this regard, the project design mostly addresses the needs of its **direct target groups**. It is in line with the capacity-building needs of the ministries' agents, yet these agents still require more capacity building. Furthermore, the project design is aligned with the needs of the WASH committees but issues resulting from implementation challenges under Output C need to be solved for the needs to be met in practice. The alignment of the project with the needs of the farmers' associations could not be assessed because no farmers' association had been created at the time of the evaluation. When it comes to the **indirect target groups**, the project addresses the needs of smallholder farmers in terms of support to improve their production, productivity and marketing of their produce. It also addressed the needs of vulnerable households to grow their own nutritious vegetables and acquire nutrition knowledge. The project design is also in line with the needs of refugees and host communities in terms of access to water, sanitation and hygiene. Furthermore, the project design is aligned with the leave no one behind principle, but the political and cultural framework sometimes makes it difficult to include most vulnerable groups.

The **project's design** is overall appropriate and realistic. Its **theory of change** is comprehensive and considered plausible and logical. The project targets the right **sectors of intervention** based on the context, namely agriculture and household gardening, to achieve the module objective. It is also based on a **holistic approach** towards food security, combining a system-level component, a household-level component, as well as a nexus (WASH) component which feeds into the first two components. Each project component further adopts a comprehensive approach entailing a soft and a hard component. One shortcoming of the project's design is, however, its adaptation to the cultural setting and framework conditions. Although several risks and assumptions were considered in the project design, many more risks and **challenges relating to the cultural and framework conditions** were faced by the project during implementation, which were not factored in at the time. These risks, such as landownership-related issues, threaten the potential of success of an even well-thought project design.

Finally, the project **adapted successfully to general changes**. In this regard, it took adequate measures to proceed with implementation when facing major changes in the **economic situation** which were heavily impacting the project. Moreover, the project also appropriately adapted to the significant changes brought by the **COVID-19 pandemic**, but remote work and remote monitoring still led to major implementation issues, which the project team and its implementing partners are currently attempting to remedy.

In total, the relevance of the project is rated as Level 2: successful, with 89 out of 100 points.

Analysis and assessment of relevance

The relevance criterion analyses the extent to which the objectives of a development intervention are consistent with stakeholders' needs and capacities and the extent to which the concept is appropriately designed to meet them. Additionally, the criterion assesses the project's adaptability to change. All dimensions and their respective designs are detailed in table 7 at the end of this section. Assessments were made based on different global, national and BMZ-related policies and strategies, as well as interviews, focus group discussions, and two surveys conducted with the project's indirect target groups.

Relevance dimension 1: Alignment with policies and priorities

On a **global level**, the project contributes to the Sustainable Development Goals (SDGs) of the **Agenda 2030**. Goal 2 '*End hunger, achieve food security and improved nutrition and promote sustainable agriculture*' is addressed by the project's Output A, focusing on improving smallholder farmers' production and entrepreneurial capacities to improve (sustainable) agricultural production and food security. It is also addressed by Output B, focusing on fostering the consumption of vitamin-rich food for vulnerable households to improve nutrition. In addition, Goal 6 '*Ensure availability and sustainable management of water and sanitation for all*' is addressed by Output C, aiming to improve WASH facilities as well as technical and individual capacities to implement adequate hygiene practices (Doc 1, Int_19).

Furthermore, **the project is relevant to the (albeit limited) existing national policies and priorities** addressing food security, nutrition and water supply. One of the existing national strategies which is being implemented is the **Twenty-Five-Year National Strategy 2007–2031** (Sudan's National Council for Strategy Planning, 2007), and its priorities directly match the project's objectives. It aims to increase agriculture-related incomes and employment, improve agricultural productivity, promote food security and reduce poverty – which are objectives that the project directly supports. The strategy further aims to protect and improve water resources for agriculture, for instance through improved irrigation services and water catchment methods, which is also addressed by the project. Finally, it aims to improve the availability of uncontaminated water as well as improve services in the area of water supply, which is also directly in line with the project objectives.

The second policy relevant to the project which is being implemented in Sudan is the **National Nutrition Strategy 2014–2025** (Sudan's Ministry of Health, 2014). It describes as its central goals '*to improve the nutritional status of people throughout the life-cycle*', '*to support the country in establishing and implementing nutrition interventions, according to the local situation and resources to protect and promote healthy child and maternal nutrition, prevent acute, chronic and micronutrient under-nutrition*', which includes caring for water, sanitation and hygiene. Both the project's Outputs B and C are relevant to this goal. As part of its strategic objective 5 '*To enhance community-based interventions ensuring good nutrition to all age group focusing on women and children and preventing obesity*', the strategy also highlights the promotion and investment on small-scale and home-based agricultural activities to ensure food security of needy areas, which directly matches the project's Output B. The alignment between the project's objectives and national priorities was also confirmed by representatives of the ministries interviewed during the evaluation (Int_27, 33, 34, 39).

Beyond strategic documents, **the project is also in line with the priorities expressed directly by ministries** interviewed as part of the evaluation. Interviews showed that the priorities of MoFEP, MoA and WES Department, and their strategies to address them, directly match the project's objectives and approaches to reach them. **Government representatives highlighted several priorities and strategies in the agricultural sector which clearly match the project's FFS approach.** These included, for instance, increasing agricultural production and productivity through the provision of agricultural inputs, quality seeds, water harvesting techniques, machinery, and fertilisers. Training and supporting both refugee and host community farmers throughout the whole agricultural cycle, providing them with agricultural technologies as well as marketing skills, and focusing on rural areas and poor communities relying on farming for livelihood to improve their food security were also mentioned as priorities by government representatives. The latter emphasised the need to strengthen government's capacities, knowledge and understanding of technical agricultural packages, organising and restructuring farmers' groups, fostering financial support through the establishment of linkages with the banking system and support in preparing files to access credit (Int_27, 33, 34, 39).

An alignment between ministries' priorities and project objectives is also visible for the WASH component. Government representatives' interviewees highlighted key priorities of improving sanitation with a focus on refugee camps, through the provision of sanitation facilities, hygiene kits and awareness campaigns, which should be combined with an improvement of water supply. In addition, mapping water sources, improving and sustaining rural water supply, rehabilitating water channels and systems were also mentioned as priorities, as was achieving a state of open defecation free through the construction of latrines and the training of communities in using them. Finally, conducting school sanitation and hygiene promotion as well as capacity

building of community committees and government staff to disseminate public health messages, were also emphasised (Int_18, 24).

Regarding the alignment of the project with BMZ-related policies, **the project design in line with the BMZ Special Initiative, Tackling the root causes of displacement, reintegrating refugees** (BMZ, 2020). It aligns with all three intervention areas of the initiative. First, it is in line with 'assisting refugees, IDPs and returnees', providing food security, nutrition and WASH support to refugees. Second, it contributes to 'stabilising host regions' by fostering perspectives for farmers and by supporting the Sudanese government in responding to farmers' needs as well as improving water-related service provision. Finally, it matches 'tackling the triggers of displacement' by supporting farmers in improving their income and prospects, the lack of which represent common causes of displacement, and corresponds to the sectors in which the Special Initiative aims to provide support (including water supply, health, income and employment opportunities) (BMZ 2020).

However, although the project is part of BMZ's 'Special Initiative for Displacement' and is generally aligned with it, in practice the initiative's goals are not very present in the day-to-day work of the project team. Indeed, when discussing these goals with the project team, interviewees seemed to see little connection between the project and the underlying 'Special Initiative for Displacement'-related goals of the project (Int_42, 41). In addition, when looking at the project design, it seems that it does not particularly reflect the Special Initiative. For instance, there are no objectives or indicators which are directly referring to displacement and reintegration.

Beyond the Special Initiative, **the project is also aligned with the development priorities of the German government more generally** as it is developed in line with BMZ's strategies for Development of Rural Areas and their Contribution to Food Security (from 2011), Promotion of Sustainable Agriculture (from 2013), Development for Peace and Security (from 2013) and BMZ's Water Strategy (from 2017). For instance, in BMZ's strategy 'Development of Rural Areas and their Contribution to Food Security', agriculture is defined as a key area to improve food security as well as poverty reduction particularly in rural areas, and highlights agriculture as 'the starting point and the engine for comprehensive development'. According to this document, support to agriculture should be combined with additional interventions, including access to markets or sustainable management of natural resources. In this regard, the project is aligned with this policy on three levels: (i) it targets rural areas and focuses on agriculture to achieve food security; (ii) it includes marketing trainings, the creation of farmers associations and their linkage with the private sector to improve farmers' access to markets; and (iii) it fosters climate-smart agricultural practices and sustainable water management practices which is in line with the sustainable management of natural resources highlighted by BMZ's strategy. Moreover, the project has also been designed in line with several BMZ national and DAC cross-sectoral policy markers: Rural Development and Food Security (LE-2), Peace and Security (FS-1), Assessing the poverty Orientation of Development Measures (AO), and Environmental Protection and Resource Conservation (UR-1); as well as Adaptation to Climate Change (KLA-1) and Gender Equality (GG-1) (Doc 1).

Finally, as the project is implemented in a conflict context, it is also important to assess how the project has taken this into consideration. Project documents show that **the conflict context was adequately taken into account during project design**. The project's highly volatile context has been analysed through two peace and conflict assessments (PCA) conducted in 2016 and 2017 (Docs 20, 21). Based on these analyses, the project offer highlighted the context-related risks for the project as 'high'. Moreover, the 2017 project offer has particularly analysed the contextual risk of a breakdown of public order following a putsch against Sudan's repressive regime, the demise of the President, a resurgence of armed conflict in eastern Sudan, as well as the increase of Eritrean and eastern Sudanese refugees exacerbating resource-related challenges for communities. Most of these foreseen risks came true, as in 2019 the President was overthrown through a popular revolution, in early 2021 a new conflict started on Sudan's border with Ethiopia, and eastern Sudan has witnessed a significant increase in refugees because of the conflict. Furthermore, the project offer was also **realistic** in acknowledging that some of these risks are beyond the scope of its influence and that little preventive measures to deal with them can be implemented. Regarding risks with which it was feasible to deal with, these were adequately taken in account in the **project design**. For instance, the risk of an additional refugee influx was

addressed by the project as the project was designed in such a way that it could be easily upscaled to target additional refugees and host communities (with the necessary increase in funding).

Relevance dimension 1: Alignment with policies and priorities – scores **30 out of 30 points**.

Relevance dimension 2: Alignment with the needs and capacities of the beneficiaries and stakeholders

The second evaluation dimension deals with the suitability of the project design to match the specific needs of its different target groups. The project's target groups can be differentiated between direct and indirect target groups. **Direct target groups** of the project are the extension agents of the TTEA Department (Output A), the Ministry of Health and of the Ministry of Horticulture (belonging to MoPER) (Output B) as well as the staff of the WES Department and WASH committees (Output C), the farmers' associations created and supported as part of the project, and the WASH committees. **Indirect target groups/final beneficiaries** of the project are smallholder farmers from refugee camps and neighbouring communities having access to land (Output A), vulnerable households from refugee camps and neighbouring communities (Output B), and the overall population of refugee camps and neighbouring communities (Output C) (Doc 8).

Looking at the direct target groups, the project is mostly aligned with their development needs, which was confirmed by the interviews and surveys conducted during the evaluation (Int_26, 36). **For the first of the direct target groups – the partner ministries' extension agents – the project is designed in line with their most significant need: capacity building**. However, the capacity-building needs within this target group are so high that, according to the conducted interviews, the project could not cover all of them (Int_26, 36, 40). As a result, the project decided to address those needs that were seen as a priority by the target group, namely training extension agents of MoPER, Ministry of Health (MoH) and the Ministry of Horticulture. For the former, the extension agents were trained in the FFS approach to enable them to implement the FFS and provide adequate support to the farmers. Similarly, MoH extension agents were trained to implement hygiene awareness-raising in the communities, and extension agents of the Ministry of Horticulture to implement horticulture training. However, due to the existing high capacity-building needs, several needs could not be addressed by the project, such as additional capacity building of government staff and at the institutional level, as well as financial and logistical support for the project implementation (In_36, 33, 19).

For the WASH committees, the project design addresses their needs, but in practice the committees showed high dissatisfaction with the activities implemented so that the needs were not effectively met (see section 4.4). Committees' primary need consisted of capacity building in the operation and maintenance of established facilities, in order to support water management in the communities. The project design addresses this need as it provides for the training of WASH committees in the operation of the facilities as well as the financing and implementation of minor repairs. The project also foresaw the involvement of the WASH committees in the construction of latrines. In practice however, these activities did not take place as planned and, as a result, needs were not met as conceptually envisioned (see section 4.4 and 4.5).

Finally, regarding the **farmers' associations**, at the time of the evaluation, no farmers' associations had been created or supported. Therefore, **assessing the relevance of the project to their needs based on primary data has not been possible**.

When it comes to the needs of the project's **indirect target groups, the project's objectives mostly address development needs expressed by the final beneficiaries**. In this regard, the survey conducted during this evaluation in Um Gargour and Abuda demonstrate that the sale of agricultural products constitutes one of the main sources of income for 96% of **smallholder farmers** (n=81) (Evaluation Survey Output A, 2021). Moreover, in 2019, it was among the main source of income for 80% of the farmers surveyed in the same locations, as

shown by the baseline survey and needs assessment conducted at the start of this project¹ (Doc 17). As a result, the implemented focus groups highlighted that there is a high need among smallholder farmers to be supported to improve their production and their productivity by (i) building up their technical knowledge to upscale their farming activity from subsistence farming to surplus production; (ii) giving support to the farmers to unite and thus be more attractive on the market; and (iii) to increase their income sources.

However, to improve their production and marketing power, several constraints had to be addressed, which were identified in the above-mentioned 2019 needs assessment. These included, among others, the lack of knowledge of good farming practices, pests and diseases, soil fertility, good production technologies and seeds, as well as rainfall patterns. As a consequence, the project's Output A directly focuses on the improvement of smallholder farmers' production and entrepreneurial capacities. For this, it provides agricultural knowledge and techniques to farmers to improve and diversify their agricultural production and supplies with improved seeds and machinery. Furthermore, it also addresses rainfall pattern, water shortage and soil fertility through awareness-raising, climate-smart agricultural solutions and advisory services. Finally, it supports products' marketing through training, registration of farmers' associations and facilitating linkages with private sector stakeholders.

In addition, **the project is also aligned with the needs of vulnerable households (Output B), which was shown by focus group discussions with beneficiaries and the survey conducted as part of the evaluation.** Here, the baseline survey conducted by the project shows that over 80% of the households interviewed (in the three project locations) had never received training or awareness-raising sessions on either food and nutrition security, dietary diversification, healthy balanced diet food preparation or kitchen gardening (Doc 17). In line with these needs, the evaluation's survey conducted with households in Um Gargour and Abuda also showed that 89% of the survey participants faced months over the past year during which they did not have enough food to meet their households' needs (n=65). In addition, interviewed beneficiaries explained that, before being supported by the project, they were struggling to find vegetables in the local markets and had to travel to other locations to find them. They also stated that they could only cultivate vegetables during the rainy season as they lacked necessary agricultural techniques (FGD_1). Therefore, by aiming for vulnerable households to cultivate their own vegetables and receive nutrition-related awareness-raising, the project's objectives are aligned with these beneficiaries' development needs.

Concerning **refugees and host communities**, the third target group of the project, it has to be highlighted that in 2017 only 30% of the population in Sudan had access to clean water and hygiene facilities (Doc 1). Furthermore, interviewed representatives of camp and communities confirmed that water scarcity is a major problem for both host and camp communities in the target areas (FGD_3). Thus, by focusing on increasing access to (quality) water through construction, renovation as well as capacity building, in addition to conducting hygiene-related awareness-raising, the project is thus aligned with the needs expressed by beneficiaries. This alignment becomes even more apparent if it is considered that access to water and hygiene – addressed by third component of the project – is required for both water consumption and agricultural/gardening practices to enable clean food preparation.

The project includes vulnerable groups in its project design in line with the 'leave no one behind' principle but political and cultural framework conditions sometimes make this inclusion difficult.

Regarding **refugees**, the possibility to address some of the existing needs of refugees is limited by Sudan's political framework, despite the project's objective to have 50% of refugees as their main beneficiaries. For example, the project is not able to address refugees' need to access land because the right to land for refugees is restricted in Sudan. In the Um Gargour camp, 90% of the population are Eritrean refugees from the 1980s or 1990s, who do not have basic land rights (Int_41, 42). Similarly, Sudan's encampment policy for refugees limits

¹ Only baseline data collected for the Um Gargour and Abuda locations were considered, for the comparison with the evaluation survey to be accurate, because the survey was only conducted in these two locations (and not in Shagarab).

the possibility to address some of their needs. For instance, smallholder farmers are trained and supported to improve the marketing of their products and may want to sell their vegetables at markets following the value chain development approach by the project. However, access to some markets may be limited by movement restrictions (Int_4, 28, 41). Moreover, registering a farmers' association in camps is still not permitted (Int_5).

Looking at other vulnerable groups, such as women and disabled people, the project ensures their inclusion through the use of **vulnerability-based selection criteria**. These selection criteria specifically target households headed by females, with children under 3-years old, pregnant and lactating women, with elderly people, non-working members or no financial income, with chronically sick households' heads, children under malnutrition treatment, or living with somebody with a disability. These selection criteria have been set together with COR (Int_40) and are implemented in a participatory process with community leaders and beneficiaries' representatives in camps and neighbouring communities to effectively select the most vulnerable people to ensure that no one is left behind (Int_26, 6, 38).

Furthermore, additional efforts are made to include **women** by the project as they constitute a particularly vulnerable group in the Sudanese context. For this purpose, women are targeted in all three project components: in Output B they constitute the sole target group, Output A aims to target 50% of women (Doc 1) and Output C also contributes to addressing the specific needs of women by building latrines to reduce sexual harassment through open defecation (Int_15, FGD_3). However, including women is sometimes complicated by cultural barriers. In this regard, the project successfully adapted its approach by involving female TTEA facilitators and addressing transportation challenges to involve female smallholder farmers in its activities (Int_29, 38). Finally, regarding **disabled people**, efforts for their inclusion have initially been limited by the project. According to interviewees, little attention was paid to involving disabled people in project activities as it was difficult to reach them, mainly because disability in the households proved difficult to identify and a sensitive issue to enquire about (Int_35, 21, 41). However, the project has made increasing efforts include them. For this purpose, the project has concluded a new partnership with the relief and recovery NGO ZOA International which focuses its work on the inclusion of persons living with disability (Int_21).

Next to addressing the needs of its target groups, it is also important to examine how the project under investigation considers connectors and dividers as it is implemented in a fragile context. **Here, it can be stated that dividers and connectors were insufficiently considered and the way they were taken into account during implementation is unclear.** Looking at the dividers, which were analysed in the 2016 and 2017 peace and conflict analyses, and are listed in table 5 below, it becomes apparent that these were analysed adequately and ways on how to take them into consideration during implementation were highlighted (Doc 19, 20). However, the conducted interviews in the evaluation did not show how these dividers were actually taken into consideration during project implementation (Int_15, 29, 38, 30, 31, 16). In contrast hereto, potential connectors were not adequately identified in the 2016 peace and conflict analysis as they were not very usable for the envisioned project design (Doc 19) (see table 6 below). As a result, no specific objectives, activities or indicators for the project have been designed in line with connectors, such as cohesion-building activities which could have been particularly relevant for a FS-1 'Special Initiative for Displacement' project which aims, among others, to reduce tensions and increase social cohesion (Int_41). Moreover, the conducted interviews showed that little consideration was given to dividers and connectors during project implementation. While recognising the existence of underlying conflict issues in Sudan, interviewees mostly considered that ethnic tensions, tensions between refugees and host communities or social cohesion were not directly impacting on the project's implementation (Int_15, 29, 38, 30, 31, 16).

While conflict-related factors are not recognised as significant for the project's implementation, **the project design still comprehensively identifies risks for project staff, partners and beneficiaries.** Moreover, the implementation practice shows regular, context-driven assessment of the security situation as well as evidence-based decision-making by the GIZ Risk Management Office (RMO). Several project team members reported strictly following the RMO's advice when going to the field, to avoid any difficult situation on the ground or appropriately mitigate them, as well as strict interdiction to travel to the field in case of foreseen security issues that could happen on the way (Int_26, 31).

Table 4: Dividers/escalating factors in the project context

Which escalating factors/dividers were identified in the project context?	Measures planned in the project design	Measures implemented
Structural exclusion and discrimination of (even long-term) refugees through restrictive implementation of legal requirements, restrictive renewal of refugee status, encampment policy, difficult and corrupt granting of travel and work permits, denial of livelihoods through prohibition of land, etc.	<ul style="list-style-type: none"> • Policy dialogue with national authorities to accompany assistance to refugees • Clarification of the legal status of the land to be upgraded through the project, seeking the most robust legal title accessible to refugees • Detailed social and environmental impact assessment for all construction measures (e.g. water management) in order to exclude negative impacts on the current users of land, especially refugees 	None identified during the evaluation
Very unequal distribution of land, lack of protection of land rights for smallholder farmers and inhabitants of poor neighbourhoods, concentration of land ownership in the hands of government protégés, forced displacement of smallholders, demolition of poor neighbourhoods in favour of construction projects, conflict between arable farmers and transhumant pastoralists	<ul style="list-style-type: none"> • Clarification of land tenure of areas to be upgraded with the support of the project, if necessary, support for smallholders in acquiring land tenure • Supporting the zoning of settlements to identify areas for home gardens • Ensuring the availability of sufficient irrigation water when promoting home gardens • Clarification of ownership of infrastructure (e.g. wells) to be built or rehabilitated by the project • Consideration of the needs of different user groups when implementing construction measures (e.g. wells, water retention basins), development of intelligent solutions for community use or sharing of important resources (water) • Promotion of linkages between neighbouring communities in building value chains • Negotiating collective arrangements for access to land by refugees supported by the project 	None identified during the evaluation
Inadequate control of economic processes and insufficient provision of social services by the state, desolate state of social infrastructure, inflation and food shortages due to economic crisis, mismanagement by government agencies and security services, frequent protests	<ul style="list-style-type: none"> • Integration of the promoted value chains into local economic cycles, intensive communication with all economic actors in the preparation and implementation of the promotion measures • Legal safeguarding of the acquisition and distribution of agricultural packages • Integration of water vendors and other relevant actors (e.g. religious authorities) in WASH activities, search for win-win solutions (e.g. supply of remote districts by water vendors) • Demanding the state's own contributions, at least in terms of support to the local population 	None identified during the evaluation
Heterogeneity of the population, competition between indigenous groups and immigrants, old and newly arrived refugees, Arab and non-Arab groups, different religious groups, for influence and access to resources, manipulation of interethnic tensions and selective co-optation of ethnic groups by government, local criticism of the inadequate implementation of the 2006 peace agreement, stigmatisation of some groups	<ul style="list-style-type: none"> • Detailed target group analysis and development of tailor-made service offers for different groups • Development of clear, poverty-based selection criteria for project beneficiaries • Deliberate selection of different population groups (e.g. through the selection of supported villages) for the implementation of project activities • Balanced support to refugees and local people • Cooperation with local intermediaries in awareness-raising activities, adaptation of messages to the local context 	None identified during the evaluation

Which escalating factors/dividers were identified in the project context?	Measures planned in the project design	Measures implemented
Authoritarian state and repressive state security apparatus, ineffective and corrupt administrative apparatus, neglect of the peripheries, selective cooperation of regional elites, close-meshed control of the economy, culture and society by state security	<ul style="list-style-type: none"> • Offering project activities with low potential for political abuse (e.g. because unspectacular, of low material value, for disadvantaged groups) • Maintaining control over important project decisions (e.g. selection of beneficiaries, procurement contracts) • Very transparent implementation of project activities, continuous information of national authorities on project objectives and approaches • Sparing use of information, collection and storage of a minimum of information on project partners and beneficiaries, compliance with all data security standards 	None identified during the evaluation
Human trafficking, kidnapping and smuggling of refugees, violent crime	<ul style="list-style-type: none"> • Taking security aspects into account in the design of project activities (e.g. promoting community field work, laying out fields within sight of the camps, conducting workshops and trainings in camps to avoid risky travels) • Limiting the information on refugees collected by the project and passed on to the authorities to a minimum in order to avoid the misuse of information for abduction and human trafficking 	None identified during the evaluation

Table 5: Connectors/deescalating factors in the project context

Which deescalating factors/connectors were identified in the project context?	Measures planned in the project design	Measures implemented
Groups (refugees and neighbouring communities, 'old' refugees and 'newly arrived' refugees, different ethnic and religious groups) sharing common experiences and needs, suffering from the same situation (such as the lack of access to clean drinking water, loss of property for refugees irrespective of the time spent in the country, etc.)	None identified	None identified during the evaluation, besides equal targeting of refugee and host community beneficiaries
Shared schools, social services, markets between refugees and neighbouring communities	None identified	
General respect of other religious beliefs	None identified	
Common interest in peaceful coexistence between different groups	None identified	
Mediation activities conducted by the police and UNHCR staff	None identified	

Relevance dimension 2: Alignment with the needs and capacities of the beneficiaries and stakeholders – scores **25 out of 30 points**.

Relevance dimension 3: Appropriateness of the design

This dimension assesses the appropriateness of the project's objective and results model, with its outputs, activities, instruments and results hypotheses, as well as its implementation strategy.

Overall, the **conceptual** project design, is assessed as **appropriate and realistic** to achieve its intended objectives. Thus, the project's overall **theory of change is considered overall plausible and logical**. In this regard, the results model and underlying hypotheses as described in section 2.2 serve as a central basis for the evaluation. The updated results model developed during the evaluation accurately presents outputs, outcomes and impacts, and sufficiently differentiates results for different groups within the indirect target groups. Except for the farmers' associations, it does not depict direct target groups, because other direct target groups are understood to be part of an overall approach and do not need to be depicted in detail as part of the project logic. The results model also presents a clear system boundary of the project's area of responsibility. Furthermore,

the relationship between the different outputs as well as their hypothesis, their activities, the outcomes and the results outside or partially in the sphere of influence are clear and logical.

The project also chose the right **sectors of intervention** based on the context's specificities to achieve its module objective (outcome). According to the interviews conducted during the evaluation, choosing to focus on agriculture in its lead component (Output A) is crucial to achieving the project's food security module objective, taking into consideration the Sudanese context. Interviews showed that in a country, and particularly in a region, where agriculture is the most important resource for the population, intervening to strengthen agricultural production, and linking farmers with the market, is relevant to support food security (Int_5, 36, 21). This is, for example, highlighted by the fact that the state of Gedaref alone is providing 60% of stable food for the whole of Sudan, and thus most of the population is depending on agriculture for livelihood (Int_5, 36, 21). In addition, choosing to go beyond the provision of inputs and training to work on mechanisation (a technology previously only accessible to larger farm holders) gives a significant added value to the project in this context, as stated by a number of interviewees during the evaluation (Int_30, 35, 21, 29, 41, 36, FGD_2). In addition, choosing to enable household gardens to cultivate their own vegetables, under Output B, in a context of constant inflation in which the population struggles to buy food, was another relevant choice which was in line with the context (Int_38). According to the interviews, choosing to work with women as a target group for this Output also shows a good consideration of the context, as women are most concerned with food security and responsible for feeding their family in the target communities (Int_38).

Moreover, **the project design is based on a holistic approach towards food security**. An analysis of the results model and data collected during interviews showed that the approach combines a system component, focusing on farming to achieve surplus production and contribute to food security; a household-level component, aiming for diet diversity through kitchen gardens; and a nexus component, the WASH component. This WASH component strengthens the project's holistic nature. It feeds into the other two components, as access to clean water and sanitation are prerequisites to the achievement of objectives relating to agriculture, food security and nutrition (Int_12, 1, 6). For instance, clean water supports food preparation and therefore nutrition, and proper hygiene practices can only be applied if water is available (Output B) (Int_12, 1). Moreover, the project's WASH activities support the construction and rehabilitation of *hafir* (water catchment basins) for the smallholder farmers to provide them with water, which is necessary for their agricultural activity (Output A) (Int_6).

In addition, interviewees made it clear that each of the three components also adopts a **coherent and comprehensive approach combining soft and hard components** (Int_5). In this regard, the farmer field school approach under Output A is comprehensive including both training and good practice (soft component) and the provision of inputs, seeds and machinery (hard component) (Int_5). The data collected during the interviews shows that this approach is further strengthened by the value chain approach introduced by the EU cofunding to improve the availability of food on the local markets. Both approaches converge towards surplus production, leading to higher income (EU specific objective) and improved food security and nutrition (BMZ objective). Output B also combines the provision of seeds and equipment to establish and manage household gardens with gardening training as well as nutrition-related awareness-raising and self-help groups. Finally, Output C similarly combines a soft component (hygiene promotion, awareness-raising, training) and a hard component (physical construction and rehabilitation of facilities).

One shortcoming of the project's design is, however, its adaptation to the cultural and socio-economic setting and framework conditions. Interviews showed that while the project design is *theoretically* appropriate and realistic, when implemented in the specific context of Sudan the project faced significant challenges during its implementation (Int_43, 3). Document analysis and interviews showed that although several risks and assumptions were considered in the project design, many more risks and challenges relating to the cultural context and framework conditions were faced by the project during implementation, which were not factored in at the time. These risks threaten the potential of success of a well-thought project design according to the data collected during the evaluation (Int_43). For instance, when deciding to work with farmers and farmers' associations, at the time of the project design, challenges relating to access to land for refugees or difficulties to

register farmers' associations and open bank accounts in refugee camps were factored in (Int_13). However, the project design had not anticipated that, as is currently happening, landowners might come and ask farmers for more money to use their land, using the fact that there are no deeds, no legal contracts between farmers and landowners, in Sudan. As a result, as explained by the project team, the project may end up contributing to enriching landowners, at the expense of farmers (Int_43). These uncertainties relating to the cultural context and framework conditions were already emphasised in the project proposal and successive modification offers, but could have been emphasised more strongly according to the conducted interviews (Int_3, 13). Furthermore, interviewees argued that it could have been stated more clearly that some of these framework conditions could not be overcome and that achievements could not be guaranteed (Int_3). Consequently, the project would have benefited from a pilot phase, particularly in a country where there was no bilateral cooperation between Germany and Sudan (Int_11).

Relevance dimension 3: Appropriateness of the design – scores **15 out of 20 points**.

Relevance dimension 4: Adaptability – response to change

This last dimension analyses whether changes in the general conditions (e.g. the political, security and regulatory context) took place and to what extent these changes have been taken up by the project. In accordance with the assessment of the other dimensions of the relevance criterion, the evaluation further examines whether the adaptations reflect relevant and appropriate adjustments to the changing conditions under which the project operates.

First, **the project had to adapt to the political changes resulting from the 2019 revolution, which it did with only partial success**. Following the 2019 revolution, changes took place in government institutions, which also led to changes in the project's partners. The project's original political partner, the Ministry of International Cooperation was dissolved, and MoFEP took over the partnership with the project. The project adapted to the transition and established working relationships with MoFEP. However, MoFEP replaced the Ministry in a steering structure which already faced some challenges (see section 4.4). This steering structure, combined with the lack of capacities and guiding policies of the ministries, impacted the project's capacity to react to changes (Int_30).

Second, **the project has also faced major changes in the economic situation of the country and adapted adequately to the changing economic circumstances**. In this regard, main challenges were the collapse of the banking system, exchange rates issues, hyperinflation and increase in fuel prices (Int_39, 28, 22, 5, 6, 11, 1, 12). The transitional government established in 2019 engaged in International Monetary Fund-led reforms to enable the country to qualify for debt relief. These reforms included scrapping diesel and petrol subsidies and declaring a managed float of the Sudanese pound to stem a rampant black market. This led to a significant rise of prices, particularly of fuel prices. As a result, inflation reached 413% in June 2021 (WFP 2021). This led, for instance, to daily changes in prices complicating tendering processes and impacting the project's budget. Under Output C for example, the implementing partner was not able to conduct construction activities for all the initially targeted areas due to the high inflation. To deal with the situation, the project adapted its targets under Output C by decreasing them from three target camps to one (Int_1, 6). Furthermore, the project submitted an extension of EUR 1,000,000 to BMZ to be able to implement activities in the remaining locations as well as a request for extension of the project duration until end of 2023 to compensate the detrimental effects of the economic context and the COVID-19 pandemic on its implementation. However, in August 2021, BMZ denied the request for budget and duration extension. Another adaptation measures adopted by the project was to use local rather than international tender processes to overcome the currency rate issue and the travel ban for international experts during the pandemic. This measure was successful and enabled the project to move forward with its activities (Int_2).

Third, **the COVID-19 pandemic led to significant changes for the project, to which it reacted appropriately. However, the adopted measures were not sufficient to mitigate resulting implementation challenges**. In this regard, the pandemic led to the evacuation of international staff and imposition of remote work for all GIZ teams in the country (Int_14, 30, 16, 32, 28, 31, 35). For the project, this resulted into

implementation delays in Output A, as activities were mostly stopped. In Outputs B and C, activities could continue on a minimal level through the implementing partners. For these activities implemented by its partners, the project adapted to the remote work situation by putting in place a fully remote monitoring system through its implementing partners. This remote monitoring system worked well for Output B but led to significant issues under Output C. Here, the lack of supervision of activities from the partner on the ground combined with inaccurate reports sent to GIZ led to implementation issues which were only discovered when the GIZ team could travel again to the field (see section 4.4) (Int_32, 16).

Relevance dimension 4: Adaptability – response to change – scores **19 out of 20 points**.

Methodology for assessing relevance

Table 6: Methodology for assessing OECD/DAC criterion: relevance

Relevance assessment dimensions	Basis for Assessment	Evaluation design and empirical methods	Data quality and limitations
Alignment with policies and priorities	<p>Relevance in this dimension is achieved if the project's design is aligned with key frameworks</p> <p>Sudan's strategic frameworks and sectoral documents: See evaluation matrix for details</p> <p>BMZ's strategic frameworks and sectoral documents: See evaluation matrix for details</p>	<p>Evaluation design: The evaluation design follows the questions from the evaluation matrix. No specific additional evaluation question was applied</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Document analysis (project proposal and modification offers, baseline studies, strategic frameworks) • Interviews with project staff, BMZ, political partners 	<ul style="list-style-type: none"> • The number of available strategic frameworks and sectoral documents published by Sudan is low • No country strategy has been published by BMZ so far, despite the newly opened bilateral cooperation with Sudan
Alignment with the needs and capacities of the beneficiaries and stakeholders	<p>Relevance in this dimension is achieved if the project's design is aligned with the needs of its target groups.</p> <p>See evaluation matrix for details</p>	<p>Evaluation design: By way of a needs assessment, the evaluation differentiated between the needs of identified target groups.</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Document analysis (project proposal and modification offers, revised results model, strategic reference documents as well as gender analyses) • Interviews with project staff, BMZ, other GIZ project, partners (e.g. implementing partners, political partners), as well as other stakeholders • Focus groups with direct and indirect target groups • Survey with indirect target group (final beneficiaries) 	
Appropriateness of the design*	<p>Relevance in this dimension is achieved if the project's results model and project offer adequately address the baseline conditions identified at the outset of the project</p>	Evaluation design:	

Relevance assessment dimensions	Basis for Assessment	Evaluation design and empirical methods	Data quality and limitations
		<p>To assess the plausibility of hypotheses and other elements of the results model, the evaluation team assessed the model's fit to contextual framework conditions, the project offer, and baseline studies, based on the state-of-the-art in the sector. It further analysed the synergies among outputs that ought to lead to the achievement of the module objective</p> <p>Empirical methods</p> <ul style="list-style-type: none"> • Document review • Interviews with project staff, other GIZ project, implementing partners as well as other stakeholders 	
Adaptability – response to change	Relevance in this dimension is achieved if the project's results model and other steering instruments have been adapted to changing contextual factors over the course of the project	<p>Evaluation design:</p> <p>To assess the adaptability to change, the evaluation team compared the project's proposal and change offers, as well as used information collected during interviews, to assess the extent to which the project adapted to changed conditions</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Document review • Interviews with project staff, other GIZ projects, implementing partners as well as other stakeholders 	

4.3 Coherence

This section analyses and assesses the coherence of the project. It is structured according to the assessment dimensions in the GIZ project **evaluation matrix** (see annex).

Summarising assessment and rating of coherence

Table 7: Rating of OECD/DAC criterion: coherence

Criterion	Assessment dimension	Score and rating
Coherence	Internal coherence	50 out of 50 points
	External coherence	20 out of 50 points
Overall score and rating		<p>Score: 70 out of 100 points</p> <p>Rating: Level 3: moderately successful</p>

The potential for complementarity and coordination between BMZ-funded GIZ initiatives is weakened by the fact that there is still no BMZ **country strategy** for Sudan. Nevertheless, the project has been designed in a **complementary manner** with the only other relevant project implemented by GIZ in eastern Sudan, Vocational Training for Refugees and Host Communities in Eastern Sudan project (PN. 2015.2142.6). The two projects adopted complementary approaches towards common objectives, measures were taken in the design to **avoid duplications** and the two projects also **coordinated** on an operational level. Moreover, internal coherence is

strengthened through the **coordination** that exists between current and future GIZ projects, during GIZ's fact-finding missions.

In contrast, **coordination with other donors** shows room for improvement. Coordination **mechanisms** and examples of good coordination practices exist – such as working groups and shared innovations taken up by other actors – but significant **gaps** can be observed in the coordination system. Moreover, coordination was further complicated by logistical restrictions related to the COVID-19 pandemic. Finally, external coherence is weakened by the lack of coordination between development actors and actors working in the field of **emergency response**, opening up possibilities for duplications.

In total, the coherence of the project is rated as Level 3: moderately successful, with 70 out of 100 points.

Analysis and assessment of coherence

Coherence dimension 1: Internal coherence

The coherence criterion analyses the extent to which a development intervention is compatible with other interventions in the country, sector, and institution. Dimension 1 (internal coherence) refers to synergies and links of the project with other GIZ projects. The evaluation assessed the internal coherence of the project based on interviews with GIZ project staff and relevant GIZ staff of the only other project implemented by GIZ in eastern Sudan in relevant sectors, namely the, Vocational Training for Refugees and Host Communities in eastern Sudan project (PN. 2015.2142.6).

First, the fact that there is still no BMZ country strategy for Sudan may weaken the potential of complementarity and coordination between BMZ-funded GIZ initiatives. In addition, as explained during the interviews, the BMZ 'Chapeau Paper' which was guiding German interventions in Sudan until 2019 is now outdated and has not been renewed (Int:30).

Despite the lack of a country strategy, the vocational training project and the present project, were designed and implemented in a complementary manner and coordinated to avoid duplications. Both projects, funded by BMZ and the EU, aimed to contribute to poverty reduction and improved livelihoods in the same states (Gedaref and Kassala), targeting both refugees and host communities. To do so, the projects adopted complementary approaches. The food security project, under evaluation, aimed to improve food security and nutrition for refugees and host communities, as well as farmer households' income and livelihoods. The vocational training, for its part, aimed to improve refugees' and host communities' living conditions, through market-oriented vocational training and support to establish economic livelihoods (GIZ, 2021). Moreover, interviews showed that conscious measures were taken when the food security project was developed to avoid duplications with the already existing vocational training project. Before the food security project was commissioned, the vocational training project was initially implemented as the 'Vocational Training and Food Security' project. However, when the present project was designed, the food security component which was already existing in the 'Vocational Training and Food Security' project was removed to avoid duplications (Int_28, 3). As a result, from then on, the vocational training project was focusing solely on vocational training, private sector development and employment, and the food security project on food security and WASH. Since then, according to the interviews, the projects have not collaborated on content because there was no intersection in their activities, and thus no possibility for duplication (Int_28). Nevertheless, interviews showed that the projects were coordinating on an operational level. They were, for instance, sharing the same buildings and logistics for field missions (Int_28, 35).

Beyond these two projects, there is coordination between current and future GIZ projects. Interviews showed that there are contacts between the fact-finding missions for new GIZ projects being developed and GIZ projects currently being implemented to foster future complementarity between the interventions (Int_28, 22, 30). This has, for instance, been the case for the design of the upcoming project in the energy sector, which is building both on the food security and on the vocational training projects. This future project aims to increase

access to energy for rural populations involved in agricultural production and value chains to improve their production and livelihoods (Int_3).

Coherence dimension 1: Internal coherence – scores **50 out of 50 points**.

Coherence dimension 2: External coherence

Dimension 2 of coherence considers other actors' interventions in the same context, and addresses complementarity, harmonisation and coordination with others, as well as the extent to which the intervention is adding value while avoiding duplication of efforts. A key aspect of external coherence concerns the coordination between the intervention and other donors' activities.

Overall, **coordination with other donors shows room for improvement. There are coordination mechanisms and examples of good coordination practices, but significant gaps can be observed.** In terms of good practices, interviews showed that there are relevant working groups for all areas addressed by the project. Furthermore, the project team participates in these working groups as much as possible. These include a refugee working group led by UN OCHA and UNHCR, a food security forum in Khartoum, and WASH working group meetings in Gedaref and Kassala (Int_26, 35, 31). Through these working groups activities of donors could be coordinated, cancelled or modified in their timeline to avoid duplication with other stakeholders. In addition, GIZ and FAO used these working groups to exchange information on farming course curricula (Int_15, Int_36). Moreover, a presentation on small machinery held by the project in one of the food security sector meetings was taken up by FAO, which is interested in promoting the machinery approach in camps as part of other projects (Int_36). Another example given during the interviews was the coordination with COR and UNHCR which was used by the project to coordinate the beneficiaries' lists for the project's agricultural component (Int_31, 29, 23, 40). Additionally, UNHCR and the project together defined the project's priorities for the WASH component (Int_35, 29).

However, interviewees also pointed to significant challenges in the coordination system which result into little coordination among the donors in practice despite the aforementioned good practice examples (Int_41, 35, 14). In this regard, interviewees questioned the effectiveness of the sector meetings as the facilitation by the chair is often insufficient (Int_8, 41, 14). In addition, meetings are often planned at short notice, making it difficult for the project team – faced with strict security measures for travel – to attend (Int_6, 26). The implementation of coordination meetings has been further complicated by the **COVID-19 pandemic**, which has led to meetings being cancelled and remote meetings being difficult to implement due to poor internet connection and electricity shortages (Int_30, 26, 16, 28).

Against this background, several gaps in coordination can be observed which resulted in missed cooperation opportunity and synergies among the donors according to the conducted interviews during the evaluation. One of these missed opportunities is the coordination of GIZ's Food Security with the project implemented by RVO in Gedaref and Kassala. RVO has been implementing a Regional Development and Protection Programme in these two states with the aim to support small entrepreneurs with capacity building and increased linkage between small businesses and bigger companies or microfinance institutions. It targets women, youth, refugees and IDPs, and finances among other projects in the agriservices and horticulture sector. As a result, both projects have to some extent the same objectives, activities, target groups and partner institutions, yet no communication has been established between the two projects. GIZ's Food Security project could benefit from this project's experience with the private sector, as the project has access to most of the larger production groups engaged in agriculture in Gedaref and Kassala. The GIZ project could capitalise on this access by linking its farmers' associations with private sector actors. In return, the RVO project could benefit from GIZ's experience with agricultural equipment and machinery, which constitutes RVO project's biggest gap (Int_20).

Finally, **external coherence is weakened by the lack of coordination that exists between development actors and actors working in the emergency response sector** (Int_30, 42). Interviews showed that there is little coordination between international organisations working in the emergency response sector, which have

become particularly numerous due to the new influx of refugees following the tensions in the Tigray region, and already present development organisations. Sudanese line ministries themselves fail to coordinate the response as they lack the capacity to do so. As a result, there is a risk of duplication of activities as well as a risk of development activities being negatively affected by emergency response activities. For example, there is a risk that beneficiaries receive benefits 'for free' (e.g. food items) from emergency response organisations which development organisations have been trying to achieve through beneficiaries' self-reliance (Int_30).

Coherence dimension 2: External coherence – scores **20 out of 50 points**.

Methodology for assessing coherence

Table 8: Methodology for assessing OECD/DAC criterion: coherence

Coherence: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Internal coherence	<p>Internal coherence is understood to have been achieved if the project does not duplicate efforts of and seeks synergies with other GIZ projects or German development interventions. Internal coherence is further achieved if the project operates in coherence with GIZ's governing standards</p> <p>See evaluation matrix for details</p>	<p>Evaluation design: To assess this dimension, the evaluation team mapped the objectives of other projects, with a view to analysing potential synergies, overlaps, and trade-offs. Further, the evaluation team assessed the project's objective and implementation regarding GIZ's governing principles and standards. This second step was implemented as a cross-cutting theme across all evaluation criteria</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Review of documents from other interventions • Interviews with project staff, staff of other GIZ projects, programme managers of other interventions 	<ul style="list-style-type: none"> • The 'Chapeau Paper Eastern Sudan: Guiding the Implementation of BMZ-Financed Activities in eastern Sudan 2016 – 2019' is outdated, and information about other relevant German development projects, asked about to project staff during the interviews, has been limited. Therefore, the assessment of internal coherence focuses on the analysis of coherence with the other GIZ project implemented in the country (Vocational Training for Refugees and Host Communities in Eastern Sudan) (PN. 2015.2142.6)
External coherence	<p>External coherence is understood to have been achieved if the project does not duplicate efforts of other actors' interventions and if potential synergies are realised</p> <p>See evaluation matrix for details</p>	<p>Evaluation design: To assess this dimension, the evaluation team mapped the objectives of other interventions, with a view to analysing potential synergies or overlaps</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Review of documents from other interventions • Interviews with project staff, programme managers of other interventions 	<ul style="list-style-type: none"> • It was difficult to establish which interventions implemented by other actors were really relevant for the evaluation. Based on discussions with project staff, three projects were identified. The others, though appearing in project documents, were judged less relevant. Due to the lack of responsiveness or availability from representatives from other projects contacted during the evaluation mission, interviews could only be conducted with the Netherlands Enterprise Agency (RVO) project

4.4 Effectiveness

This section analyses and assesses the effectiveness of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see annex).

Summarising assessment and rating of effectiveness

Table 9: Rating of OECD/DAC criterion: effectiveness

Criterion	Assessment dimension	Score and rating
Effectiveness	Achievement of the (intended) objectives	10 out of 30 points
	Contribution to achievement of objectives	20 out of 30 points
	Quality of implementation	10 out of 20 points
	Unintended results	10 out of 20 points
Overall score and rating		Score: 50 out of 100 points Rating: Level 4: moderately unsuccessful

The project was **moderately unsuccessful in achieving its intended outcomes**. This is due to facing challenges and delays during implementation, which affected its indicators' achievement levels both at output and outcome levels. Activities of Output A were particularly impacted by the pandemic and the economic circumstances, so that achievement is low and the plausibility of further achievements overall remains dubious. Achievements under Output C were in comparison impacted by implementation challenges and quality issues regarding the WASH facilities. In contrast, Output B shows higher levels of achievement. However, also here these achievements are partial and the plausibility of further achievements remains uncertain.

The contribution of the project to the achievement of its outcomes seems **partly plausible** because the different hypotheses linking the project's outputs and activities to the module objective were partly assessed as realistic and plausible. In this regard the first hypothesis could be partially proven. Conceptually, technical solutions and innovations for improved production should enable a surplus production for farmers; however, surplus production is also influenced by several external factors. As the project could not yet implement all activities of the FFS approach, it remains to be seen whether these factors can be mitigated and the hypothesis proven in practice. In comparison, the second hypothesis could be proven as vulnerable households, which receive support and training to establish their own gardens and constitute self-help groups to increase nutrition knowledge, improve their food and nutrition security. Furthermore, it could be demonstrated that access to water and hygiene training is needed, as a complement to nutrition training, to improve food utilisation and preparation as well as food and nutrition security. However, because the WASH activities have only been partly implemented so far, the hypothesis could only be partially verified.

Looking at the **quality of implementation**, it becomes obvious from the evaluation results that the project has not only been hindered in the realisation of its outputs by external framework conditions, but also by its steering structure. The existing steering structure led to coordination challenges with the partners as well as to delays in approvals. The latter in turn, in combination with delays in GIZ's procurement processes, particularly impacted activities that were constrained by the agricultural calendar. Finally, the challenging communication between GIZ and BMZ affected the way the project dealt with these delays and issues, making it difficult to reach a shared understanding and finding solutions to challenging framework conditions impacting the project.

In addition, the project experienced both **positive and negative unintended results** during its implementation. On the one hand, the project contributed to closing the gender gap and fostering women's empowerment through the greater role given to women and their families through the kitchen gardens, the involvement of female farmers to develop their agricultural activity, and the change of mindset within the ministries regarding

female facilitators' involvement in the activities. On the other hand, the low-quality outputs and challenges regarding the water systems and latrines, which were built as part of the project, led to high dissatisfaction and distrust among beneficiaries regarding the implementing organisation and further put beneficiaries at risk.

In total, the effectiveness of the project is rated Level 4: moderately unsuccessful, with 50 out of 100 points.

Analysis and assessment of effectiveness. The assessment of the project's effectiveness is structured along four evaluation dimensions. The assessment of this dimension rests on, first, the module objective and output indicators of the project, and second, a contribution analysis, which forms the core of the effectiveness assessment. The assessment is based on qualitative interviews, the results of the two surveys conducted with beneficiaries, and an analysis of relevant project documents. All assessment dimensions, their basis, respective evaluation designs and methods, as well as issues concerning data quality and other limitations are detailed in table 13 below. The evaluation matrix (see annex) contains specific evaluation questions for assessing effectiveness. For the assessment of effectiveness, while assessing the status quo at the time of the evaluation, based on the last monitoring data provided by the project team as well as data collected during the evaluation mission in June 2021, the evaluation also conducted a prognosis of further achievements regarding the indicators that could take place until the planned end of the project (31 December 2022). Project extensions that were formally approved after the evaluation phase could not be considered in the analysis and assessment and might influence the achievement of results and the overall performance of the project.

Effectiveness dimension 1: Achievement of the (intended) objectives

Evaluation dimension 1 aims to assess whether the project has **achieved** the objective on time and in accordance with the project objective indicators (outcome indicators) agreed upon in the contract. In this regard, the evaluation assesses the status quo on each of the outcome indicators of the results matrix. A necessary condition for using these indicators as the basis for assessment is that they fulfil the specific, measurable, achievable, realistic and time-bound (**SMART**) quality criteria. Table 11 contains the assessment of the project's objective indicators. To assess indicator achievement, the evaluation uses the project's **current monitoring data** (received in September 2021) as well as primary qualitative and quantitative data collected during the evaluation.

Overall, the **achievement of the project's outcome and output indicators is uneven across project components and indicators**. This uneven achievement of indicators **reflects the challenges and delays faced during implementation**. All indicators combined; the project's overall status of achievement is 67% according to the current monitoring data.

At outcome level, a mixed picture emerges when looking at the indicators' achievement levels. Regarding Outcome indicator 1, the monitoring data does not show any achievement on this indicator (0%). This indicator measures that 30% of smallholder farmers' households supported by the project, with moderate or severe food insecurity at the beginning of the project, should be only slightly or no longer food insecure by the end of the project. The primary data collection confirms that no progress is yet visible on this indicator. Indeed, results of the survey conducted with smallholder farmers in the project areas of Um Gargour and Abuda during the evaluation show that participants are still suffering from significant food insecurity. As an illustration, 84% of the farmers surveyed stated that they were worried in the past 12 months that they would not have enough food to eat (n=89), 81% stated that they had to skip a meal (n=78), 82% stated that they ate less than they thought they should (n=79) and 63% stated that they were hungry and did not eat (n=79). Moreover, 81% of the smallholder farmers surveyed experienced food shortage over the past months (n=79) (Evaluation Survey Output A, 2021). The low achievement on this indicator is due to significant implementation challenges undergone by Output A with the result that numerous activities have not yet been implemented, thus impacting the achievement of both output and outcome indicators. In addition, the level of achievement of this indicator has been influenced negatively by the strong inflation as well as the pandemic which impacted the communities' food security (Doc 8). Because of these challenges, it remains to be seen whether the indicator can be achieved within the planned project duration (until 31 December 2022). Project extensions that were formally approved

after the evaluation phase could not be considered in the analysis and assessment and might influence the achievement of results and the overall performance of the project.

Monitoring data shows an **achievement level of 60%** for **Outcome indicator 2**. This indicator aims that 60% of the farmers' households supported by the project grow one product from one additional food group every year compared to the starting year. However, the **primary data collection does not confirm this progress**.

Indeed, the survey conducted in Um Gargour and Abuda showed that only 28% of the participants had started to grow one or more additional products since they received support from the project (Evaluation Survey Output A, 2021), which contrasts with the 60% mentioned by the monitoring data. With regard to the likelihood that the indicator will be reached by the end of the project, both primary data collection, monitoring data and the last annual report point to the fact that it is **unlikely that the target of 1,500 target beneficiaries can be reached by the end of the project**, due to the delays and implementation challenges accumulated by the project (Int_43, Doc 8, Doc 12).

When looking at **Outcome indicator 3**, the monitoring data shows an **achievement level of 60%** and the indicator is **on track to be achieved** by the end of the project. This indicator measures that 60% of the selected households (600 out of 1,000) trained in tilling and cultivating household gardens should consume their homegrown vegetables. The primary data collection confirmed this progress: out of the 54 vulnerable households surveyed who have established a kitchen garden as part of this project, 51 confirmed that they consume the products that they grow in their garden (n=54) (Evaluation Survey Output A, 2021). Similarly, focus groups showed that households do consume the vegetables they produce. Some of them even sold surplus products to others during the last season (FGD_1).

When it comes to **Outcome indicator 4**, the monitoring data states that the indicator has an **achievement level of 93%**. This indicator, relating to Output C, measures that the prevalence of cases diagnosed with acute watery diarrhoea in Shagarab camp should have decreased by 20% on average. However, the data collection pointed to the fact that this indicator may be misleading and not appropriately reflect the project's achievements (Int_41). Furthermore, as will be detailed later in this report, Output C has experienced significant challenges, as activities have been implemented in an unsatisfactory manner, and few results are currently tangible. Therefore, it is unlikely that the project could be responsible for this high achievement level. As stated by one of the project staff, this indicator shows progress 'but we [the project] probably have nothing to do with this, it is just UNHCR data, that's why we have a good achievement' (Int_41).

When looking at the **Outcome indicator 5**, the monitoring data states that the indicator has an **achievement level of 64%**. The indicator measures that 90,800 additional people in the refugee camps and neighbouring communities supported by the project should have permanent access to clean water in adequate quantity and quality. However, the primary data collection puts this result in doubt as the interviews highlighted that while most of the planned WASH facilities are in place, they are not yet operational. In this regard, the interviews showed that most WASH facilities have not been tested, distribution points and elevated tanks are not connected to these facilities and in some cases (2 out of 8) distribution points are too far away from the elevated tanks (Int_32). These challenges were also confirmed by representatives of the interviewed WASH committees who explained that most of the installed facilities remain unfunctional and that they have not observed any progress in the recent past (FGD_3). Nevertheless, both the project team and the implementing partner are aware of the issues and have been taking measures to address them. Therefore, if challenges are remedied by the end of the project and facilities improved, **it is still likely that the indicator will be achieved**.

Looking at **EU indicators**, which relate to Output A, **achievement levels are similarly uneven**: two indicators have been fulfilled or are likely to be fulfilled soon, while two others show no progress. This is due to EU-financed activities having undergone significant delays, so that the first of the activities to be implemented – the conduct of a value chain analysis – was only implemented in the second half of 2020. Indicators are also impacted by delays undergone in all activities under Output A.

Regarding **EU Outcome indicator 1**, the monitoring data shows that **no achievement has been recorded on this indicator (0%)**. This indicator states that the income of 60% of the smallholder farmers supported by the

project should have increased by 20%. **It remains to be seen whether this indicator will be reached by the end of the project. It cannot be confirmed at this stage for two reasons.** First, Output A has suffered significant challenges and delays and it is not clear whether these will be remedied before the end of the project. This is the case for instance for the machinery, which is still partly not operational according to the interviews (FGD_2, Int_40). Second, interviews showed that the challenging framework conditions still hinder implementation and impact farmers' activities, such as the high inflation and fuel shortage, which affects their income (Int_21, 41).

When it comes to **EU Outcome indicator 2**, the monitoring data states that the indicator has an **achievement of 63%**. This indicator aims for the provision of eight viable solutions to adapt farming systems to markets and to climate variability. Five of the eight solutions have been identified. Primary data collection did not show any challenge affecting the implementation of this activity. **Therefore, it is likely** that the remaining three solutions will be identified by the end of the project and **that the indicator will be fulfilled**. In contrast however, regarding **Outcome indicator 3b**, the monitoring data shows that **no progress has been achieved (0%)**. This indicator measures an increase in productivity for 60% of the farmers supported by the project by 15%, and an increase in productivity for 20% of the farmers by 20%. Once again, the data collected during the evaluation shows that activities under Output A are threatened by challenging framework conditions such as inflation and fuel shortages, as well as implementation challenges which still need to be solved, such as some of the machinery is still not operational (FGD_2, Int_40). Therefore, **it is not sure whether this indicator will be reached by the end of the project**. In contrast, monitoring data shows a **full achievement (100%) for Outcome indicator 3a**. Four techniques have been introduced since the 2020 season by providing machinery services: proper field preparation by chiselling to improve soil moisture; row planting for optimum seed rate and plant number; provision of optimum sowing data; and use of high-quality seeds for sorghum, sesame and groundnut (Doc 23).

Looking now at the **output level**, a **nuanced picture** emerges from the analysis of indicators' achievement. For instance, **Output A** is differentiated into five different indicators: three out of the five indicators show 0% of achievement whereas the other two were overachieved.

Regarding **Output indicator 1.1**, the monitoring data shows that **no progress has been made** on the indicator (0%). This indicator measures the registration of 32% of the supported smallholder farmers' households into farmers' associations. Monitoring data and primary data collection shows that no farmers' associations have yet been established. Output A has undergone significant delays overall, and the creation of the farmers' association being one of the last steps of the FFS approach, it is unclear whether it can be completed by December 2022. Therefore, time will tell whether this indicator will be achieved within the original project duration (31 December 2022)

Similarly, **monitoring data record no achievement for Output indicator 1.2**. This indicator states that 60% of farmers groups should confirm that their qualification in the FFS has increased their production. The reason why no achievement is visible is because data on this indicator was only going to be collected by the project between December 2021 and January 2022. However, the survey conducted during the evaluation to assess the current level of achievement without waiting for the monitoring data shows that 46% of the farmers surveyed in Um Gargour and Abuda, who participated in all activities of the FFS approach, recorded an increase in their production (n=79) (Evaluation Survey Output A, 2021). Furthermore, regarding the likelihood that the indicator will be achieved, both the document analysis and primary data collection show that the numerous challenges which have impacted the implementation of the FFS approach threaten the project's achievements so that **it is not possible to conclude that the indicator will be reached by the end of the project** (Doc 8, Int_43). For instance, although successive rounds of training have taken place and machines were distributed, the distribution of improved seeds has been delayed and machines often remained not functional, leading to an absence of production in the last agricultural season (FGD_2). More generally, document analysis showed that the achievement of the indicator is further threatened by challenges relating to partners' capacities, including both limited available personnel from the ministries (extension agents) to conduct training as part of the FFS

approach and logistical capacities. This represents a structural issue, which may endanger both the target achievement and sustainability of the project (Doc 8).

Looking now at **Output indicator 1.3**, the monitoring data shows that it has been **overachieved (120%)**. This indicator measures that five technical innovations and business skills for marketing agricultural products should be ready to be taught. Following a value chain and market analysis, the project identified improved storage (hermetic sacks), joint marketing for improved market access, strengthening linkages between different market actors, sustainable access to mechanised services, improved agricultural extension services, and know-how and technology for processing of agricultural produce as innovations and skills to be taught in the FFS. In contrast, the monitoring data records **no progress (0%)** for **Output indicator 1.4**. This indicator measures that 50% of supported farmers' association members should state that their capacities to improve their food security have increased through their membership. As shown by the monitoring data and confirmed by the interviews, at the time of the evaluation, farmers' associations had not been established (Int_43). Hence, no progress can be recorded at this stage. Finally, the monitoring data shows that **Output indicator 1.5** has been **overachieved (167%)**. This indicator aimed that 60% of the supported households use the water-efficient farming practices promoted by the project (building earth mounds, improved seeding material, integrating agroforestry, etc.) during at least one growing period. However, the primary data collection does not confirm this result. Indeed, the survey shows that only 36% of the farmers who received support from the project stated that they applied at least one water-efficient farming practice promoted by the project during at least one growing period (Evaluation Survey Output A, 2021). Nonetheless, there remains more than a year of implementation and it is **likely that the indicator will be reached by the end of the project**.

Looking at the indicators for **Output B**, the monitoring data shows that the level of achievement is superior to achievements under Output A. Yet, achievement remains **uneven** across indicators and, overall, they were only **partly achieved**. Regarding **Output indicator 2.1**, the monitoring data shows an **achievement level of 60%**. This indicator measures that three different kinds of vegetables should be grown in 60% of the water-efficient gardens cultivated with the project's support. Primary data collection confirms progress, although achievement recorded during the survey is slightly inferior to the achievement level recorded in the monitoring data. Indeed, out of the 65 vulnerable households surveyed on this specific question, 29 answered that they grew three or more products in their garden over the past 12 months (Evaluation Survey Output A, 2021). This means that 45% of the respondents confirmed that they grow three or more vegetables in their gardens. Moreover, **it is likely that the indicator will be achieved by the end of the project** because the 2021 monitoring datasets are still pending, therefore there is still more than a year of implementation, and the primary data collection did not highlight any particular challenge that would threaten the achievement of the indicator. When it comes to **Output indicator 2.2**, the monitoring data shows that it was **overachieved (137%)**. This indicator aimed for members of 350 households to participate in training sessions on health nutrition. The primary data collection confirms this progress. Indeed, 86% of the survey participants confirmed that they received training on healthy nutrition as part of the project (n=65). Moreover, between 97% and 98% of the survey participants in Um Gargour and Abuda confirmed that they participated in a training on dietary diversification, food and nutrition security, healthy balanced diet food preparation, or kitchen gardening (n=65) (Evaluation Survey Output A, 2021). These datasets show progress when compared with the data from the baseline, in which over 80% of the households interviewed (in the three project locations) had never received training or awareness sessions on either food and nutrition security, dietary diversification, healthy balanced diet food preparation, or kitchen gardening (Doc 12).

On the contrary, the monitoring data **does not record any progress (0%)** for **Output indicator 2.3**. This indicator measures the nutrition sensitisation activities for school students. The monitoring data as well as the last annual report state that sensitisation activities for students were to be implemented in 2021. However, this report also explains that the continuous and extremely high inflation makes it **very unlikely** that these activities will be implemented as planned and therefore **unlikely that the indicator can be reached**. The interviews confirmed this forecast (Int_43). Finally, when looking at **Output indicator 2.4**, the monitoring data shows that this indicator has an **achievement level of 80%**. This indicator states that 60% of the supported members of

vulnerable households should be members of nutrition self-help groups. The primary data collection confirms this achievement, as 93% of the survey participants declared that they have joined a self-help group during the project (n=65) (Evaluation Survey Output B, 2021). The primary data collection did not point to any particular challenge regarding the implementation of activities under Output B, so that it is **likely that the indicator will be achieved by the end of the project**.

In a manner comparable to the other outputs, the monitoring data shows also **uneven achievement levels** for **Output C** indicators. For the first of the output indicators, **Output indicator 3.1**, the monitoring data shows an **achievement level of 42%**. This indicator aimed at the rebuilding, rehabilitation or improvement of 24 water supply systems (tanks and pumping plants) by means of solar power systems. The progress report states that 10 systems have been built, renovated and improved, and that by the end of 2020, households in the Shagarab camp and its neighbouring communities benefited from quality water in sufficient quantity due to comprehensive construction and rehabilitation measures. However, the primary data collection shows a **different picture**. Indeed, as highlighted when discussing Outcome indicator 5, interviews and focus groups showed that several of the built, renovated and improved facilities are not yet functioning and present challenges, which results in no improvement in terms of access to water for beneficiaries (Int_32, FGD_3). Moreover, project staff confirmed that 'nothing has changed so far for the beneficiaries, until the treatment points are tested and connected to the pipeline' (and until the renovation work on the latrines is done). Beneficiaries, for their part, expressed that they are drinking bad quality water, untreated and pumped directly from the river (Int_32, FGD_3). Nevertheless, both the project team and the implementing partner are currently addressing the issues. If challenges are remedied and facilities improved by the end of the project, the indicator will be achieved, but this **remains to be seen**.

Similar observations can be made regarding **Output indicator 3.2**, for which the monitoring data shows an **achievement level of 50%**. This indicator measures that 10,000 students should have access to latrines and handwashing stations in schools. It is worth noting that the achievement level highlighted in the 2020 annual report amounted to 549% (Doc 8) and that it was later decreased. This is explained by the significant quality issues which have been found regarding the built facilities (latrines). The primary data collection confirms these challenges. Indeed, based on interviews and focus groups conducted during this evaluation, with project staff, direct target groups and camp managers, construction and rehabilitation work undertaken by the implementing partner has faced challenges and led to facilities which are not reaching the expected quality standards. As a result, according to interviews, latrines are not usable, have collapsed or are about to collapse, and thus could endanger beneficiaries' lives, particularly during the rainy season. The communities have expressed complaints, considering that the intervention resulted in additional challenges rather than improving living conditions (FGD_3, Int_25, 15, 32, 30). Currently, the implementing partner is undertaking additional work to solve these challenges at its own cost. As for the previously assessed indicator, if challenges are remedied by the end of the project and facilities are improved, it is still likely that progress will be visible by the end of the project. However, the primary data collection points to the fact that **the indicator will most likely not be completely achieved, because** 500 latrines will not be constructed due to an insufficient budget resulting from the inflation (Int_43).

When looking at **Output indicator 3.3**, the monitoring data shows that **no progress has been recorded (0%) yet**. This indicator states that 40 individuals from 8 water management committees should report that they are able to perform maintenance work on and simple repairs of water distribution systems. This absence of recorded progress is partially explained by the fact that data on this indicator will only be collected at the end of the project (Doc 8). Indeed, capacity building on maintenance is described as a long-term process. This requires, as a prerequisite, that committees are functional and that facilities are constructed or renovated, which has not been completed yet (see Output indicator 3.1). The primary data collection as well as the last annual report confirmed that capacity building has so far been limited (FGD_3). However, more than a year of implementation remains and **it is likely that the indicator will be achieved if, in parallel, the above-mentioned challenges related to the WASH facilities are solved** (see previous paragraphs).

When it comes to **Output indicator 3.4**, the monitoring data similarly shows an **achievement level of 0%**. This indicator states that 800 individuals (WASH committee members and focus group participants) should report daily use of the hygiene practices promoted by the project. According to the last annual report, this indicator refers to social and behavioural changes which can only be assessed in the long term. Therefore, data on this indicator will only be collected at the end of the project (Doc 8). Moreover, data shows that facilities need to be implemented and access to water ensured for the training to be conducted, which has not been achieved so far based on Output indicator 3.3 above. Therefore, change cannot be observed and **it e.g., is not known whether this indicator can be reached by the end of the project**, which will depend on whether the construction issues regarding the facilities are solved (Output indicator 3.3.) and if trainings can then be implemented.

Table 10: Assessed and adapted objective indicators for specific modules (outcome level)

Project's objective indicator according to the (last change) offer ¹	Assessment according to SMART* criteria	Specified objective indicator
<p>Outcome indicator 1: 30 % of smallholder farmers' households supported by the project (of whom 50% refugees/50% adjacent community), with moderate or severe food insecurity at the beginning of the project, are now only slightly or not anymore food insecure.</p> <p>Base value (28.02.2019): 0 Target value (30.09.2022): 225 Current value (01.09.2021): 0 Achievement in % (01.09.2021): 0% Source: Baseline, data collection following the Food Insecurity Experience Scale (FIES)'s method of FAO</p>	SMART	-
<p>Outcome indicator 2: 1500 (60 %) out of 2500 households supported by the project (of whom 50% refugees and 50% adjacent community), grow one product from one additional food group every year (compared with the starting year). (+960 farmers in EU's IMPROVE project's Indicator R3.3)</p> <p>Base value (28.02.2019): 0 Target value (30.09.2022): 1500 Current value (01.09.2021): 900 Achievement in % (01.09.2021): 60% Source: Baseline, annual data collection before harvesting period</p>	SMART	-
<p>Outcome indicator 3: 600 (60 %) out of 1000 conflict-sensitively selected households (in equal shares consisting of refugees and inhabitants of adjacent communities, 50% women in total) trained in tilling and cultivating household gardens, consume their homegrown vegetables.</p> <p>Base value (28.02.2019): 0 Target value (30.09.2022): 600 Current value (01.09.2021): 360 Achievement in % (01.09.2021): 60% Source: Baseline, annual data collection during vegetation period</p>	SMART	-

Project's objective indicator according to the (last change) offer ¹	Assessment according to SMART* criteria	Specified objective indicator
<p>Outcome indicator 4: The prevalence of cases diagnosed with acute watery diarrhoea in Shagarab camp has decreased by 20% on average.</p> <p>Base value (28.02.2019): x=11,8% Target value (30.09.2022): x-20%=9,4% Current value (31.12.2020): x-18,6% Achievement in % (31.12.2020): 93% Source: Baseline, annual analysis based on UNHCR figures (as operator of the Shagarab camp's health station)</p>	SMART	-
<p>Outcome indicator 5: 90,800 additional people have permanent access to clean water in adequate quantity and quality (according to UNHCR standards)</p> <p>Base value (28.02.2019): 0 Target value (30.09.2022): 90.800 Current value (01.09.2021): 58.000 Achievement in % (01.09.2021): 64% Source: Documentation of the construction measures, statistical recording of the people in the catchment area of the water distribution stations, random survey of target groups</p>	<p>Deficiency on:</p> <ul style="list-style-type: none"> • Specificity: 'People' targeted by the indicator are not clearly defined 	<p>Outcome indicator 5: 90,800 additional people in the refugee camps and neighbouring communities supported by the project have permanent access to clean water in adequate quantity and quality (according to UNHCR standards)</p> <p>Base value (28.02.2019): 0 Target value (30.09.2022): 90.800 Current value (01.09.2021): 58.000 Achievement in % (01.09.2021): 64% Source: Documentation of the construction measures, statistical recording of the people in the catchment area of the water distribution stations, random survey of target groups</p>
<p>EU Outcome indicator 1: Farmers' income increased by 20%</p> <p>Base value (11.10.2020): unknown, (TBD after inception) Target value (04.2021): 15% Target value (05.2022): 60% Current value (11.10.2021): 0 Achievement in % (11.10.2021): 0% Source: Baseline survey, evaluation reports</p>	<p>Deficiency on:</p> <ul style="list-style-type: none"> • Specificity: 'Farmers' targeted by the indicator are not clearly defined • Measurability: The indicator includes two indicators in one and two different types of targets (% of income increase and % of farmers achieving income increase) 	<p>EU Outcome indicator 1: The income of 60% of the smallholder farmers supported by the project (of whom 50% refugees and 50% adjacent community) has increased by 20%</p> <p>Base value (11.10.2020): unknown, TBD after inception Target value (04.2021): 15% of the supported farmers have increased their income by 20% Target value (05.2022): 60% of the supported farmers have increased their income by 20% Current value (11.10.2021): 0 Achievement in % (11.10.2021): 0% Source: Baseline survey, evaluation reports</p>
<p>EU Outcome indicator 2: Viable solutions (TBD depending on value chains selected)</p> <p>Base value (11.10.2020): 0 Target value (07.2021): 3 Target value (08.2022): +5 Current value (01.09.2021): 5 Achievement in % (01.09.2021): 63% Source: Progress reports, technical studies</p>	<p>Deficiency on:</p>	<p>EU Outcome indicator 2: 8 viable solutions to adapt farming systems to markets and to climate variability are provided.</p> <p>Base value (11.10.2020): 0 Target value (07.2021): 3 Target value (08.2022): +5 Current value (01.09.2021): 5 Achievement in % (01.09.2021): 63%</p>

Project's objective indicator according to the (last change) offer ¹	Assessment according to SMART* criteria	Specified objective indicator
	<ul style="list-style-type: none"> • Specificity: 'Viable solutions' are insufficiently defined • Measurability: While the target values are specified below the indicator, it should at least to some extent also be depicted in the formulation of the indicator itself 	Source: Progress reports, technical studies
EU Outcome Indicator 3a: New techniques introduced Base value (11.10.2020): 0 Target value (10.2020): 2 Target value (10.2021): +2 Current value (01.09.2021): 4 Achievement in % (01.09.2021): N/A Source: progress reports, technical studies	Deficiency on: <ul style="list-style-type: none"> • Specificity: 'New techniques' are insufficiently defined • Measurability: While the target values are specified below the indicator, it should at least to some extent also be depicted in the formulation of the indicator itself 	EU Outcome Indicator 3a: 4 new techniques to increase farmers' production are provided. Base value (11.10.2020): 0 Target value (10.2020): 2 Target value (10.2021): +2 Current value (01.09.2021): 4 Achievement in % (01.09.2021): N/A Source: progress reports, technical studies
EU Outcome indicator 3b: Increase in productivity Base value (10.2019): 0 Target value (12.2020): 15% of farmers increase productivity to N+15% Target value (05.22): 60% of farmers increase productivity by N+15% and 20% of farmers increase productivity by N+20%. Current value (01.09.2021): 0 Achievement in % (01.09.2021): 0% Source: M&E reports, progress reports	Deficiency on: <ul style="list-style-type: none"> • Specificity: The group targeted by the increase in productivity is insufficiently defined • Measurability: The indicator includes two indicators in one and two different types of targets (% of productivity increase and % of farmers benefiting from productivity increase) • Achievability: Productivity is not sufficiently defined to be assessed 	EU Outcome indicator 3b: The productivity of 60% of the farmers supported by the project increases by 15% and the productivity of 20% of the farmers supported by the project increases by 20%. Base value (10.2019): 0 Target value (12.2020): 15% of farmers increase productivity to N+15% Target value (05.22): 60% of farmers increase productivity by N+15% and 20% of farmers increase productivity by N+20%. Current value (01.09.2021): 0 Achievement in % (01.09.2021): 0% Source: M&E reports, project progress reports
* SMART: specific, measurable, achievable, relevant and time-bound		

Effectiveness dimension 1: Achievement of the (intended) objectives – scores **10 out of 30 points**.

Effectiveness dimension 2: Contribution to achievement of objectives

In effectiveness dimension 2, the evaluation analyses how activities and outputs of the project contributed to the attainment of the module objective. As outlined in table 13, a contribution analysis is used to assess this dimension. For this purpose, **three hypotheses** were selected to assess the plausibility of the output's contribution to the overall module objective. The output-outcome level hypotheses for closer examination were selected together with the GIZ project team and are detailed in table 12.

The **first hypothesis** under examination, which is connecting Output A to the module objective, is the following:
'If smallholder farmers are trained and supported to apply technical solutions and innovations for improved, climate-smart and market-adapted production (through the FFS approach), then surplus production is enabled,

and food security of refugees and host communities is improved'. When investigating the causal link in this hypothesis, the collected evaluation data demonstrates that the **hypothesis is conceptually sound, but at the same time is influenced by several external factors**.

Analysing the hypothesis – based on the gathered data – conceptually, it becomes obvious that technical solutions and innovations should enable a surplus production among the targeted farmers. This is demonstrated by the conducted baseline survey of the project in which the respondents stated that factors such as missing knowledge of good farming practices (63%), pests and diseases (47%), soil fertility (34%), rainfall pattern (32%) and availability of labour (32%) (n=104) negatively affect their production (Doc 12). Hence, the introduction of technical solutions and innovations for climate-smart and market-adapted production should enable the farmers to produce a surplus, as most of these factors can be remedied by technical solutions and innovations.

However, when looking at the results in practice, the survey among participating farmers in the project highlight that 46% of them increased their production since they participated in the project. At the same time, 60% or respectively 33% of these farmers also stated that this increase was either mainly or partly due the project's activities (n=39) (Evaluation Survey Output A, 2021). As a result, other factors such as rainfall patterns, drought, floods, diseases, etc. still have an important effect on the ability of the farmers to reach a surplus production according to the baseline and survey data (Doc 12, Evaluation Survey Output A, 2021).

Furthermore, it has to be pointed out that the project could not implement all necessary activities to implement the FFS approach fully due to the external circumstances described earlier, such as the high inflation, fuel shortage and the COVID-19 pandemic (Int_40, 32). Therefore, it is uncertain whether a full implementation of the FFS approach can mitigate the above-described external factors and thus prove the hypothesis in practice. At the time of the evaluation, it can thus only be concluded that the hypothesis partially holds true.

Hypothesis 2, which is connecting Output B to the module objective, is the following: '*If vulnerable households receive support and training to establish their own gardens and constitute self-help groups to increase nutrition knowledge, then their food and nutrition security improves*'. When investigating the causal link in this hypothesis, data collected during the evaluation shows that **this hypothesis holds true**.

Analysing the quantitative data, it becomes clear that the survey results support the hypothesis. They show that among households who received support to establish and manage a vegetable garden, and received training on healthy nutrition and joined a self-help group, all but one answered that the food security and nutrition situation in their household increased since they received support from the project (n=64). Moreover, 92% of the participants strongly agreed (45%) or agreed (47%) that establishing a household garden and receiving training to take care of it improved their household's food security and nutrition (n=64). In addition, 94% strongly agreed (38%) or agreed (56%) that joining a self-help group for mutual improvement of nutrition improved their household's nutritional situation (n=64) (Evaluation Survey Output B, 2021). A focus group conducted with vulnerable households confirmed this relationship between the establishment of household gardens, as well as constitution of self-help groups, and improved food and nutrition security. Women interviewed testified that being able to cultivate vegetables and receiving nutrition knowledge improved their household's food security and nutrition situation, particularly their children's (FGD_1). Furthermore, the project's contribution to the results is strengthened by the fact that survey participants could not identify other factors (apart from the project activities) which could be responsible for the improvement of their situation. Finally, one should note that a key assumption needs to be fulfilled for the hypothesis to be valid: beneficiaries need to consume the vegetables that they grow (and not, for instance, sell them to others – unless they produce enough to do both). All of the beneficiaries surveyed (100%) on this question confirmed that they fulfil the assumption (n=62). This is further confirmed by data from the last project report (Doc 8) which similarly confirmed that beneficiaries do consume the vegetables they grow.

Finally, the evaluation assessed **hypothesis 3**: '*If people receive hygiene training in combination with the trainings offered under Output B as well as improved water supply and facilities, then food utilisation and preparation improves and therefore food and nutrition security improves*'. This hypothesis tests the linkage between Output B and Output C, and between Output C and the module objective. When assessing this

hypothesis, the evaluation data shows that **the hypothesis is partly verified: access to water and hygiene trainings is needed, as a complement to nutrition trainings for food and nutrition security to improve. However, because the WASH activities have only been partly implemented the hypothesis can only be partly verified.** Moreover, the hypothesis only holds true if people have access to quality food that they can prepare.

The primary data collection confirms that access to clean water is necessary for good food utilisation and preparation, which is in turn necessary for food security and nutrition. Moreover, the interviews showed that access to water in itself is not sufficient to improve food utilisation and preparation. Indeed, it needs to be combined in addition with training on hygiene, for water to be used and food prepared following sanitation and hygiene standards (Int_1, 30). Therefore, the hypothesis is partly verified: improved clean water supply and facilities, combined with hygiene training, food preparation and nutrition trainings, contributes to improved food security and nutrition, which validates the linkage between Output B and C and the contribution of Output C to the module objective. However, interviews and focus groups showed that access to water for beneficiaries has so far not been enabled by the project and hygiene training has not yet been implemented (Int_32, FGD_3), because of implementation challenges undergone with Output C (see section 4.4). Therefore, the hypothesis can only be partly verified. It would need to be assessed again once all activities have been carried out, to verify it fully. It is only partly likely that it can be verified by the end of the project. Indeed, while it remains likely that access to water will be achieved by the end of the project – i.e. that facilities are available, if measures taken to remedy issues are implemented effectively – it remains unclear whether there will be enough time will to complete the hygiene training sessions (see indicators' assessment). Besides, the hypothesis only holds true if a key assumption is fulfilled: it is obvious that beneficiaries need to have *quality* food that they can prepare, for water supply and training to possibly contribute to improved food security and nutrition. Therefore, access to food products, for instance through kitchen gardens, should be added to the hypothesis.

Table 11: Selected results hypotheses for effectiveness

Hypothesis 1 (Output A – module objective)	If smallholder farmers are trained and supported to apply technical solutions and innovations for improved, climate-smart and market-adapted production (through the FFS approach), then surplus production is enabled and food security of refugees and host communities is improved
Main assumption(s)	<ul style="list-style-type: none"> • Farmers' groups will qualify to become farmers' associations • Participation of TTEA extension officers to be trained to implement the FFS is sufficient
Risks/unintended results	<ul style="list-style-type: none"> • Refugee farmers do not have access to land • Registering farmers' associations within refugee camps is not allowed
Alternative explanation(s)	Surplus production is enabled through the intervention of external actors providing farmers with agricultural inputs or machinery, or through external factors such as access to additional land or supportive meteorological conditions
Confirmed/partly confirmed/not confirmed	Partly confirmed. Conceptually sound but influenced by several external factors
Hypothesis 2 (Output B – module objective)	If vulnerable households receive support and training to establish their own gardens and constitute self-help groups to increase nutrition knowledge, then their food and nutrition security improves
Main assumption(s)	<ul style="list-style-type: none"> • Beneficiaries apply nutrition knowledge gained, use skills learnt and care for the established gardens • Beneficiaries consume their own vegetables • Beneficiaries participate in self-help groups and use them to share nutrition knowledge

Risks/unintended results	None. (Risk identified during inception mission was not confirmed during evaluation mission)
Alternative explanation(s)	Households' food and nutrition security improves due to factors unrelated to the gardens or the self-help groups such as food delivery from external aid actors
Confirmed/partly confirmed/not confirmed	Confirmed
Hypothesis 3 (Output C – module objective)	If people receive hygiene training in combination with the trainings offered under Output B as well as improved water supply and facilities, then food utilisation and preparation improves and therefore food and nutrition security improves
Main assumption(s)	<ul style="list-style-type: none"> • Beneficiaries apply knowledge gained from hygiene training • Access to kitchen gardens or food source
Risks/unintended results	None. (Risk identified during inception mission was not confirmed during the evaluation mission)
Alternative explanation(s)	Food utilisation and preparation improves through the intervention of external actors delivering food preparation equipment or water reserves
Confirmed/partly confirmed/not confirmed	Partly confirmed. Access to water and hygiene trainings is needed, as a complement to nutrition trainings for food and nutrition security to improve. However, because the WASH activities have only been partly implemented so far, the hypothesis can only be partly verified

Effectiveness dimension 2: Contribution to achievement of objectives – scores **20 out of 30 points**.

Effectiveness dimension 3: Quality of implementation

This dimension addresses the appropriateness of the project's chosen strategies, processes, cooperation approaches, and steering structure for realising its outputs. As explained in table 13, this dimension is assessed as a cross-cutting theme throughout the evaluation.

When looking at the project's implementation, it becomes clear that the project has been hindered in the realisation of its outputs by its **steering structure**. The project's steering structure has led to challenges in the coordination process between the different partners as well as to delays in receiving approvals for activities. A key issue in this steering structure is that the project does not coordinate and receive approvals from the ministries involved in implementation (MoA and MoH), but instead come from MoFEP at federal level, which is not involved in implementation. Interviews confirmed that it would be beneficial for the project to receive approval from these ministries rather than from MoPER. In addition, interviews showed that MoFEP does not appropriately dispatch responsibilities to ministries involved in implementation at state level (MoA, MoH), which affects implementation (Int_1, 8, 5, 35). To remedy this situation a workshop was organised in September 2019 to improve project steering and coordination, but no satisfactory decision was reached (Int_3, 1).

In addition, **GIZ procurement processes affected the effectiveness of the implementation**. According to the interviews, this led to delays in the implementation of activities and proved particularly challenging when activities depended on the weather and agricultural calendar – a specific constraint of agricultural projects (Int_3, 12, 8). For instance, as a result of delays in acquiring the machinery and seeds, farmers could not plant the improved seeds or harvest at the right time during one agricultural season (Int_12). A third factor impacting the project implementation has been the sometimes-**challenging communication between GIZ and BMZ**. This affected the way the project dealt with these delays and challenges. As admitted by the project team itself, the project may not have sufficiently communicated about challenges and delays faced at the start. This was particularly the case for the delayed conclusion of the contract with the EU, which led to delays in Output A. Moreover, based on communication from the interviews and solution-finding between the two entities showed room for improvement. These difficulties can partly be explained by the fact that Sudan was a new country

office and that bilateral cooperation with Sudan was also only established when the project was up and running in 2020. Moreover, responsibilities within BMZ for dealing with Sudan and communicating with the project were, during the first half of the project, unclear, and the Head of Cooperation position had not been created. Furthermore, country visits were not possible until recently (Int_9, Int_3). A consequence of the communication challenges was that it proved sometimes difficult for the two organisations to get to a shared understanding about the situation in Sudan and to find solutions to the framework conditions impacting project implementation, such as economic challenges (Int_3).

Effectiveness dimension 3: Quality of implementation – scores **10 out of 20 points**.

Effectiveness dimension 4: Unintended results

In this dimension, it is assessed whether the project has produced any positive or negative unintended results at the outcome or output level and if so, why. With regard to **positive unintended results**, interviews showed that **the project has the potential to contribute to reducing the gender gap and fostering women's emancipation**. According to the interviews, this is particularly important considering eastern Sudan's conservative culture towards women. This result can be seen at three levels:

- Women involved in activities of Output B could take a greater role in their families by contributing directly to their family's nutrition. They also had the possibility to sell some of their products on the market and could engage in income-generating activities (Int_36, 31). As a result, women are no longer responsible for just food preparation, but also contribute to providing the food and potentially income for their family. In this regard, the emancipating role played by kitchen gardens for women has been praised by UNICEF (UNICEF, 2021), among others.
- in Output A, targeting 50% of women among farmers also contributes to gender equality and women's emancipation since women, like men, are given the opportunity to develop their agricultural activity and business.
- Positive unintended results with regards to involving women were also witnessed within the involved ministries. Under Output A, efforts were not only made to engage more female farmers, but also female TTEA facilitators. This was a prerequisite to involve female farmers in some communities to attend sessions led by men (Int_31). Similarly, the project supported the MoH's Nutrition Department in sending female facilitators to conduct training in the communities, for Output B.

According to the interviews, these efforts to involve female agents led to a positive change of mindset within conservative ministries, proving them that sending female staff into the communities was doable and working (Int_41).

Two **negative unintended results** could be observed regarding Output C. These are direct results of the low-quality implementation of the activities relating to building and renovating facilities, both water systems and latrines, as well as the unsatisfactory quality of the outputs. The first of them is **high dissatisfaction and distrust among beneficiaries** regarding the implementing partner (FGD_3, Int_15). Beneficiaries consulted as part of this evaluation expressed being 'fed up' with the non-transparent, non-participatory process followed by the implementing partner and its contractor as well as the lack of supervision and the fact that facilities have remained non-functional or are of low quality (FGD_3). Second, the construction of latrines was not done according to a high enough standard, so they **put beneficiaries at risk** as they can collapse and lead to accidents (FGD_3, Int_30, 5, 16, 32). As a result, the interviews showed that if latrines are associated with an unsafe place, it could force people to go back to open defecation, which would be the reverse of what the project aimed to achieve. An investigation is pending, and measures are being taken by the project and its implementing partner to address and solve these issues (Int_30, 32, 16, 22, 15).

Effectiveness dimension 4: Unintended results – scores **10 out of 20 points**.

Methodology for assessing effectiveness

Table 12: Methodology for assessing OECD/DAC criterion: effectiveness

Effectiveness : assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Achievement of the (intended) objectives	<p>Monitoring data (September 2021) on each of the outcome indicators, for BMZ indicators, and status quo on each of the indicators in the EU logical framework for EU indicators (first annual report (2021)) forms the basis of assessment</p> <p>While SMART criteria are mostly met at the indicator level for BMZ indicators, the evaluation assesses the extent to which underlying definitions are relevant, specific, and measurable. For EU indicators, SMART criteria are mostly not met</p>	<p>Evaluation design: The analysis follows the analytical questions from the evaluation matrix</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Interviews with project staff, implementing partners • Focus groups with target groups • Survey with indirect target groups (final beneficiaries) 	<ul style="list-style-type: none"> • Because of the resources available for this evaluation, the survey with indirect target groups did not use a representative sample but a purposeful sample, on the basis of a sample drawn from the baseline study • Considering that achievements so far concern Output A and B only, the survey focused on indirect target groups under these two Outputs. For Output C, the before-and-after comparison consisted in a qualitative comparison using focus groups
Contribution to achievement of objectives	<p>Hypotheses selected for examination (output-outcome level) (see table 12)</p>	<p>Evaluation design: To assess effectiveness, a before-and-after design is used. It compares the situation before the project with the situation at the time of the evaluation. In addition, a contribution analysis is used to analyse the extent to which observed (positive or negative) effects can be related to the intervention (Mayne 2001). This offers the benefit of seeking to identify alternative explanations that may explain observed effects. It analyses the extent to which the intervention has contributed to the observed results</p> <p>Empirical methods:</p>	<ul style="list-style-type: none"> • Because of the resources available for this evaluation, the survey with indirect target groups did not use a representative sample but a purposeful sample, on the basis of a sample drawn from the baseline study • Considering that achievements so far concern Outputs A and B only, the survey focused on indirect target groups under these two outputs. For Output C, the before-and-after comparison consisted in a qualitative comparison using focus groups

Effectiveness : assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
		<p>Baseline data were reviewed and a survey with indirect target groups was conducted to realise a before-and-after comparison for Outputs A and B. For Output C, the comparison used qualitative focus groups. It was completed by a review of up-to-date literature and of data from project documents, as well as by interviews and focus groups to examine causal hypotheses between inputs, outputs, outcomes and impacts in the results model and to construct a 'contribution story' to show whether the intervention was a relevant factor, possibly together with other (context) factors, for change</p>	
Quality of implementation	<p>Quality of implementation is understood to have been achieved if the project's steering decisions and employment of instruments align with the project's objectives</p>	<p>Evaluation design: Quality of implementation was assessed as a cross-cutting theme throughout the evaluation and will be discussed as part of the contribution analysis. As such, the evaluation team assessed the appropriateness of the project's chosen strategy, deployed instruments, cooperation approach, and steering structure for the realisation of its outputs.</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Document analysis • Analysis of monitoring data • Interviews with project staff, implementation partners 	
Unintended results	<p>The assessment of this dimension is based on unintended results identified over the course of the evaluation. The project is understood to have operated effectively in this regard if positive unintended results were seized upon and negative unintended results were mitigated by the project</p>	<p>Evaluation design: Unintended results were assessed iteratively throughout the evaluation process. Potential trade-offs among the intervention's dimensions (e.g. economic, social, ecological) were also considered.</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Document analysis (contextual documents) • Qualitative assessment of project practices for monitoring risks, unintended consequences 	

4.5 Impact

This section analyses and assesses the impact of the project. It is structured according to the assessment dimensions in the GLZ project evaluation matrix (see annex).

Summarising assessment and rating of impact

Table 13: Rating of OECD/DAC criterion: impact

Criterion	Assessment dimension	Score and rating
Impact	Higher-level (intended) development changes/results	20 out of 30 points
	Contribution to higher-level (intended) development results/changes	20 out of 40 points
	Contribution to higher-level (unintended) development results/changes	20 out of 30 points
Impact score and rating		Score: 60 out of 100 points Rating: Level 4: moderately unsuccessful

The **project was partly successful in reaching impact**. While it was partially successful in some of its impact areas, it could not reach impact in others due to the challenging external frameworks conditions. With regard to the former, the project made an impact on households' production and consumption of vitamin-rich food, thus contributing to the Sustainable Development Goal 2. Furthermore, it could achieve impact by sustainably addressing water scarcity for the kitchen gardens. In other areas, impact is, however, less clearly visible, where the project was only able to achieve some impact concerning the strengthening of the food system and improvement of beneficiaries' livelihoods. However, the plausibility of this impact is threatened by the ongoing challenging economic conditions. Moreover, the project contributed to some extent to the enhancement of environment and soil protection through improved water management and agricultural production. Nevertheless, further impact is dependent on the farmers' consistency in further applying the techniques introduced by the project which in turn depends on factors such as fuel prices. In addition, the project achieved no visible impact regarding the improvement of the availability and quality of water as well as hygiene practices due to the implementation challenges and low-quality outputs faced in Output C. For this output, the plausibility of attaining impact by the end of the project mainly depends on the project's and its implementing partner's capacity to remedy the issues. Nonetheless, the project achieved some impact regarding the reduction of tensions over resources and the promotion of social cohesions. Further impact on this area will, however, depend on the project's capacity to further increase food production as well as improve water availability. Finally, it is plausible that the project achieved some impact regarding the reduction of irreversible damages resulting from malnutrition and undernourishment in infancy and early childhood, if impact on the food system, the access to water and hygiene practices, and the consumption of vitamin-rich food are further achieved by the end of the project.

The **contribution** of the project to the achieved changes based on selected outcome-impact hypotheses is partly verified. First, while the evaluation verified that surplus production by farmers leads to more food in the local markets, whether more food there leads to improved food security is influenced by external factors such as additional refugees' influx or inflation. Second, evaluation results show that surplus production leads to an increase in income for only a small percentage of farmers. Yet for these farmers, this increase is a direct result of the project.

The project did not lead to any unintended positive result at impact level, but it did lead to an unintended negative result. The fact that the latrines built by the project are of low quality and unsafe puts the beneficiaries

at risk and could cause beneficiaries to go back to open defecation rather than using latrines. Both options are negative unintended results, which go against the do-no-harm principle as well as against the project's intended objectives.

In total, the impact of the project is rated Level 5: unsuccessful, with 60 out of 100 points.

Analysis and assessment of impact. The impact criterion considers the (foreseeable) achievement of overarching development results, the contribution of the project to these results, as well as the triggering of positive or negative unintended impacts. Due to the significant implementation challenges and delays highlighted previously, the nature of an interim evaluation, and the long-term nature of expected impacts, it is not possible to collect robust evidence on the hypotheses between outcome and impact level. Consequently, the assessment of the impact hypotheses is based on a plausibility analysis that partly results from the assumptions regarding the effectiveness of the project. The prognosis of contributions at impact level (analysis as well as assessment) is based on what can be achieved by the project end (31 December 2022) as it was formally defined during the evaluation phase (third quarter 2021). Project extensions that were formally approved after the evaluation phase could not be considered in the analysis and assessment and might influence the achievement of results and the overall performance of the project.

Impact dimension 1: Higher-level (intended) development changes/results

Dimension 1 analysis to what extent the intended overarching development results have occurred, are foreseen or plausible. To analyse development results, the evaluation draws on the impact areas identified in the updated results model of the project.

According to the collected data, overall impact is so far only partly visible and will be such over the lifespan of this project; the only exception being the impact regarding the consumption of vitamin-rich food by vulnerable households, which is already fully visible. The partial achievement of impact and the uncertain plausibility of achieving further impact are mainly due to the economic and political conditions.

Looking in depth at the first of the impact area of the results model, the project strives to contribute to the strengthening of the food system (R1), through supporting smallholder farmers, to improve food security for refugees and host communities. The project thus aims to contribute to SDG 2 (end hunger, achieve food security and improved nutrition, and promote sustainable agriculture). In this regard, the interviews, focus group discussions and survey conducted with smallholder farmers show that impact is only partly visible at this stage. On the one hand, the survey data collected shows that 53% of the farmers agreed or strongly agreed that the project has enabled a surplus production which strengthens the food system (n=75). In addition, when looking at their own production, 49% of the farmers stated that they witnessed an increase (Evaluation Survey Output A, 2021). On the other hand, interviews with beneficiaries, ministries and camp managers alike showed that it is too early to assess impact overall and that important activities, which have undergone delays, need to be implemented before impact can be ascertained (FGD_2, Int_14, 17, 25, 34, 27). For instance, the machinery is not yet operational, postponing land preparation, and training on the FFS approach has not been completed. Some of the project staff and partner ministries also highlighted that only a little increase in production has been visible so far and that one needs to wait for the next agricultural seasons to expect more progress (Int_35, 33, 29). Interviews with the project team confirmed that strengthening a food system requires time and it would be unrealistic to expect to see significant impact on this by the end of the project (Int_43).

Regarding the plausibility of achieving further impact during the lifespan of the project or afterwards, the primary data collection shows that it is unlikely. This is because more support needs to be provided to farmers before the food system can be strengthened (Int_43), and because the framework conditions and factors independent from the project question the plausibility of impact. The interviews showed that external factors and conditions impacting the plausibility of further impact include the structural lack of capacities and resources within ministries to support farmers, land ownership (e.g. absence of deeds and legal contracts between farmers and landowners) and legal issues regarding refugees' access to land, as well as inflation and fuel prices (Int_43, 5, 13, 41, 42, 21). All these factors impact the possibility for farmers to produce, and therefore to contribute to

strengthening the food system. Without additional support as well as improvement regarding the framework conditions, it is unlikely that farmers will be able to continue to increase their production significantly to strengthen the food system. This is also in line with the results model of the project, which places this impact partially outside of the influence of the project.

In addition, the project also aimed to contribute to the improvement of livelihoods for refugees and host communities (R2), which is also in line with SDG 2. Regarding this impact, primary data collection shows that impact is partially visible. This is shown by the survey results: 52% of the farmers surveyed agreed or strongly agreed that the project has led to an improvement in their families' livelihoods: 22% disagreed or strongly disagreed, and 27% did not agree nor disagree (n=76) (Evaluation Survey Output A, 2021).

According to the project's results model, the plausibility of further impact on livelihoods will depend on increased productivity and production. As explained in R1, only partial progress has been made on productivity and production, which are impacted by the above-mentioned factors, and the achievement of further impact on the food system by the end of the project remains unlikely. Therefore, it is also unlikely that further impact will be visible on livelihoods by the end of the project.

As a result of its agricultural activities, the project also expected to contribute to the enhancement of environment and soil protection through improved water management and agricultural production methods (R4). In this regard, the data collected during the evaluation shows that although positive steps have been made, impact is only partially visible. The monitoring data and interviews show that the project has been supporting the use of water-efficient erosion control measures, which have been largely applied by farmers. According to the interviews, the new techniques introduced have the potential to protect the soils, ensure their moisture and water content, reduce the erosion process as well as floods (which in turn supports crop and tree production as well) (Int_35, 29). In addition, 64% of the smallholder surveyed during the evaluation agreed (42%) or strongly agreed (22%) that the project has resulted in improved environmental and soil protection (n=73) (Evaluation Survey Output A, 2021). However, although it is plausible that activities can contribute to environment and soil protection, more time is needed to really assess higher-level impact or determine the plausibility thereof (Int_43).

Moreover, the plausibility of additional impact within and beyond the lifespan of the project depends on several factors. These include the consistency with which farmers will continue to use introduced techniques beyond the project's duration. This, in turn, depends on whether they will receive the additional capacity-building support that they need. In addition, this impact is threatened by factors such as fuel prices or limited support from extension agents (Int_21, Int_19).

In contrast, the collected primary data shows that impact is already visible on household's production and consumption of vitamin-rich food (R5), in line with SDG 2. In this regard, 63 out of 64 vulnerable households' members surveyed during the evaluation stated that the food security and nutrition situation of their household improved since their received support from the project (n=64). Moreover, 92% agreed or strongly agreed that the support they received from the project resulted in an increase in the production and consumption of vitamin-rich food for their households (n=65) (Evaluation Survey Output B, 2021). In addition, vulnerable households' members interviewed reported an improvement in their households' food security, the chance for their children to eat vegetables as well as progress on their children's health compared to previous years. Satisfaction was also expressed regarding the possibility to grow food products directly at home and without fertilisers, thereby saving money 'from their husbands' pockets in this critical time' (referring to the difficult economic situation) (FGD_1). Additional interviews with other stakeholders also testified to change and diversification in beneficiaries' diets, as well as improved hygiene processes in food preparation, based on qualitative observations (Int_35).

Higher-level impacts are, however, still dependent on the consistency with which activities will continue to be carried out once the project is concluded. Here, water scarcity represents a challenge. The interviews showed that mitigation measures and innovations have been brought in by the implementing partner to remedy the issue; but to make sure that impact happens, a sustainable response to water scarcity is needed. This could be

provided by the project's Output C (see R6) once systems and facilities are functional. These factors are, however, also linked to the sustainability of the project and are further explored in section 4.7.

Another key impact area of the project concerned the improvement of the availability and quality of water as well as hygiene practices (R6), targeting SDG 6. On the results model, this impact area is placed within the 'sphere of influence' of the project (grey area on the visualisation of the results model). The data collected during the evaluation shows that so far there has been no visible impact. Here, its absence is mostly due to the limited results of the project for WASH. According to the project team, camp management and beneficiaries alike reported no change for the beneficiaries. These still do not have access to water and hygiene facilities until the water supply systems and facilities and latrines are operational (see section 4.4) (Int_32, 25, FGD_3).

Moreover, impact by the end of the project is only partly plausible. On the one hand, it is possible that completing the activities and solving construction issues will lead to impact. On the other hand, the plausibility of impact is threatened by issues such as a lack of ownership from beneficiaries, already affecting built facilities, and the lack of funds from the WASH committees to conduct the maintenance of facilities (Int_32, 27, 42, 15).

Regarding the reduction of tensions over resources and the promotion of social cohesion (R3), the primary data collected shows that impact is partially visible. This is illustrated by the survey, in which 62% of the farmers agreed (41%) or strongly agreed (21%) that the project has decreased tensions over resources and resulted in an improved social cohesion between refugees and host communities (n=76) (Evaluation Survey Output A, 2021).

Moreover, the plausibility of further impact depends on those achieved on R1 and R6, because the increase in resources such as food and water represent a significant factor to reducing tensions over resources. Therefore, if increased production continues (R1) so that tensions over food resources decreases, and if WASH facilities are renovated (R6), so that tensions over water resources decrease, then further reduction of tensions and promotion of social cohesion would be plausible. Moreover, the plausibility of impact is dependent on external factors such as the continuous inflation or the influx of new refugees, which can increase pressure over resources. If the food system and access to water are strengthened, and if no detrimental external factors intervene, more impact is plausible.

Finally, the project also aimed to contribute to the reduction of irreversible damages resulting from malnutrition and undernourishment in infancy and early childhood (R7). According to the results model, this impact results from increased availability of food and water resources, to which all three project components aim to contribute. The evaluation data shows that this impact is possible but depends on R5 as well as on water management for the kitchen gardens. Thus, it depends on households' production and consumption of vitamin-rich food (R5) and is only plausible if R5 is realised. This is also confirmed by the survey data, which shows that 85% of the vulnerable households surveyed agreed (52%) or strongly agreed (33%) that the support from the project can contribute to reducing irreversible long-term damages resulting from malnutrition and undernourishment in infancy and early childhood (n=64) (Evaluation Survey Output B, 2021). In addition, focus group data confirmed that due to the project households observed progress on their children's health compared to the previous years (FGD_1). Based on this data, if kitchen gardens are being implemented and knowledge is applied and shared, impact on malnutrition is plausible.

However, the plausibility of impact also depends on households' access to water for the kitchen gardens (see R5). In addition, the plausibility of reducing malnutrition would also be increased if Output A led to a strengthened food system (see R1), which cannot be ascertained at this point.

Impact dimension 1: Higher-level (intended) development changes/results – scores **20 out of 30 points**.

Impact dimension 2: Contribution to higher-level (intended) development results/changes

This dimension assesses how the project contributed to intended overarching development results, by analysing two impact hypotheses selected together with the project team, based on their direct relation to the impact areas discussed above. Due to the implementation challenges and delays faced by the project, the long-term

nature of most of the impacts, as well as the interim nature of the evaluation, the assessment consists of a **plausibility analysis** of these hypotheses. The plausibility of the outcome-impact hypotheses builds on the plausibility of the output-outcome hypotheses assessed in the effectiveness section (see section 4.4).

Outcome-impact **hypothesis 1** states that '*If there is surplus production by farmers, then there is more food on the local market (and then it contributes to improved food and nutrition security)*'. It builds on the output-outcome hypothesis according to which participation in all FFS approach activities leads to surplus production for farmers, which was assessed as conceptually sound but influenced by several external factors. When analysing the causal links of this hypothesis, the evaluation team finds that **the relation between surplus production and food on the local market is verified. However, the link to improved food security is influenced by external factors.**

First, assessing the causal link between surplus production and food on the local market is weakened by the fact that so far, surplus production has been limited. Indeed, as mentioned under R1, the survey data shows that less than half (49%) of the farmers targeted by the project have reported an increase in production (n=79). In addition, for most farmers with limited production before the project, production after the project is still too limited to allow them to sell it on the local market. This is illustrated by the survey data, which shows that 94% of the farmers who were *not* selling their production before the project, but participated in all activities, are still *not* selling their production now (n=38) (Evaluation Survey Output A, 2021).

However, for farmers who did achieve surplus production, the relation between surplus production and increased food in the local market can be verified: out of the 38 farmers who strongly agreed or agreed that the project enabled surplus production, 36 also strongly agreed or agreed that the project resulted in more food in the local market (n=71). In addition, among the farmers who were selling their production at local markets before the project and are still selling it now, 90% of them said that the quantity of product they are selling now is larger than before receiving project support (n=30) (Evaluation Survey Output A, 2021). This is in line with the main assumption behind the hypothesis, which is that for surplus production to lead to more food at local markets, the food surplus produced needs to actually end up in the local market (and not elsewhere, e.g. for export (Int_30)). Therefore, bearing in mind that surplus production has only been partially enabled under the project, the data shows that if there is surplus production then it leads to more food in the local market, which verifies the first part of the hypothesis (relation surplus production-more food on the local market).

However, the relation between increased food quantity on the local market and improved food security is influenced by external factors. These include additional refugee influx, which could put pressure on resources and lead to food shortage or price increase in the market. In such cases, more food at the local market would not necessarily lead to improved food security for the population. Another influencing factor would be a more general local market price increases, which can threaten access to food.

The **second outcome-impact hypothesis** also builds on the output-outcome hypothesis 1 focusing on surplus production. Outcome-impact hypothesis 2 states that '*If there is surplus production, there is an increase in income for farmers*'. **This hypothesis is partly verified by primary data. Surplus production led to an increase in income for a small percentage of farmers only. However, for the farmers for which surplus production led to an increase in income, it was a direct result of the project.** This is confirmed by the survey data, which shows that among farmers who stated that their production increased compared to the time before they received support from the project, only 27% stated that their income increased, but for 87% of these farmers this increase was mainly or partly due to the support of the project (Evaluation Survey Output A, 2021). In addition, **external factors** influence this hypothesis. For instance, fuel prices may reduce the rentability of the farming activity and prevent increased production from leading to increased income (and this, despite inflation on the local market).

Table 14: Selected results hypotheses for impact

Hypothesis 1 (outcome – impact)	If there is surplus production (by farmers), then there is more food on the local market (and it then contributes to improved food and nutrition security)
Main assumption(s)	The food surplus produced will end up on the local market (and not elsewhere, e.g. in export)
Risks	<ul style="list-style-type: none"> • The number of refugees in the project areas significantly increases, leading to price increase and food shortage • Prices on the local market increase; as a result, access to food is threatened
Confirmed/partly confirmed/not confirmed	Partly confirmed. The relation between surplus production and food on the local market is verified. However, the link to improved food security is influenced by external factors
Hypothesis 2 (outcome – impact)	If there is surplus production, then there is an increase in income for farmers
Main assumption(s)	<ul style="list-style-type: none"> • Surplus production is actually sold and not consumed by the farmers
Risks	<ul style="list-style-type: none"> • Prices on the local market go down; in this case, increased production would not any more result in an increase in income for the farmers
Confirmed/partly confirmed/not confirmed	Partly confirmed. Surplus production led to an increase in income for a small percentage of farmers only. However, for the farmers for which surplus production led to an increase in income, it was a direct result of the project

Impact dimension 2: Contribution to higher-level (intended) development results/changes – scores **20 out of 40 points**.

Impact dimension 3: Contribution to higher-level (unintended) development results/changes

Evaluation dimension 3 assesses the extent to which positive or negative unintended results at impact level have occurred.

In this regard, the evaluation identified no unintended positive result and two unintended negative results. These negative results concern the challenges related to the latrines in Output C. According to interviews with project staff and beneficiaries, the fact that the **latrines** provided by the project are unsafe, entail two negative consequences. Either beneficiaries use the unsafe latrines and are put at risk; or they do not use them and go back to open defecation (FGD_3, Int_15). Both options are negative unintended results, which go against the do-no-harm principle as well as against the project's intended objectives.

Moreover, in a context such as Sudan, analysing unintended results may also entail assessing the extent to which the project has dealt with and potentially increased escalating factors/dividers and/or deescalating factors/connectors in the long run. However, based on data collected, the project has not particularly taken dividers and connectors into account during implementation (see section 4.2.) and no dividers or connectors were particularly increased. For instance, the coexistence between refugees and host communities could be a potential conflict risk in such a context, with which the project could interplay. However, interviews showed that because most refugees were long term with whom host communities have cohabited for decades, and because both groups were equally targeted by the project, the project had no influence on this potential risk. Moreover, focusing on activities needed by all beneficiaries such as food security and WASH, and on locations not directly concerned by ongoing conflicts, has enabled the project not to fuel dividers (Int_30, 31).

Impact dimension 3: Contribution to higher-level (unintended) development results/changes – scores **20 out of 30 points**.

Methodology for assessing impact

Table 15: Methodology for assessing OECD/DAC criterion: impact

Impact: assessment dimensions	Basis for Assessment	Evaluation design and empirical methods	Data quality and limitations
Higher-level (intended) development changes/results	<p>Main impact areas derived from the updated results model: See evaluation matrix for details</p> <p>Areas pertinent to BMZ funding instrument, Tackling the root causes of displacement, reintegrating refugees: See evaluation matrix for details</p> <p>Agenda 2030 and relevant SDGs: see evaluation matrix for details</p>	<p>Evaluation design: To assess this dimension, the evaluation team focused on the impacts according to the updated results model (see section 2.2). In this regard, the evaluation team established the state of higher-level (intended) development changes and results pertaining to food and nutrition security, poverty reduction, livelihoods, and social cohesion</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Analysis of state-of-the-art literature • Interviews with project staff, implementation partners • Focus groups with direct and indirect target groups • Survey with indirect target groups (final beneficiaries) 	<ul style="list-style-type: none"> • Due to the significant implementation challenges and delays, the long-term nature of the impacts and due to the nature of an interim evaluation, the availability of robust evidence on hypotheses between outcome and impact level is limited • Considering that achievements so far mostly concern Output A and B, the survey only focuses on indirect target groups under these two Outputs. For Output C, the before-and-after comparison consisted of a qualitative comparison using focus groups • Because of the resources available for this evaluation, the survey with indirect target groups did not use a representative sample but a purpose sample, on the basis of a sample drawn from the baseline study
Contribution to higher-level (intended) development results/changes	<p>Hypotheses selected for examination (outcome-impact level) (see table 15)</p>	<p>Evaluation design: The evaluation of this dimension mainly drew on the results from the before-and-after comparison and contribution analysis to show whether the intervention was a relevant factor, possibly together with other factors, to lead to change. Table 13 in section 4.4 includes a more detailed description of this approach</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Interviews with project staff, implementation partners, other donors • Focus groups with direct and indirect target groups • Analysis of secondary literature • Survey with indirect target groups (final beneficiaries) 	<ul style="list-style-type: none"> • Due to the significant implementation challenges and delays, the long-term nature of the impacts and to the nature of an interim evaluation, the availability of robust evidence on hypotheses between outcome and impact level is limited • Considering that achievements so far mostly concern Outputs A and B, the survey only focuses on indirect target groups under these two outputs. For Output C, the before-and-after comparison consisted of a qualitative comparison using focus groups • Because of the resources available for this evaluation, the survey with indirect target groups did not use a

			representative sample but a purpose sample, on the basis of a sample drawn from the baseline study
Contribution to higher-level (unintended) development results/ changes	The assessment of this dimension is based on unintended results identified over the course of the evaluation Assessment rests on the extent to which positive unintended results were seized upon and negative unintended results were mitigated by the project	Evaluation design: Unintended results were assessed iteratively throughout the evaluation process Empirical methods: <ul style="list-style-type: none"> • Qualitative assessment of contextual documents (integrated peace and conflict assessment; gender analysis) • Qualitative assessment of project's practice for monitoring of risks and unintended consequences 	

4.6 Efficiency

This section analyses and assesses the efficiency of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see annex).

Summarising assessment and rating of efficiency

Table 16: Rating of OECD/DAC criterion: efficiency

Criterion	Assessment dimension	Score and rating
Efficiency	Production efficiency (resources/outputs)	50 out of 70 points
	Allocation efficiency (resources/outcome)	15 out of 30 points
Efficiency score and rating		Score: 65 out of 100 points Rating: Level 3: moderately successful

Overall, the project is assessed as moderately successful in its **production efficiency**, despite delays and challenges in the achievement of outputs. The shares of the project budget allocated to its different outputs as well as the share of overarching costs are considered plausible. The allocation of costs between the different outputs is justified in terms of approach and in terms of indicator achievement. Money was spent within the outputs in a sensible way. The overall successful production efficiency was, however, affected by delays in approval and procurement processes and by the measures taken to adapt (adequately) to external circumstances. These included, for instance, the decrease of some of the targets due to the economic situation and the request for an extension of the project duration.

In contrast, the project's **allocation efficiency** is difficult to assess because, to date, it has not been able to reach its intended outcomes. External circumstances also affected its efficiency negatively, because they led to delays in implementation and the prolongation of the project. However, the project was able to leverage co-funding from the European Union and adopted a synergetic and holistic strategy through the combination of BMZ and EU approaches. Conversely, harmonisation with other donors could be improved to achieve efficiency gains.

In total, the efficiency of the project is rated Level 3: moderately successful, with 65 out of 100 points.

Analysis and assessment of efficiency. The efficiency criterion measures the extent to which objectives of the intervention have been cost-effectively achieved. The intervention is thus efficient when a maximum of results is achieved with the available financial resources. This analysis can be done at two levels: production efficiency measures the transformation of inputs to outputs; whereas allocation efficiency measures the transformation of inputs to outcomes or impacts – also through synergies with other donors or projects. In analysing the project's production efficiency (dimension 1), both the principle of yield maximisation and yield minimisation are applied. The former analyses the extent to which (even) more results could be achieved with the same financial means. The objective is thus not to reduce the intervention's budget, but to maximise results with the resources available. The latter principle analyses the extent to which costs were minimised, while achieving the same level of results. In assessing efficiency, the evaluation considers the economic context and high inflation rates which have impacted project implementation and led to a non-achievement of initial targets. Allocation efficiency (evaluation dimension 2), however, cannot be fully assessed in this evaluation. As this is an interim evaluation, impacts are only partly observable. The long-term nature of some of the impacts to be achieved further complicates the assigning of costs to outcomes. Therefore, the evaluation primarily focuses on assessing coordination, complementarity and potential synergies within the German development cooperation as well as the acquisition of co-financing. Nevertheless, attention is still also paid to resource allocation in terms of outputs to reach the module objective.

Efficiency dimension 1: Production efficiency

The production efficiency in the various intervention areas of the project is analysed using the follow-the-money approach. This approach allowed an assessment of the efficiency regarding the use of funds in the different output areas of the project.

Generally, the shares of the project budget allocated to its different outputs and to the share of overarching costs are **considered plausible**. Figure 3 below shows the costs and commitments of the project as well as the **allocation of costs to the different outputs (A–C)** and the overall costs of the project. The costs of the outputs accumulated to around 92%. Hence, overarching costs had a share of 8% of the total project expenditure, accumulating to EUR 629,670.

Focusing on the proportion of the total project expenditure that was spent for the outputs, 47% was allocated to Output A, 19% to B and 26% was allocated to Output C. Analysis of the efficiency tool and primary data collected show that **the allocation of costs between the three outputs is justified in terms of approach and indicator achievement**. Output A has concentrated the highest proportion of the costs, which, according to the interviews, is easily explained by Output A using a complex and long-term approach, which leads to higher costs compared to the other outputs. This output has also recorded the lowest level of achievement so far (see section 4.4). This is because this long-term approach combined with the long-term nature of the impacts and indicators leads to slower indicator achievement compared to the other outputs (Int_41, 30). At the same time, it experienced the most implementation delays and challenges compared to the other two components. In contrast, Output B concentrated only 19% of the costs because, according to the interviews, it is a more straight-forward component with relatively low-cost activities compared to the others (e.g. kitchen gardens and awareness-raising). In parallel, it also presents a higher level of achievement, because of its short-term results and indicators (Int_41, 30). Finally, Output C, which concentrated 26% of the costs, included construction work conducted through the implementing partner, which leads to higher costs compared to Output B. The level of achievement under this output was affected by delays and challenges experienced by it. In addition, achievement of its soft components is to be measured based on social behavioural change indicators which can only show progress at a later stage (Int_41, Int_30).

Moreover, the analysis of the efficiency tool shows that **the money was spent within the outputs in a sensible way**. Output A focused on the FFS approach and key costs included the procurement of materials and equipment at the local level for the agricultural activities, as well as costs related to the participation of the facilitators and ministries' extension agents to the FFS (travel, accommodation, etc.). Only Output A presents

these expense posts. This is due to the specific nature of its activities (agricultural equipment and trainings conducted by extension agents), and to the fact that Output A was the only component implemented directly by GIZ. In addition, compared to Outputs B and C, Output A concentrates a significantly higher percentage of the costs related to experts, technical and administrative services, third-party personnel, field staff travel, operating costs in the country and other bought-in work and services. This, again, is coherent with the specific activities of the FFS approach. In this regard, when looking at the **instruments and personnel concept** adopted by the project for this output, the significant costs spent on punctual technical or administrative service provision, from GIZ or externally, raise questions (Doc 14). However, the interviews did not point towards any alternative that would have made the approach more efficient (Int_41, 30). In contrast, Output B, focusing on the establishment of the kitchen gardens, self-help groups, and the provision of nutrition awareness-raising, and Output C, focusing on the construction and renovation of WASH facilities and conduct of hygiene awareness-raising, were both implemented through financial agreements with the two implementing partners. Finally, costs related to national personnel's travel as well as procurement of materials and equipment at the country office were equally allocated between the three outputs.

Furthermore, **outsourcing its activities to two implementing partners through financial agreements was an adequate approach for the project in terms of efficiency**. The interviews showed that relying on implementing partners which were already benefiting from established structures, networks, and expertise in the sector and region was an efficient approach for the newly established GIZ country office. Furthermore, GIZ chose to work through financial agreements because it did not itself, as a new country office outside of any bilateral cooperation, have the capacity to implement activities that UNHCR asked GIZ to implement (Int_22).

However, despite an adequate allocation of resources across the different outputs, the project's production efficiency was affected by external circumstances. On account of these circumstances, it was not possible for the project to maximise results, because resources were impacted and reduced. To adapt to them, it took measures which were appropriate to continue to implement the activities but affected the project's overall efficiency. For instance, the high inflation and fuel prices as well as currency rates resulted in shrinking resources for the project and affected all aspects of the activities' implementation (from machinery operation to daily transportation). Moreover, tender processes were challenged by the currency rates (Int_2). As a result, as explained during the interviews and shown in the project documents, the project had to reduce its targets, which was an adequate adaptation to the circumstances but affected the project's results in terms of efficiency (see section 4.2). For instance, in Output C activities were conducted in the Shagarab area only, whereas it was planned that activities would also be implemented in Um Gargour and Abuda. Moreover, in Output B, the project is discussing the possibility that some of the activities might not be implemented by the implementing partner due to the inflation (Doc 8). Other external circumstances which affected the project's efficiency included the pandemic. COVID-19 restrictions led to activities implemented directly by GIZ staff being put on hold due to evaluation and remote work, while human resources and office costs were still borne by the project. In addition, as explained in section 4.4, relying on remote monitoring to follow up implementing partners' work led to significant challenges under Output C, which affect efficiency, because the built facilities now have to be renovated again, to be up to standards (though at the implementing partner's own costs).

Furthermore, the interviewed showed that **project efficiency has to some extent been affected by delays in approval and procurement processes**. Delays took place both internally within GIZ, with the EU and with government authorities. An illustration of the way these delays affected efficiency is that times waiting before approvals, for instance before the signature of the contract with the EU (Int_41, 30, 12), led to paid human resources being unable to implement activities (Int_41).

Figure 3: Efficiency tool

	Output A	Output B	Output C	Output D
Outputs	The capacities of smallholder farmers to improve and market their agricultural production are strengthened.	Conditions for the consumption of vitamin-rich foods for vulnerable households have been created.	WASH facilities as well as technical and individual capacities to implement adequate hygiene practices are improved.	EU Cofunding - Specific Objective Indicators (EU Cofunding is part of Output A)
Costs incl. commitment (Obligations)	3.654.365,91 €	1.519.102,72 €	2.024.051,89 €	0,00 €
Co-financing	0,00 €	0,00 €	0,00 €	0,00 €
Partner inputs	0,00 €	0,00 €	0,00 €	0,00 €
Total costs	3.654.365,91 €	1.519.102,72 €	2.024.051,89 €	0,00 €
Total costs in %	47%	19%	26%	0%
BMZ total costs in % without co-financing	47%	19%	26%	0%

Efficiency dimension 1: Production efficiency – scores **50 out of 70 points**.

Efficiency dimension 2: Allocation efficiency

Looking at reached outcomes, **allocation efficiency is difficult to assess** as the project had not been able so far to reach its intended outcomes. As explained in section 4.4, this is due to external circumstances such as high inflation, fuel prices and COVID-19 pandemic, which led to implementation challenges and delays (Int_32, 40). Moreover, **these circumstances negatively affected the project's efficiency, because they led to delays in implementation and resulted in the project's prolongation and budget increase to compensate for challenges**. Indeed, to compensate for the impact of the hyperinflation and unfavourable exchange rates which impacted the project budget, and to compensate for delays resulting from the COVID-19 pandemic, the project was extended in July 2020 and its budget increased by EUR 4,600,000 from BMZ. The project duration was also extended again until December 2022. To compensate for the further worsening of the economic situation and COVID-19-related delays, the project submitted a new request for a top-up of EUR 1,000,000 and an additional time extension (until end of 2023) was submitted to BMZ in March 2021; however, this was rejected. Furthermore, the **resource allocation** to the outputs to reach the module objective is assessed as plausible. The data collection could not identify a way in which resources could have been allocated more efficiently to reach the module objective (Int_30, 41, Doc 12).

Looking at the **leveraging of additional funding**, which is another aspect of allocation efficiency, the project was able to secure co-financing from the EU, of EUR 8,000,000. This complemented the initial budget of EUR 5,300,000 financed by BMZ (topped up with EUR 4,600,000 in July 2020 by BMZ). The project thus succeeded in securing EUR 17,900,000 to achieve its objectives.

However, if coordinating with the EU was efficient, **harmonisation with other donors was not achieved**, which has a negative effect on allocation efficiency. For instance, interviews showed that the lack of coordination existing between development and emergency actors possibly leads to duplications and to jeopardising development projects' results, affecting their efficiency as funds were spent to achieve duplicated or non-sustainable results. This is, for example, the case of emergency actors providing food items to beneficiaries, who a development project simultaneously supports to develop its own self-reliant agricultural production (Int_30). Another example of the way the lack of coordination with other donors affects efficiency is the missed harmonisation opportunity with RVO highlighted in section 4.3. GIZ's Food Security project and RVO's project aim for similar objectives, have similar target groups, partners and intervention sectors. Moreover, RVO benefits from an expertise in the private agricultural sector which could have benefited GIZ's project (Int_20). The lack of coordination resulted in GIZ having to make more effort and spend more funds to reach its objectives regarding the linkages between the farmers and the private sector actors, or to both organisations duplicating their efforts to achieve similar objectives. Overall, as discussed in section 4.3,

improved coordination in the project's context and synergies with other donors would have fostered allocation efficiency.

Efficiency dimension 2: Allocation efficiency – **scores 15 out of 30 points.**

Methodology for assessing efficiency

Table 17: Methodology for assessing OECD/DAC criterion: efficiency

Efficiency: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and Limitations
Production efficiency (Input/outputs)	The project is understood to have operated efficiently if outputs were maximised with the given means (yield maximisation), and if results were achieved employing only the resources requires (yield minimisation)	Evaluation design: The evaluation applied a 'follow-the-money' approach. Thereby, all expenses are identified and assigned to specific outputs of the intervention. With this mapping of costs concluded, the evaluation team assessed the appropriateness of costs per output (considering perspectives of the project team) Empirical methods: <ul style="list-style-type: none"> • Analysis of cost data (GIZ efficiency tool) and instruments employed (operational plan, progress reports, steering structure) • Interviews with project staff, implementing partners 	<ul style="list-style-type: none"> • As the GIZ efficiency tool was filled in retrospectively, slight respondent bias in some places is possible
Allocation efficiency (Input/outcome)	The project is understood to have allocated its resources efficiently with regards to its outcome if cooperation potentials within GIZ structure and development cooperation partners were identified and realised	Evaluation design: Given some limitations, the assigning of costs to outcomes is possible only to a limited extent. Therefore, the design for assessing allocation efficiency focuses on coordination and synergies within the German development cooperation. Nevertheless, attention is still also paid to resource allocation in terms of outputs to reach the module objective Empirical methods: <ul style="list-style-type: none"> • Analysis of cost data (GIZ efficiency tool) and instruments employed (operational plan, progress reports, steering structure) • Interviews with project staff, implementing partners, staff of other German development cooperation projects 	<ul style="list-style-type: none"> • The possibility to assess this dimension is limited due to the evaluation being an interim one. Furthermore, due to the described implementation challenges of the project, impacts are not sufficiently observable to draw conclusions on allocation efficiency

4.7 Sustainability

This section analyses and assesses the sustainability of the project. It is structured according to the assessment dimensions in GIZ project evaluation matrix (see annex).

Summarising assessment and rating of sustainability

Table 18: Rating of OECD/DAC criterion: sustainability

Criterion	Assessment dimension	Score and rating
Sustainability	Capacities of the beneficiaries and stakeholders	15 out of 20 points
	Contribution to supporting sustainable capacities	10 out of 30 points
	Durability of results over time	10 out of 50 points
Sustainability score and rating		Score: 35 out of 100 points Rating: Level 5: unsuccessful

The project was successful in enabling its direct and indirect target groups to **acquire sustainable knowledge and skills**. However, sustainability of the **utilisation** of this knowledge and skills is unlikely. This is the case for all groups, except for vulnerable households, as they lack the necessary resources to apply the acquired knowledge and skills in the future.

As a result, the **capacity-building approaches and exit strategies** adopted by the project do not sufficiently ensure its sustainability. In its approach towards sustainability, the project has not yet adopted a comprehensive, institutional capacity-development strategy as it did not have the mandate to do so. This is because it was designed before bilateral cooperation was reinitiated in Sudan. However, such a strategy would have been needed to ensure financial, technical and organisational sustainability within the partner ministries. Furthermore, the project did not establish a strong enough steering structure to ensure sustainability, as coordination between the relevant partners is still insufficient. Moreover, the project adopted a sustainability and exit strategy regarding its target groups which faces a significant limitation: committees created in all project components to ensure sustainability do not have the necessary resources to play this role. In the WASH component, the lack of ownership and reliance on aid (which is a characteristic of some of the committees) even further threatens the likelihood that sustainability will be ensured.

Against this background the project also scores low on the third dimension of sustainability as the **forecast of durability** of the project's results is threatened by the highly political and economic context in which it is implemented. Contextual factors such as high inflation, rise in fuel prices, an unstable political situation and restrictive political framework question the permanence, stability and long-term resilience of the results.

In total, the sustainability of the project is rated Level 5: unsuccessful, with 35 out of 100 points.

Analysis and assessment of sustainability. The sustainability criterion examines the extent to which positive results of the intervention can be expected to continue once the intervention has ended. A general challenge regarding this evaluation dimension is the fact that the project's impact is still only partly visible. Hence, the assessment of sustainability focuses on the extent to which results at the output and outcome levels are anchored in structures (direct target groups, such as farmers' associations, partner ministries or WASH committees), as well as how this supports possible future impacts and the plausible sustainability thereof.

Sustainability dimension 1: Capacities of the beneficiaries and stakeholders

This dimension examines the extent to which direct and indirect target groups have the necessary capacities relevant to the project objective. It also examines the extent to which the target groups utilise capacities, which is taken as evidence of their sustainability.

Looking at the direct target groups, the data shows that **sustainable knowledge and skills have been acquired**. For the **ministries**, this is confirmed by the interviews which show that MoH's Nutrition Department has acquired nutrition-related knowledge and outreach techniques, and extension agents from MoPER's TTEA departments have acquired in-depth knowledge of the FFS approach and facilitation skills (Int_27, 33, 41). Moreover, one of the TTEA departments assessed the capacity-building package of great value to the Ministry's priorities and strategies. As a result, MoPER asked FAO to use the same training packages in other areas. Furthermore, the trained agents were described as a good future resource for the Ministry (Int_27, 33). Regarding the **WASH committees**, the focus groups show that knowledge and skills acquired to date are limited (FGD_3) but knowledge and skills in facilities maintenance and building should be acquired by the end of the project once all activities have been implemented.

However, **the sustainability of the utilisation of this knowledge and skills for both direct target groups is questionable, because these groups are lacking resources**. Regarding the **ministries**, this is shown by interviews with both the project team and the ministries, which showed that ministries lack resources to put the acquired knowledge and skills into practice (Int_29, 28, 12), and thus to continue to implement activities and sustain results. According to MoPER itself, without further donor support, it might not be able to sustain the results and risks being overburdened (Int_27). As a result, it might not be able to continue to provide support to the farmers as it lacks resources, for example, to finance transportation for field trips, monitoring tools or computers (Int_29). Moreover, representatives of the WES Department contributing to the project's WES component made similar statements. They also argued that they would like to scale the acquired knowledge and skills to other staff members and other geographical areas of Sudan. However, they also lack the resources to do this on their own and would need further donor support. Furthermore, without donor support, ongoing project activities will not be kept up (Int_19). When it comes to the **WASH committees**, the interviews showed that they may be lacking the resources to apply the knowledge and skills, and thus to sustain results. In this regard, the interviews showed that while WASH committees are being trained in building latrines and ensuring the maintenance of the water systems, it is unclear where these committees would get the financial resources, material, equipment and spare parts to conduct this building and maintenance work to sustain results in the future (Int_15, Int_32).

Looking at one of the two indirect target groups, **smallholder farmers**, we see the same pattern. On the one hand, **sustainable knowledge and skills have been acquired**. This is demonstrated by the survey results, which show that 63% of the farmers surveyed during this evaluation strongly agreed (24%) or agreed (39%) that they have the necessary knowledge and skills to continue to improve their production even when the support from the project will stop (n=71). Similarly, 62% strongly agreed (24%) or agreed (38%) that the project has provided them with the necessary knowledge and skills to overcome future risks that might impact their production (n=71). In both cases, more than half the farmers feel confident about the knowledge and skills they received and their capacity to sustain results and overcome risks. Farmers will also continue to acquire skills, particularly in business and marketing, in the next rounds of training which have not yet been implemented. Moreover, farmers also demonstrated their **willingness** to continue to use the knowledge and skills: 63% of the farmers surveyed strongly agreed (23%) or agreed (40%) with the following statement: *'The project has provided me with valuable knowledge and skills that I want to continue to use to sustain and/or continue the improvements after the project has ended'* (n=73) (Evaluation Survey Output A, 2021). In addition, farmers also demonstrated **ownership** and their willingness to ensure sustainability in that they accepted to be responsible for fuel provision for the farmers' machines in the future, rather than GIZ or MoPER taking responsibility (Int_41, Int_21).

On the other hand, the utilisation of knowledge and skills in the future is put in question because of the ministries' insufficient resources as well as the high fuel prices. The interviews showed that for them to

utilise the knowledge and skills they gained, farmers also need to receive technical support from MoPER. MoPER's TTEA extension agents indeed overall aim to support farmers with the development of their activity through advice, support with understanding of government regulations or sharing of best practices (Int_8). They were trained in the FFS approach during the project to further support the farmers in the implementation of the identified new solutions and innovations. However, as mentioned above, it is unlikely that the extension agents will be able to continue to support the farmers in developing their activity and thus sustain the utilisation of their knowledge and skills, because of MoPER's insufficient capacities and resources to do so (Int_29). Moreover, primary data shows that it is unlikely that, despite their willingness, farmers will be unable to afford the high fuel prices and therefore utilise their knowledge and skills for machinery operation (Int_21).

In contrast, vulnerable households have acquired knowledge and skills and will be able to sustainably utilise them. This is shown by the primary data, which confirms that households are already using the acquired knowledge and skills and are willing to continue to utilise them (FGD_1). During the focus groups, beneficiaries explained that they are using the knowledge they gained and even transferring it to friends and relatives in other parts of Sudan for them to replicate it (FGD_1). One of the beneficiaries even explained that she started a new vegetable farm as a private business using the gardening approach she learnt during the project, which demonstrates a capacity to build on acquired skills for scaling up (FGD_1). Moreover, survey results show that 94% of the households agreed (62%) or strongly agreed (32%) that they have the necessary knowledge and skills to continue to improve the food security and nutrition situation of their household even when the support of the project stops (n=65). In addition, survey participants also showed willingness to continue to use these knowledge and skills provided by the project to sustain improvements: 99% agreed or strongly agreed that they want to continue to use nutrition knowledge and skills (n=64), and 97% that they want to continue to use gardening knowledge and skills (n=65) (Evaluation Survey Output B, 2021). Overall, survey participants also felt that the project provided them with the necessary knowledge and skills to overcome future risks which might impact the food and nutrition situation of their household (94% agreed or strongly agreed with this statement) (Evaluation Survey Output B, 2021). Furthermore, according to the interviews, the fact that the project supported households with the utilisation of local products – the same products, to some extent, that they were using before but prepared in a different, more nutritious and hygienic way – also increases the likelihood of sustainability (Int_38).

However, one factor puts the utilisation of knowledge and skills by the vulnerable households at risk: the existing water scarcity for kitchen gardens. In this regard interviews with the project team, implementing partner, external experts and the beneficiaries themselves showed that the non-functional WASH facilities of Output C are still not working and thus do not provide needed water for a sustainable production of the kitchen gardens (FGD_1, Int_36, 38). Although, the project's implementing partner has developed innovations such as shade nets, jerry cans, moisture beds, water spray and other water-saving techniques, to address the water scarcity issue faced by households for gardening during the dry season, these innovations will not be enough to make the kitchen garden sustainable in the long run. For this, they would need functional WASH facilities which provide the necessary water for the kitchen gardens (FGD_1, Int_36, 38).

Finally, relating to the **population of the refugee camps and host communities** which received support through the **WASH interventions**, no assessment can yet be made regarding their gained knowledge and skills on hygiene. As highlighted during the interviews, water systems and sanitation facilities need to be functional for the beneficiaries to be able to apply gained knowledge and skills. However, these facilities are currently not functional (see section 4.4).

Sustainability dimension 1: Capacities of the beneficiaries and stakeholders – scores **15 out of 20 points**.

Sustainability dimension 2: Contribution to supporting sustainable capacities

This dimension assesses the extent to which the project facilitated the anchoring of results in (partner) structures. To this end, the dimension assesses whether the project chose **appropriate approaches, methods and policies/strategies** in cooperating with direct target groups. To this end, the evaluation team analyses how far the **ownership** of partner institutions has been strengthened by means of a **participatory approach** and a

shared vision. The evaluation also examines to what extent an exit strategy has been or is being developed and how far it complies with the three dimensions of sustainability, that is, **financial, technical and organisational sustainability**. At the level of indirect beneficiaries, the assessment focuses on the **appropriateness of instruments** employed to foster long-term results in individuals, that is, whether the knowledge and skills acquired and developed are appropriately utilisable by the beneficiaries.

With regard to the project's approaches towards sustainability, the data collected during the evaluation through a document review and interviews shows that **the project has not yet adopted a comprehensive, institutional-level capacity-development strategy**. However, this would be needed to ensure financial, technical and organisational sustainability within the partner ministries. Indeed, the interviews showed that government partners still present significant gaps in their capacities (Int_5, 33) with the result that they most likely will neither be able to continue to support the beneficiaries towards further improvement nor ensure the sustainability of the results. In addition to further technical support for extension agents (Int_33), ministries also need a more structural, institutional-level support (Int_5, 8). The data shows that the project did not have the mandate nor the possibility to conduct high-level capacitation of partner ministries due to the lack of bilateral cooperation between Germany and Sudan at the start of the project. Therefore, the support has been limited to local and field-level extension agents. However, raising the capacity within state ministries overall would now be needed to ensure sustainability (Int_41). A concept note for a new project, having the aim among others to remedy some of the sustainability-related issues observed in the present project, has been submitted to BMZ, yet it does not include any activities relating to government capacity building.

Moreover, the interviews showed that **the project has not established a strong enough steering structure to ensure sustainability**. As explained in section 4.4, this steering structure gives a deciding role to MoFEP at the federal level whereas implementation is actually conducted in coordination with state-level ministries, who are insufficiently involved and coordinated with. As expressed by one government representative, sustainability cannot be ensured without sufficient coordination between the federal and state levels (Int_39). According to the interviews, an effective coordination structure, put in place by GIZ and including representatives of the beneficiaries, is a prerequisite for the government to take over the management of the field activities after the project ends, particularly regarding support with machinery under Output A (Int_5).

In addition, **the project adopted a sustainability and exit strategy regarding its target groups, although its implementation is, however, hindered by insufficient resources**. The interviews showed that the project adopted a strategy to contribute to sustainability, comprising the formation of committees, which aim to generate ownership through a participatory approach (Int_29, 26, 23)). For instance, in Output A, machinery hubs are to be created with the idea that a farmers' association would be responsible for providing maintenance services to others (for them not to rely on ministry support, whose capacities are limited (Int_8)). Similarly, in Output C, WASH committees are established to ensure maintenance of the WASH facilities and are able to rebuild latrines once these need to be replaced. However, the interviews show that **this strategy faces a significant limitation**: committees need resources to play the role they have been trained to take, yet no strategy is provided by the project as to how they would get these resources. Hence, it is unlikely that it will ensure sustainability. Regarding the machinery hubs, the interviews showed that it is unclear where these hubs would get the resources and spare parts to ensure maintenance work on the machines. The same question is raised regarding maintenance of the *hafir* (Int_16). Moreover, according to the interviews, farmers have agreed to take responsibility for bearing the costs of fuel themselves, rather than relying on development or government partners, which is an achievement in terms of ownership. However, it is not clear how the farmers will be able to do so and operate the machinery at all, due to the high and increasing **fuel prices**, which threaten the sustainability of the whole mechanisation strategy and utilisation of related skills (Int_18). Regarding the WASH committees, the data collected also shows that it remains unclear how the WASH committees, which are supposed to ensure the maintenance and rebuilding of WASH facilities, will get the resources to access the material, equipment and spare parts needed for maintenance in the future (Int_15, 32).

Furthermore, the interviews showed that there is a major **lack of ownership** from some of the WASH committees and an apparent **reliance on aid**, which threaten the willingness to apply skills and sustain results.

For instance, some of the already built facilities having been vandalised or destroyed and, according to the interviews, community members have not taken the initiative to attempt to solve the issue. In this regard, data also shows that there is an underlying feeling that some other aid organisation would come and fix these facilities, leading to disengagement by the beneficiaries (Int_32, 27, 42). According to the camp management, this is partly because the communities have not been sufficiently involved during the implementation of the activities. This manifests itself in a lack of community engagement plan which was not developed by the implementation partner (Int_25). Moreover, reliance on aid and lack of ownership is also partly due to the long-lasting encampment policy disempowering and disengaging refugees and host communities (Int_43), which are, however, outside of the control of the project.

Finally, the data collected shows that **the WASH component of the project has been implemented by using a non-sustainable approach**. The component is implemented in the framework of the encampment policies under UNHCR and COR. However, this framework prevents the involvement of strategic and relevant authorities such as WES and the MoH, as the framework assigns the responsibilities for the encampment to UNHCR and COR. As a consequence, the WASH structures cannot be anchored in the partner structure and are thus not likely to be sustainable in the long run (Int_32, 41).

Sustainability dimension 2: Contribution to supporting sustainable capacities – scores **10 out of 30 points**.

Sustainability dimension 3: Durability of results over time

Sustainability dimension 3 relates to a **forecast of durability**. Here, the evaluation examines to what extent the results of the project will be permanent, stable and long-term resilient. Given that impacts have so far only been partly reached, the assessment rests on a plausibility analysis of the durability of results at the level of direct and indirect target groups. The analysis also considers potential risks and other influencing contextual factors, as well as the project's mitigation strategies.

When analysing the data collected during the evaluation, it becomes obvious that the durability of the project's (achieved and prospective) results is affected by a **highly unstable context**, both politically and economically. These contextual factors question the permanence, stability and long-term resilience of the results. For instance, the interviews showed that the context is characterised by high inflation and the rising price of fuel, which impacts the forecast of durability because the project's mechanisation strategy (and the takeover of mechanised agricultural activities by the farmers) is endangered by this rise of fuel prices (Int_18). If farmers are unable to use the machinery because they cannot afford the fuel, the recent and future increase in production is unlikely to be durable. Moreover, by supporting increased production, the project ultimately aimed to improve access to food at the local market for the beneficiaries, yet access to food in the markets is dependent on inflation. Because inflation remains extremely high, it impacts the durability of any improvement on access to food on the markets.

Furthermore, the economy overall remains unstable due to the economic reforms backed by the International Monetary Fund which included the removal on fuel subsidies and the declaration of the managed float of the Sudanese pound to stem the black market. The difficult economic situation has recently resulted in more and more groups demonstrating against the government (Int_22). Moreover, data shows that the overall instability of the political environment, such as changes in the ministries, can further threaten sustainability (Int_41). The context's volatility was further confirmed at the time this evaluation concluded, as the country entered a new phase of high instability following a coup which took place in October 2021,

In addition, according to the interviews the **political framework**, and particularly the encampment policy restricting refugees' movement, the absence of deeds for land ownership, and restricted access to land for refugees (Int_41), may further affect the results' durability. Particularly, movement restrictions limit farmers' possibility to sale surplus productions on markets, as well as vulnerable households' possibility to buy food products on markets or sale surplus vegetables produced in their gardens (Int_4, 28, 41).

Sustainability dimension 3: Durability of results over time – scores **10 out of 50 points**.

Methodology for assessing sustainability

Table 19: Methodology for assessing OECD/DAC criterion: sustainability

Sustainability: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Capacities of the beneficiaries and stakeholders	Sustainability in this dimension is understood to have been achieved if capacities relevant to the project are utilised by direct and indirect target groups	<p>Evaluation design: To assess this dimension, the evaluation analyses knowledge and skills of direct and indirect target groups. The evaluation differentiates between target groups and their respective needs (chapter 4.2)</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Analysis of progress reports, needs assessment (chapter 4.4) • Interviews with project staff, implementing partners • Focus groups with direct and indirect target group • Survey of indirect target group 	<ul style="list-style-type: none"> • Due to the nature of an interim evaluation and the only partial achievements, the analysis is constrained to an assessment of plausibility of durability
Contribution to supporting sustainable capacities	Sustainability in this dimension is understood to have been achieved if results have been anchored in (partner) structures and instruments were employed appropriately to this end	<p>Evaluation design: Based on the contribution analysis, and in particular findings from the effectiveness and impact assessments, the evaluation team analyses the project's contribution to supporting sustainable knowledge and skills</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Analysis of progress reports, capacities (see dimension 1), results of contribution analysis (chapter 4.4) • Interviews with project staff, implementing partners • Focus groups with direct and indirect target group • Survey of indirect target groups 	
Durability of results over time	Sustainability in this dimension is understood to have been achieved if it can be assumed that results can be permanent, stable, and long-term resilient-	<p>Evaluation design: This evaluation dimension relates to a prognosis of durability. Given that results have so far only been partly reached, the assessment rests on a plausibility analysis of the durability of results at the level of direct and indirect target groups. The analysis takes into account potential risks and other influencing contextual factors, as well as the projects mitigation strategies, also with a view to potential trade-offs</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Analysis of state-of-the-art literature • Interviews with project staff, implementing partner • Focus groups with direct and indirect beneficiaries 	<ul style="list-style-type: none"> • Due to the nature of an interim evaluation and the only partial achievements, the analysis is constrained to an assessment of plausibility of durability

4.8 Key results and overall rating

The project is rather unsuccessful because its implementation has been jeopardised by the challenging framework conditions in which it has been implemented. As a result of challenges faced and limited achievements, it scores relatively low on effectiveness and impact (moderately unsuccessful). The project has succeeded in establishing kitchen gardens for vulnerable households and conducting nutrition awareness-raising which resulted in increased production and consumption of vitamin-rich food by the beneficiaries. It also trained smallholder farmers on technical solutions and innovations to improve agricultural production, and provided them with inputs and machineries. Thereby, it achieved some impact on agricultural production and livelihoods. However, important activities still need to be implemented and issues need to be resolved under this agricultural component for the project to achieve its indicators and reach further impact. This agricultural component has particularly faced delays due to the COVID-19 pandemic, and the challenging economic conditions such as the high inflation, and fuel prices further affected implementation and improvements for the beneficiaries. Finally, the project's WASH component has also undergone implementation challenges which resulted in insufficient quality of the facilities built or renovated. While the project and its implementing partner are taking measures to remedy the issues, the project remains thus far unsuccessful in its WASH component and even experienced negative unintended results due to the low-quality outputs. More than a year remains (until the end of the planned project term) for the project to implement the rest of its activities and address identified issues, yet the plausibility that it will reach its targets as well as achieve further impact is fairly unlikely due to the challenging external circumstances. Project extensions that were formally approved after the evaluation phase could not be considered in the analysis and assessment, and might influence the achievement of results and the overall performance of the project.

The project is also unsuccessful in ensuring the sustainability of the results, mainly because of the framework conditions. While the project has mostly succeeded in transmitting knowledge and skills to its target groups, the utilisation of this knowledge and skills is mostly unlikely to be sustainable and to ensure the (achieved and prospective) results' sustainability. The project supported both the ministries' extension agents and the WASH committees with capacity building, but these groups lack resources to continue to utilise the knowledge and skills they acquired. The project's sustainability strategy relied on creating committees, such as WASH committees or farmers' machinery hubs to ensure maintenance and service to others; however, this strategy is limited by the fact that these groups lack resources to play their role. Through the project, smallholder farmers also acquired significant knowledge and skills; however, the sustainability of their utilisation is threatened by the lack of ministries' resources to continue to support them and by high fuel prices impacting their activity. Vulnerable households are the only target group that will be able to sustainably utilise the knowledge and skills they gained, on the condition that the water scarcity issue for the kitchen gardens and difficulties to access the market are addressed.

In contrast, the project is highly successful in ensuring its relevance to the Agenda 2030, to BMZ's strategies, Sudan's priorities and to the needs and capacities of its direct and indirect target groups. Its relevance is particularly supported by a **strong design, characterised by a holistic approach towards food security targeting the right sectors of intervention** (agriculture and WASH), as well as a comprehensive and plausible theory of change. The project could have been even more successful in its design if it had taken more into account the risks relating to the cultural and socio-economic context, such as landownership issues, which have represented barriers during the implementation.

Table 20: Overall rating of OECD/DAC criteria and assessment dimensions

Evaluation criteria	Dimension	Max	Score	Total (max.100)	Rating
Relevance	Alignment with policies and priorities	30	30	89	Level 2: successful
	Alignment with the needs and capacities of the beneficiaries and stakeholders	30	25		
	Appropriateness of the design*	20	15		
	Adaptability – response to change	20	19		
Coherence	Internal Coherence	50	50	70	Level 3: moderately successful
	External Coherence	50	20		
Effectiveness	Achievement of the (intended) objectives	30	10	50	Level 4: moderately unsuccessful
	Contribution to achievement of objectives	30	20		
	Quality of implementation	20	10		
	Unintended results	20	10		
Impact	Higher-level (intended) development changes/results	30	20	60	Level 4: moderately unsuccessful
	Contribution to higher-level (intended) development results/changes	40	20		
	Contribution to higher-level (unintended) development results/changes	30	20		
Efficiency	Production efficiency	70	50	65	Level 4: moderately unsuccessful
	Allocation efficiency	30	15		
Sustainability	Capacities of the beneficiaries and stakeholders	20	15	35	Level 5: unsuccessful
	Contribution to supporting sustainable capacities	30	10		
	Durability of results over time	50	10		
Mean score and overall rating		100	62		Level 4: moderately unsuccessful *

* The knock-out criterion *effectiveness/impact/sustainability* is rated level 4 or lower, therefore, the overall rating is level 4 although the mean score may be higher.

Table 21: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1: highly successful
81–91	Level 2: successful
67–80	Level 3: moderately successful
50–66	Level 4: moderately unsuccessful
30–49	Level 5: unsuccessful
0–29	Level 6: highly unsuccessful
Overall rating: The criteria of effectiveness, impact and sustainability are knock-out criteria: If one of the criteria is rated at level 4 or lower, the overall rating cannot go beyond level 4 although the mean score may be higher.	

5 Conclusions and recommendations

5.1 Key findings and factors of success/failure

- The project, Food Security and Water Supply for Refugees and Host Communities in Gedaref and Kassala, (Sudan) is **overall moderately unsuccessful because of the very challenging framework conditions** in which it has been implemented. Contextual factors such as the political instability, the inflation, fuel prices and currency rates as well as the COVID-19 pandemic jeopardised the project's success. Due to the implementation challenges resulting from these circumstances, the project could only achieve a few of its indicators; the plausibility of further achievements remains dubious.
- **The challenging external conditions in which the project has been implemented also make it only partly successful in reaching impact.** While the project could achieve partial impact on some of its impact areas, it could not reach any impact in others. **The area in which the project has, however, achieved visible impact is households' production and consumption of vitamin-rich food, whereby the project contributes to Sustainable Development Goal 2.** For most of its other impact areas, the plausibility of further impact is, however, often threatened by external factors, particularly the challenging economic conditions such as the inflation impacting farmers' activities and income or the fuel prices restricting their use of machinery.
- **Moreover, these economic framework conditions affect the project's sustainability.** While the project has enabled both its direct and indirect target groups to acquire significant knowledge and skills, economic factors threaten the sustainability of the utilisation of these capacities. This is the case for all groups except for the vulnerable households of Output B. Ministries' extension agents and WASH committees lack resources to continue to utilise the knowledge and skills gained, and farmers' utilisation of their skills is threatened by high fuel prices impacting their activity. Furthermore, relying on beneficiaries' committees to ensure sustainability, such as on the WASH committees to ensure facilities' maintenance, does not prove a viable sustainability strategy in a context where committees lack resources to play this role.
- **However, the strength of the project despite its low performance lies in its strong design, which targets the right sector of intervention and adopts a coherent and holistic approach towards food security.** By putting the emphasis on agriculture to improve food security, it focuses on the right sector of

intervention to achieve its module objective in the Sudanese context. Agriculture is the population's most important resource in East Sudan, so that intervening to strengthen agricultural production is an adequate approach to support food security, as well as improving livelihoods. In its endeavour to improve food security, the project combines a system component, focusing on farming to achieve surplus production and contribute to food security; a household-level component, aiming for dietary diversity through kitchen gardens; and a nexus component, the WASH component. The latter feeds into the other two components, as access to clean water and sanitation are prerequisites to the achievement of objectives related to agriculture, food security and nutrition. In addition, the project's food security approach is strengthened by the combination of BMZ-funded farmer field school approach and EU-funded value chain approach. Each of the components also adopts a coherent and comprehensive approach combining soft and hard components.

- **Another success of the project has been its capacity to take adaptive measures enabling the project to proceed with implementation despite the external challenges.** In this regard, the project showed flexibility in decreasing some of its target to adapt to inflation, replace international tender processes with local ones to overcome the currency rate issues, and request an extension of the project duration to compensate for the delays.

Findings regarding 2030 Agenda

Universality, shared responsibility and accountability

- Although impact is only partially observable, the project theoretically contributes to achieving the **Sustainable Development Goals** of the **Agenda 2030**. It specifically addresses **Goal 2 'End hunger, achieve food security and improved nutrition and promote sustainable agriculture'**, through its Output A focusing on improving smallholder farmers' production and entrepreneurial capacities to improve (sustainable) agricultural production and food security. Goal 2 is also addressed by Output B focusing on fostering the consumption of vitamin-rich food for vulnerable households to improve nutrition. Moreover, the project also contributes to **Goal 6 'Ensure availability and sustainable management of water and sanitation for all'** through its Output C aiming to improve WASH facilities as well as technical and individual capacities to implement adequate hygiene practices.
- Furthermore, the project is designed to build on the **existing structures of its partners and their expertise** as it implements two of its components through financial agreements with implementing partners. It was also designed in a **complementary** manner with GIZ's project, Vocational Training in Eastern Sudan and coordinated with it to avoid duplications. Moreover, it makes use of existing **coordination mechanisms with other donors and international organisations**, such as the sector working groups in which it participates. However, coordination with other donors shows room for improvement to foster synergies in the implementation of activities. This is particularly the case for coordination between development actors and actors working in the emergency response sector.

Interplay of economic, environmental and social development

The project adopts a **holistic approach** towards sustainable development, including its three dimensions: social, economic and environmental. The project's approach focusing on improving smallholder farmers' production and entrepreneurial capacities aims to strengthen the food system and to improve farmers' income, as well as refugees' and host communities' livelihoods. Thereby, the project targets the communities' economic development. It also includes the social dimension of development as it aims to promote social cohesion through reducing the potential for tensions over resources (food and water). Finally, the project also addresses the environmental dimension of development. In this regard, it supports the use of improved climate-smart water management and agricultural production methods to enhance environmental and soil protection. At the impact level, no unintended results or trade-offs could be observed between the dimensions.

Inclusiveness/leave no one behind

The leave no one behind principle was considered in the project's approach through the inclusion of the following marginalised groups: refugees, women, and people with disabilities.

- The project design puts an emphasis on **refugees** as, in line with BMZ's Special Initiative 'Tackling the root causes of displacement, reintegrating refugees', 50% of participants in activities are refugees. Furthermore, the project is geared to the needs of refugees, who are beneficiaries of the three project components. However, Sudan's political and cultural framework sometimes make it difficult during implementation to include vulnerable groups, including refugees. For instance, in its agricultural component, the project targets smallholder farmers having access to land, yet access to land is restricted for refugees in Sudan. Moreover, although the project trains refugee farmers in the marketing of their products, the encampment policy limits refugees' access to markets. In addition, registering a farmers' association in refugee camps is still not permitted.
- The project makes efforts to include **women** as a particular vulnerable group in the Sudanese context. Women are beneficiaries in all three project components. They constitute the sole target group of Output B and Output A aims to target 50% of women. Moreover, Output C also contributes to addressing the specific needs of women by providing latrines to protect women against sexual harassment. However, including women is sometimes complicated by cultural barriers. In this regard, the project successfully adapted its approach by involving female TTEA facilitators and addressing transportation challenges to involve female smallholder farmers in its activities.
- The project has also made increasing efforts to include **people with disabilities** in its activities. The inclusion of disabled people was initially limited by the project as it was difficult to reach them. However, efforts by the project to include them have been increasing. For this purpose, the project has concluded a new partnership with ZOA which focuses its work on the inclusion of persons living with disability.

The only particularly vulnerable groups that the project does not address are IDPs and vulnerable people suffering from food security without access to land. However, but both are groups that are more difficult to work with for an agricultural project in which beneficiaries need access to land as a prerequisite.

5.2 Recommendations

- The GIZ project team should renew its attempts to obtain an **extension of the project duration** to give the project, and particularly Output A, a chance to achieve its objectives. This is necessary as many activities could not be implemented due to the external framework conditions and the COVID-19 pandemic; e.g. agriculture and business training as well as the establishment of the farmers' association and their linkage with private sectors stakeholders. Therefore, more time and support are needed to enable the majority of farmers to achieve surplus production and contribute to improved food security.
- The GIZ project should closely coordinate with the Netherlands Enterprise Agency (RVO) project to foster **synergies**, e.g. by linking the planned farmers associations with the private sector. In this regard, the GIZ project could benefit from RVO project's already existing contacts to private stakeholders involved in the agricultural sector. As a result, it could embed the farmers' association more thoroughly within the market.
- Regarding international **donor harmonisation**, the GIZ project team should closely work together with BMZ to monitor ongoing projects in eastern Sudan. Thereby, it should identify possible complementarities to avoid duplications and facilitate potential synergies between the GIZ project and (future) projects by other donors in the development and emergency response sector. In this regard, a stronger mandate for the GIZ project to improve the coordination in the working groups is needed.
- The GIZ project should engage BMZ to develop a strategy for a better **steering structure** for the project. The objective of this strategy should be to give MoFEP, the MoH and the WES Department more decision-making power while not losing its current political partner (MoFEP). Only then will it be possible to make the project results more sustainable by anchoring achieved outcomes in the partner structure.

- In line with the 'leave no one behind' principle, the project team should continue its efforts to increasingly involve **persons living with disabilities** in project activities.
- The GIZ project should organise a workshop with WASH committees in the Shagarab camp to address the **distrust** which resulted from the implementation challenges and the low quality of the established facilities. As part of this workshop, the GIZ project should consider discussing the establishment of a feedback and complaint **mechanism** as a solution to restore trust.
- The GIZ project should engage its implementing partner under Output C to develop **community engagement plans** to contribute to tackling the lack of ownership shown by beneficiaries, particularly with regards to WASH facilities. These plans should provide for the engagement of WASH committees in the definition of activities and decision-making for the remaining duration of the project. These committees should be made responsible for presenting the results of the activities (constructions, training, awareness-raising) to foster ownership and accountability to their communities as well as to sensitising communities regarding the value of the achievements to increase ownership.
- The GIZ should adopt a **participatory community engagement approach** throughout the remaining duration of the project with the aim to identify solutions to the lack of resources of the committees constituted during the project (machinery hubs and WASH committees).
- In the next project, recently submitted to BMZ, the project team should include a significant **capacity-building** component for the government. Any project conducted in partnership with the government in Sudan, and which aims to be sustainable, will require significant, structural and institutional-level support to the partner ministries and transitional government overall.
- For the next project, recently submitted to BMZ, the project team should highlight the uncertainties relating to the **context** in a clearer manner. This not only entails how the context could affect project implementation, but also how some factors could possibly not be overcome, how achievement of results impact cannot be guaranteed under the framework conditions.
- Overall, BMZ and GIZ should always consider starting projects in highly volatile contexts with a **pilot phase**. The aim would be to first test activities in given framework conditions to ensure that they are feasible in the context. In addition, the pilot phase can be used to identify factors that possibly affect the project's implementation and achievement which may not have been foreseen during project design. Thus, such a pilot phase would allow for an adjustment of activities, the provision of context-tailored mitigation strategies, and a clear delimitation of feasibility, risks and limitations.

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GIZ standard project documents

- Document 1: Project proposal, including results matrix (2017)
- Document 2: EU Description of Action, including results matrix (2019)
- Document 3: Modification offer, including results matrix (12.05.2019)
- Document 4: Modification offer, including results matrix (29.11.2019)
- Document 5: Modification offer, including results matrix (30.07.2020)
- Document 6: First Annual Project Report (2018)
- Document 7: Second Annual Project Report (2019)
- Document 8: Third Annual Project Report (2020)
- Document 9: Map of actors, results models, steering structure, monitoring system (PowerPoint presentation)
- Document 10: Organisational chart
- Document 11: Plan of operations
- Document 12: Monitoring data
- Document 13: Updated results model (2021)
- Document 14: Cost Commitment Report (Kostenträger-Obligo Bericht) (03.2021)
- Document 15: Excel sheet assigning working-months of staff to outputs

Other GIZ project documents

- Document 16: Inception Report to the EU (2020)
- Document 17: Baseline Report for Output A and B (2019)
- Document 18: Baseline Report for Output C (02019)
- Document 19: GIZ's Peace and Conflict Assessment for Eastern Sudan (2016)
- Document 20: Project's IKMA (2017)
- Document 21: Gender Analysis Eastern Sudan (2017)
- Document 22: GIZ's Gender Safeguarding Checklist (2017)
- Document 23: GIZ's Umwelt- und Klimaprüfung (2017)
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Annex: Evaluation matrix

OECD-DAC Criterion Relevance - Is the intervention doing the right things? (max. 100 points) The 'relevance' criterion focuses on the intervention's design. It refers to the extent to which the objectives and design of a development intervention are consistent with the (global, country and institution-specific) requirements, needs, priorities and policies of beneficiaries and stakeholders (individuals, groups, organisations and development partners). It also identifies the ability of the intervention's design to adapt to a change in circumstances. "Relevance" is assessed in relation to 1) the time of the intervention design ¹ and 2) from today's perspective ² .								
Assessment dimensions	Filter - Project Type	Evaluation questions	Clarifications	Basis for Assessment / Evaluation indicators (e.g. module objective/programme indicators, selected hypotheses, or more generally a definition of the aspects to be used for evaluation)	Evaluation Design and empirical methods (Design: e.g. Contribution analysis, Follow-the-Money Approach) (Methods: e.g. interviews, focus group discussions, document analysis, project/partner monitoring system, workshop, online survey, etc.)	Data sources (e.g. list of relevant documents, interviews with stakeholder category XY, specific data, specific monitoring data, specific workshop(s), etc.)	Data Quality and limitations (Description of limitations, assessment of data quality: poor, moderate, good, strong)	Data Quality Assessment (weak, moderate, good, strong)
Alignment with policies and priorities	Standard	To what extent are the intervention's objectives aligned with the (global, regional and country specific) policies and priorities of the BMZ and of the beneficiaries and stakeholders and other (development) partners? To what extent do they take account of the relevant political and institutional environment?	<ul style="list-style-type: none"> • Orientation at BMZ country strategies and BMZ sector concepts • Strategic reference framework for the project (e.g. national strategies including the national implementation strategy for Agenda 2030, regional and international strategies, sectoral and cross-sectoral change strategies, in bilateral projects especially partner strategies, internal analytical framework e.g. safeguards and gender⁴) • Orientation of the project design at the (national) objectives of Agenda 2030 • Project contribution to certain Sustainable Development Goals (SDGs) • Explanation of a hierarchy of the different policies, priorities (especially in case of contradictions) 	Relevance in this dimension is achieved if the project's design is aligned with key frameworks. 1. Description of overarching strategic principles / frameworks relevant for the project 2. Comparison of analysis against project documents, implementation practice	Evaluation design: The evaluation design follows the questions from the evaluation matrix. No specific additional evaluation question was applied. Empirical methods: <ul style="list-style-type: none"> • Document analysis (project proposal and modification offers, baseline studies, strategic frameworks) • Interviews with project staff, BMZ, political partners 	1. Document Analysis: Intervention's proposal, progress reports Sudan's strategic frameworks and sectoral documents: <ul style="list-style-type: none"> • Quarter Centennial Strategy 2007-2031 (Twenty-Five-Year National Strategy 2007-2031) • National Nutrition Strategic Plan 2014-2025 • BMZ's strategic frameworks and sectoral documents: • Chapeau Paper Eastern Sudan: Guiding the Implementation of BMZ-Financed Activities in Eastern Sudan 2016 – 2019 • BMZ special initiative 'Tackling the root causes of displacement, reintegrating refugees' (SI Flucht) • BMZ's concept 'Development of Rural 	<ul style="list-style-type: none"> • The number of available strategic frameworks and sectoral documents published by Sudan is low. • No country strategy has been published by BMZ so far, despite the newly opened bilateral cooperation with Sudan 	moderate

						<p>Areas and their Contribution to Food Security' (2011)</p> <p>•BMZ's concept 'Promotion of Sustainable Agriculture' (2013)</p> <p>•BMZ's concept 'Development for Peace and Security' (2013)</p> <p>•BMZ's concept 'Water Strategy' (2017)</p> <p>2. Interviews with BMZ, project staff and partners</p>		
	and Fragility	To what extent was the (conflict) context of the project adequately analysed and considered for the project concept?	<ul style="list-style-type: none">• Key documents: (Integrated) Peace and Conflict Assessment (I)PCA, Safeguard Conflict and Context Sensitivity documents	<p>1. Analysis of security contexts</p> <p>2. Comparison of analysis against project documents, implementation practice</p>		<p>1. Literature review</p> <p>2. PCA</p>		strong
Alignment with the needs and capacities of the beneficiaries and stakeholders	Standard	To what extent are the intervention's objectives aligned with the development needs and capacities of the beneficiaries and stakeholders involved (individuals, groups and organisations)?	<ul style="list-style-type: none">• Also: consideration of stakeholders such as civil society and private sector in the design of the measure	<p>Alignment with project concept with needs.</p> <p>Preliminary needs assessment for target groups:</p> <p>Direct target groups:</p> <p>(1) Farmers' associations (Output A): Strengthening of negotiation position in marketing of products; Facilitation of access to agricultural loans</p> <p>(2) TTEA Extension agents (Output A): Training in FFS approach for implementation and supervision of FFS ; Training for adequate support to farmers</p> <p>(3) MoH Extension agents (Output B): Training in hygiene and nutrition for implementation of awareness-raising (Training of Trainers)</p> <p>(4) MoPER (horticulture) extension</p>	<p>Evaluation design:</p> <p>By way of a needs assessment, the evaluation differentiated between the needs of identified target groups.</p> <p>Empirical methods:</p> <ul style="list-style-type: none">• Document analysis (project proposal and modification offers, revised results model, strategic reference documents as well as gender	<p>1. Intervention's proposal, progress reports</p> <p>2. Interviews with project staff, partners and external stakeholders</p> <p>3. Needs assessment (interviews, focus groups, survey)</p>		strong

			<p>agents (Output B): ToT for implementation of horticulture training</p> <p>(5) WASH Committees (Output C): Training on WASH facilities operation and maintenance</p> <p>(6) WES: Capacity-building in WASH service provision to support WASH committees (Training of Trainers)</p> <p>Indirect target groups:</p> <p>(1) Smallholder farmers from refugee camps and neighbouring communities from households having access to land: Access to technical support/knowledge to improve agricultural practices, increase production, address post-harvest, value addition and marketing barriers to improve farming income; Access to solutions to overcome farming challenges such as pests and disease; Access to agricultural loans; Access to agricultural equipment/machines; Access to additional capital/income; Access to certified seeds; Access to sufficient water (lack of water due to rain)</p> <p>(2) Vulnerable households from refugee camps and neighbouring communities: Access to sufficient (and steady) quantity of food; Access to diversified, vitamin-rich food; Access to training on basic nutrition, food preparation, hygiene and sanitation</p> <p>(3) Population of refugee camps and neighbouring communities: Access to (sufficient) clean water; to water containers; to sanitation facilities; Awareness-raising on hygiene practices</p>	<p>analyses)</p> <ul style="list-style-type: none"> • Interviews with project staff, BMZ, other GIZ project, partners (e.g. implementing partners, political partners), as well as other stakeholders • Focus groups with direct and indirect target groups • Survey with indirect target group (final beneficiaries) 		
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	and Fragility	How were deescalating factors/ connectors ⁵ as well as escalating factors/ dividers ⁶ in the project context identified and considered for the project concept (please list the factors)? ⁷	<ul style="list-style-type: none"> • e.g. see column I and II of the (Integrated) Peace and Conflict Assessment 	1. Qualitative assement of the reflection of different perspectives, needs and concerns of women and men in the ToC 2. Qualitative assessment of the application of gender issues in the project implementation		1. Intervention's proposal, progress reports 2. Interviews with partners and project staff 3. Literature review	strong
	and Fragility	To what extent were potential (security) risks for (GIZ) staff, partners, target groups/final beneficiaries identified and considered?		1. Qualitative assessment of risk identification and mitigation		1. Intervention's proposal, annual progress reports, PCA 2. Interviews with project staff, partners, RMO	strong
	Standard	To what extent are the intervention's objectives geared to the needs and capacities of particularly disadvantaged and vulnerable beneficiaries and stakeholders (individuals, groups and organisations)? With respect to groups, a differentiation can be made by age, income, gender, ethnicity, etc. ?	<ul style="list-style-type: none"> • Reaching particularly disadvantaged groups (in terms of Leave No One Behind, LNOB) • Consideration of potential for human rights and gender aspects • Consideration of identified risks 	1. Qualitative assessment of human LNOB, human rights, gender aspects according to target groups 2. Qualitative assessment of PCA and match of project design to needs of vulnerable sub-sections among target groups		1. Intervention's proposal, Gender assessment, results models 2. Interviews with project staff and partners	strong

Appropriateness of the design ³	Standard	To what extent is the intervention's design appropriate and realistic (in terms of technical, organisational and financial aspects)?	<ul style="list-style-type: none"> Realistic project goal from today's perspective and in view of the available resources (time, finances, partner capacities) Consideration of potential changes in the framework conditions Dealing with the complexity of framework conditions and strategic reference frameworks and with possible overloading Strategic focusing 	<ol style="list-style-type: none"> Qualitative assessment of degree to which project goal is realistic from today's perspective and in view of the available resources in terms of <ol style="list-style-type: none"> time finances partner capacities Qualitative assessment of degree to which potential changes in the framework conditions were considered by intervention Qualitative assessment of the intervention's dealing with complexity of framework conditions and strategic reference frameworks, and with possible overloading Qualitative assessment of degree to which intervention is strategically focused 	Evaluation design: To assess the plausibility of hypotheses and other elements of the results model, the evaluation team assessed the model's fit to contextual framework conditions, the project offer, and baseline studies, based on the state-of-the-art in the sector. It further analysed the synergies among outputs that ought to lead to the achievement of the module objective	<ol style="list-style-type: none"> Intervention's proposal, modification offers, progress reports and results model Interviews with project staff, partners, and external stakeholders 	strong
	Standard	To what extent is the intervention's design sufficiently precise and plausible (in terms of the verifiability und traceability of the system of objectives and the underlying assumptions)?	<p>Assessment of the (current) results model and results hypotheses (Theory of Change, ToC) of the actual project logic:</p> <ul style="list-style-type: none"> Adequacy of activities, instruments and outputs in relation to the project objective to be achieved Plausibility of the underlying results hypotheses Clear definition and plausibility of the selected system boundary (sphere of responsibility) Appropriate consideration of potential influences of other donors/ organisations outside the project's sphere of responsibility completeness and plausibility of assumptions and risks for the project results How well is co-financing (if any) integrated into the overall concept of the project and what added value could be generated for the ToC/project design? 	<ol style="list-style-type: none"> Qualitative assessment of the plausibility of causal hypotheses in the results models Qualitative assessment of the plausibility of risks, assumptions and external factors named in the results model Qualitative assessment of the implementation strategies Qualitative assessment of the system boundaries according to different stakeholders <ol style="list-style-type: none"> Project staff Partners External stakeholders Qualitative assessment of the degree to which intervention considered outside influences on sphere of responsibility 	Empirical methods <ul style="list-style-type: none"> Document review Interviews with project staff, other GIZ project, implementing partners as well as other stakeholders 	<ol style="list-style-type: none"> Intervention's proposal, modification offers, progress reports and results model Interviews with project staff, partners, and external stakeholders 	

	Standard	To what extent is the intervention's design based on a holistic approach to sustainable development (interaction of the social, environmental and economic dimensions of sustainability)?	<ul style="list-style-type: none">• Presentation of the interactions (synergies/trade-offs) of the intervention with other sectors in the project design - also with regard to the sustainability dimensions in terms of Agenda 2030 (economic, ecological and social development)	1. Qualitative assessment of potential synergies/trade-offs 2. Qualitative assessment of interventions design against holistic approach dimensions		1. Intervention's proposal, modification offers, progress reports and results model 2. Interviews with project staff, partners, and external stakeholders	strong
Adaptability – response to change	Standard	To what extent has the intervention responded to changes in the environment over time (risks and potentials)?	<ul style="list-style-type: none">• Reaction to changes during project including change offers (e.g. local, national, international, sectoral changes, including state-of-the-art sectoral know-how)	1. Qualitative assessment of degree to which changes in the framework conditions for the intervention are reflected in the intervention's progress reports	Evaluation design: To assess the adaptability to change, the evaluation team compared the project's proposal and change offers and assess the extent to which the project adapted to changed conditions. Empirical methods: <ul style="list-style-type: none">• Document review• Interviews with project staff, other GLZ projects, implementing partners as well as other stakeholders	1. Intervention's proposal, modification offers, progress reports, results models 2. Interview with project staff and partners	strong

(5) Deescalating factors/ connectors: e.g. peace-promoting actors and institutions, structural changes, peace-promoting norms and behavior. For more details on 'connectors' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 55/135.
(6) Escalating factors/ dividers: e.g. destructive institutions, structures, norms and behavior. For more details on 'dividers' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 135.
(7) All projects in fragile contexts, projects with FS1 or FS2 markers and all transitional aid projects have to weaken escalating factors/dividers and have to mitigate risks in the context of conflict, fragility and violence. Projects with FS1 or FS2 markers should also consider how to strengthen deescalating factors/ connectors and how to address peace needs in its project objective/sub-objective.

OECD-DAC Criterion Coherence - How well does the intervention fit? (max. 100 points)

This criterion refers to the intervention's compatibility with other interventions in a country, sector or institution as well as with international norms and standards. **Internal coherence** addresses the synergies and division of tasks between the intervention and other interventions of German development cooperation and also the intervention's consistency with the relevant international norms and standards to which German development cooperation adheres. **External coherence** considers the intervention's complementarity, harmonisation and coordination with the interventions of other partners, donors and international organisations. The "coherence" criterion relates both to the intervention's design as well as to the results it achieves.

Assessment dimensions	Filter - Project Type	Evaluation questions	Clarifications	Basis for Assessment / Evaluation indicators (e.g. module objective/programme indicators, selected hypotheses, or more generally a definition of the aspects to be used for evaluation)	Evaluation Design and empirical methods (Design: e.g. Contribution analysis, Follow-the-Money Approach) (Methods: e.g. interviews, focus group discussions, document analysis, project/partner monitoring system, workshop, online survey, etc.)	Data sources (e.g. list of relevant documents, interviews with stakeholder category XY, specific data, specific monitoring data, specific workshop(s), etc.)	Data Quality and limitations (Description of limitations, assessment of data quality: poor, moderate, good, strong)	Data Quality Assessment (weak, moderate, good, strong)
Internal coherence	Standard	Within German development cooperation, to what extent is the intervention designed and implemented (in a sector, country, region or globally) in a complementary manner, based on the division of tasks?	• Also analysis of whether the project takes the necessary steps to fully realize synergies within German development cooperation	1. Description of operating environment / actor landscape relevant for the project 2. Comparison of analysis against project documents, implementation practice	Evaluation design: To assess this dimension, the evaluation team mapped the objectives of other projects, with a view to analysing potential synergies, overlaps, and trade-offs. Further, the evaluation team assessed the project's objective and implementation regarding GIZ's governing principles and standards. This second step was implemented as a	Interviews with project staff, staff of other interventions, BMZ and GIZ staff Programme documents Other GIZ projects: • 'Vocational Training for Refugees and Host Communities in Eastern Sudan' (PN. 2015.2142.6) Other German development actors with relevant portfolios: • BMZ-funded (KfW) UNHCR project 'Improving the living conditions of refugees and host communities in Eastern Sudan' (PN 2016.4048.1) • BMZ-funded UNICEF project 'Strengthening basic social services for vulnerable children within host	• The 'Chapeau Paper Eastern Sudan: Guiding the Implementation of BMZ-Financed Activities in Eastern Sudan 2016 – 2019' is outdated, and information about other relevant German development projects, asked about to project staff during the interviews, has been limited. Therefore, the assessment of internal coherence focuses on the	good
	Standard	To what extent are the instruments of German development cooperation (Technical and Financial Cooperation) meaningfully interlinked within the intervention (in terms of both design and implementation)? Are synergies leveraged?	• if applicable, also take into account projects of different German ressorts/ministries	1. Description of operating environment / actor landscape relevant for the project 2. Comparison of analysis against project documents, implementation practice				

	Standard	To what extent is the intervention consistent with international and national norms and standards to which German development cooperation is committed (e.g. human rights)?		1. Description of relevant norms and standards 2. Comparison of project design and intervention practice against norms, standards identified	cross-cutting theme across all evaluation. Empirical methods: • Review of documents from other interventions • Interviews with project staff, staff of other GIZ projects, programme managers of other interventions	communities in Kassala and Gedaref' (PN 2016.1861.0) • BMZ-funded WFP project "Support for Food Security and Nutrition for Conflict-Affected and Chronologically Vulnerable Populations" • German Red Cross' project WASH project in Shagarab 2	analysis of coherence with the other GIZ project implemented in the country (Vocational Training project).	
External coherence	Standard	To what extent does the intervention complement and support the partner's own efforts (principle of subsidiarity)?		1. Description of partner objectives 2. Qualitative assessment of degree to which project operations are subsidiary to objectives	Evaluation design: To assess this dimension, the evaluation team mapped the objectives of other interventions, with a view to analysing potential synergies or overlaps. Empirical methods: • Review of documents from other interventions • Interviews with project staff, programme managers of other interventions	Interviews with project staff, staff of other interventions, BMZ and GIZ staff Programme documents: Most relevant interventions of other actors in similar sectors: • EU-funded programme of Netherlands Enterprise Agency (RVO) on agro-value chains • EU-funded ZOA project 'Capacity strengthening of Civil Society Organisations in Gedaref and Red Sea States in Eastern Sudan' / 'CSO Project' focusing on farmers' associations • DIFID-funded DEUTSCHE WELTHUNGERHILFE E. V. project on livelihood and WASH Other interventions of other actors in similar sectors: • UNHCR-funded FAO project on livestock value chains in Um Gargour and Abuda • Government of Japan-funded 'Project for providing sustainable livelihoods to small-scale farmers in rural Kassala locality, Kassala state' • EU-funded FAO project 'Food Security Policy and Strategy Capacity Building Programme' • World Bank's project 'Sustainable Livelihoods for Displaced and	• It was difficult to establish which interventions implemented by other actors were really relevant for the evaluation. Based on discussions with project staff, the three projects listed under "Most relevant interventions" were identified. The others, though appearing in project documents, were judged less relevant. Due to the lack of responsiveness or availability from representatives from other projects contacted during the evaluation mission, interviews could only be conducted with the Netherlands Enterprise Agency (NVO) project.	moderate
	Standard	To what extent has the intervention's design and implementation been coordinated with other donors' activities?	• Also: To what extent could synergies be achieved through co-financing (where available) with other bilateral and multilateral donors and organizations and how did co-financing contribute to improved donor coordination?	1. Description of operating environment / actor landscape relevant for the project 2. Comparison of analysis against project documents, implementation practice				
	Standard	To what extent has the intervention's design been designed to use existing systems and structures (of partners/other donors/international organisations) for implementing its activities? To what extent are these systems and structures used?	• Also analysis of whether the project is taking the necessary steps to fully realize synergies with interventions of other donors at the impact level	1. Qualitative assessment of potential synergies 2. Qualitative assessment of degree to which project activities are in accordance with identified potentials for synergies				

	Standard	To what extent are common systems (together with partners/other donors/international organisations) used for M&E, learning and accountability?		1. Description of shared systems 2. Qualitative assessment of degree to which systems are used		Vulnerable Communities in Easter Sudan Project' (SLDP) • AICS and UNIDO's project 'Fostering inclusive economic growth in Kassala State through agro-value chains development and access to financial services' • ILO's project 'Free movement of persons and transhumance in the IGAD region: improving opportunities for regular labour mobility'		
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OECD-DAC Criterion Effectiveness - Is the intervention achieving its objectives? (max. 100 points)

'Effectiveness' refers to the extent to which the intervention has achieved, or is expected to achieve, its objectives (at outcome level), including any differential results across beneficiary and stakeholder groups. It examines the achievement of objectives in terms of the direct, short-term and medium term results.

Assessment dimensions	Filter - Project Type	Evaluation questions	Clarifications	Basis for Assessment / Evaluation indicators (e.g. module objective/programme indicators, selected hypotheses, or more generally a definition of the aspects to be used for evaluation)	Evaluation Design and empirical methods (Design: e.g. Contribution analysis, Follow-the-Money Approach) (Methods: e.g. interviews, focus group discussions, document analysis, project/partner monitoring system, workshop, online survey, etc.)	Data sources (e.g. list of relevant documents, interviews with stakeholder category XY, specific data, specific monitoring data, specific workshop(s), etc.)	Data Quality and limitations (Description of limitations, assessment of data quality: poor, moderate, good, strong)	Data Quality Assessment (weak, moderate, good, strong)
Achievement of the (intended) objectives ¹	Standard	To what extent has the intervention achieved, or is the intervention expected to achieve, the (intended) objectives as originally planned (or as modified to cater for changes in the environment)?	• Assessment based on the project objective indicators (agreed with BMZ) • Check whether more specific or additional indicators are needed to adequately reflect the project objective	BMZ: 30 % of smallhold farmers' households supported by the project (of whom 50% refugees/50% adjacent community), with moderate or severe food insecurity at the beginning of the project, are now only slightly or not anymore food insecure	Evaluation design: The analysis follows the analytical questions from the evaluation matrix. Empirical methods: • Interviews with project staff, implementing partners • Focus groups with target groups • Survey with indirect target groups (final beneficiaries)	1. Progress reports 2. Survey of indirect target groups 3. Interviews with partners and project staff 4. Focus groups with target groups	• Because of the resources available for this evaluation, the survey with indirect target groups did not use a representative sample but a purposeful sample, on the basis of a sample drawn from the baseline study. • Considering that achievements so far concern Output A and B only, the survey focused on indirect target groups under these two Outputs. For Output C, the before-and-after comparison consisted in	good
				BMZ: 1500 (60 %) out of 2500 households supported by the project, of whom 50% refugees and 50% adjacent community, grow one product from one additional food group every year (compared with the		1. Progress reports 2. Survey of indirect target groups 3. Interviews with partners and project staff 4. Focus groups with target groups		

				starting year). (+960 farmers in EU R3.3)			a qualitative comparison using focus groups.	
				BMZ: 600 (60 %) out of 1000 conflict-sensitively selected households (in equal shares consisting of refugees and inhabitants of adjacent communities, 50 % women in total) trained in tilling and cultivating household gardens, consume their homegrown vegetables.		1. Progress reports 2. Survey of indirect target groups 3. Interviews with partners and project staff 4. Focus groups with target groups		
				BMZ: The prevalence of cases diagnosed with Acute Watery Diarrhea (AWD) in Shagarab camp has decreased by 20 % on average.		1. Progress reports 2. Interviews with partners and project staff 3. Focus groups with target groups		
				BMZ: Approx. 90,800 additional people have permanent access to clean water in adequate quantity and quality (according to UNHCR standards).		1. Progress reports 2. Interviews with partners and project staff 3. Focus groups with target groups		
				EU: To increase 60% of 1600 farmers' income by 20%		1. Progress reports 2. Survey of indirect target groups 3. Interviews with partners and project staff 4. Focus groups with target groups		
				EU: 8 viable solutions to adapt farming systems to markets and to climate variability provided		1. Progress reports 2. Interviews with partners and project staff		
				EU: 4 new techniques to improve smallholders productivity introduced		1. Progress reports 2. Interviews with partners and project staff		
				EU: Increase the productivity of 60% of 1600 farmers to N+15%		1. Progress reports 2. Interviews with partners and project staff		
	and Fragility	For projects with FS1 or FS2 markers: To what extent was the project able to strengthen deescalating factors/connectors? ^{2, 4}		1. Qualitative assessment of factors 2. Degree to which project staff can detail addressing of factors 3. Qualitative assessment of relevance of factors in implementation practice		1. Project proposal and progress reports 2. Interviews with partners and project staff 3. Focus groups with target groups		
	Standard	To what extent have the intervention's outputs been delivered as originally		Contribution analysis with focus on hypotheses selected for examination (output-outcome level):	Evaluation design: To assess effectiveness, a before-and-after	1. Progress reports 2. Survey of indirect target groups 3. Interviews with partners and	• Because of the resources available for this evaluation, the survey with indirect	good

Contribution to achievement of objectives		<i>planned (or as modified to cater for changes in the environment)?</i>					
	Standard	To what extent have the delivered outputs and increased capacities been used and equal access (e.g. in terms of physical, non-discriminatory and affordable access) guaranteed?		<ul style="list-style-type: none"> • H1: If smallholder farmers are trained and supported to apply technical solutions and innovations for improved, climate-smart and market-adapted production (through the FFS approach), then surplus production is enabled and food security of refugees and host communities is improved • H2: If vulnerable households receive support and training to establish their own gardens and constitute self-help groups to increase nutrition knowledge, then their food and nutrition security improves • H3: If people receive hygiene training in combination with the trainings offered under Output B as well as improved water supply and facilities, then food utilisation and preparation improves and therefore food and nutrition security improves 	design is used. It compares the situation before the project with the situation at the time of the evaluation. In addition, a contribution analysis is used to analyse the extent to which observed (positive or negative) effects can be related to the intervention (Mayne 2001). This offers the benefit of seeking to identify alternative explanations that may explain observed effects. It analyses the extent to which the intervention has contributed to the observed results.	project staff 4. Focus groups with target groups	target groups did not use a representative sample but a purposeful sample, on the basis of a sample drawn from the baseline study. • Considering that achievements so far concern Output A and B only, the survey focused on indirect target groups under these two Outputs. For Output C, the before-and-after comparison consisted in a qualitative comparison using focus groups.
	Standard	To what extent has the intervention contributed to the achievement of objectives?	<ul style="list-style-type: none"> • Assessment based on the activities, TC-instruments and outputs of the project (contribution-analysis as focus of this assessment dimension and minimum standard, see annotated reports) • What would have happened without the project? (usually qualitative reflection) 				
	Standard	To what extent has the intervention contributed to the achievement of objectives at the level of the intended beneficiaries?					
	Standard	To what extent has the intervention contributed to the achievement of objectives at the level of particularly disadvantaged or vulnerable groups of beneficiaries and stakeholders? (These may be broken down by age, income, gender, ethnicity, etc.)?			Empirical methods: Baseline data will be reviewed and a survey with indirect target groups conducted to realise a before-and-after comparison for Output A and B. For Output, the comparison will be qualitative and use focus groups. It will be completed by a review of state-of-the-art literature and of data from project documents, as well as by interviews and focus groups to examine causal hypotheses between inputs, outputs, outcomes and impacts in the		

	Standard	<i>Which internal factors (technical, organisational or financial) were decisive for achievement/non-achievement of the intervention's intended objectives?</i>	<ul style="list-style-type: none"> Internal factors = within the project's sphere of responsibility / system boundary. The project is implemented jointly by GIZ and the official partner(s). 		results model and to construct a 'performance story' to show whether the intervention was a relevant factor, possibly together with other (context) factors, for change.		
	Standard	<i>Which external factors were decisive for achievement/non-achievement of the intervention's intended objectives (taking into account the anticipated risks)?</i>	<ul style="list-style-type: none"> External factors = outside the project's sphere of responsibility / system boundary. The project is implemented jointly by GIZ and the official partner(s). 				
Quality of implementation	Standard	<p>What assessment can be made of the quality of steering and implementation of the intervention in terms of the achievement of objectives?</p> <p>What assessment can be made of the quality of steering and implementation of, and participation in, the intervention by the partner/executing agency?</p>	<p>Capacity Works considerations:</p> <ul style="list-style-type: none"> Results-oriented monitoring (RoM / WoM) is established and used, e.g. for evidence-based decisions, risk management. Data are disaggregated by gender and marginalized groups. unintended positive and negative results are monitored. Conflict-sensitive monitoring and explicit risk-safety monitoring are particularly important for projects in fragile contexts. A bindingly communicated strategy agreed with the partners is pursued Involvement and cooperation of all relevant actors (including partners, civil society, private sector) 	<ol style="list-style-type: none"> Qualitative assessment of use of monitoring system and fit to project design Degree to which monitoring system takes into account gender, conflict, fragility dimensions Number of partners with whom a binding strategy for cooperation has been communicated and is pursued Qualitative assessment of degree to which partners, civil society, private sector were cooperated with Qualitative assessment of timeliness and evidence-based nature of decision-making Qualitative assessment of project's ability to describe change processes in project implementation Number of project staff confirming learning/innovation work culture, existence of learning processes 	<p>Evaluation design: Quality of implementation was assessed as a cross-cutting theme throughout the evaluation and will be discussed as part of the contribution analysis. As such, the evaluation team assessed the appropriateness of the project's chosen strategy, deployed instruments, cooperation approach, and steering structure for the realisation of its outputs.</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> Document analysis Analysis of monitoring data Interviews with project staff, implementation partners 	<ol style="list-style-type: none"> Progress reports Monitoring data Interviews with partners and project staff 	strong

			<p>- Steering: decisions influencing the projects's results are made in time and evidence-informed. Decision processes are transparent.</p> <p>- Processes: Relevant change processes are anchored in the cooperation system; project-internal processes are established and regularly reflected and optimised.</p> <p>- Learning and innovation: There is a learning and innovation-friendly work culture that promotes the exchange of experience; learning processes are established; context-specific adjustments are possible</p>					
Unintended results	Standard	To what extent can unintended positive/negative direct results (social, economic, environmental and among vulnerable beneficiary groups) be observed/anticipated?	<ul style="list-style-type: none"> The focus is on the outcome level, but for the analysis the unintended effects can also be included on the output level 	1. Description of (unintended) negative or (formally not agreed) positive results according to interview partners on the a) economic level b) social level	Evaluation design: Unintended results will be assessed iteratively throughout the evaluation process. Potential trade-offs among the intervention's dimensions (e.g. economic, social, ecological) will also be considered.	The assessment of this dimension is based on unintended results identified over the course of the evaluation.		strong
	and Fragility	To what extent was the project able to ensure that escalating factors/ dividers ³ have not been strengthened (indirectly) by the project ⁴ ? Has the project unintentionally (indirectly) supported violent or 'dividing' actors?		1. Qualitative assessment of factors 2. Qualitative assessment of contribution to factors (contribution analysis)	Empirical methods: <ul style="list-style-type: none"> Document analysis (contextual documents) Qualitative assessment of project practices for monitoring risks, 			

Standard	What potential benefits/risks arise from the positive/negative unintended results? What assessment can be made of them?	• also check whether the risks were already mentioned and monitored in the design phase	1. Qualitative assessment of risks	unintended consequences			
and Fragility	To what extent have risks and unintended-negative results in the context of conflict, fragility and violence ⁵ been monitored (context/conflict-sensitive monitoring) in a systematic way?		1. Qualitative assessment of risks 2. Degree to which intervention can describe monitoring mechanisms for identified risks				
Standard	How has the intervention responded to the potential benefits/risks of the positive/negative unintended results?	• Check if positive results at the outcome level have been monitored and set in value	1. Qualitative assessment of positive unintended results (contribution analysis) 2. Degree to which intervention can describe valorisation of positive unintended results				

(1) The first and second assessment dimensions are interrelated: If the project's contribution to achieving the objective is small (2nd assessment dimension), this must also be taken into account when evaluating the first assessment dimension.

(2) Deescalating factors/ connectors: e.g. peace-promoting actors and institutions, structural changes, peace-promoting norms and behavior. For more details on 'connectors' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 55/135.

(3) Escalating factors/ dividers: e.g. destructive institutions, structures, norms and behavior. For more details on 'dividers' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 135.

(4) All projects in fragile contexts, projects with FS1 or FS2 markers and all transitional aid projects have to weaken escalating factors/dividers and have to mitigate risks in the context of conflict, fragility and violence. Projects with FS1 or FS2 markers should also consider how to strengthen deescalating factors/ connectors and how to address peace needs in its project objective/sub-objective?

(5) Risks in the context of conflict, fragility and violence: e.g. contextual (e.g. political instability, violence, economic crises, migration/refugee flows, drought, etc.), institutional (e.g. weak partner capacity, fiduciary risks, corruption, staff turnover, investment risks) and personnel (murder, robbery, kidnapping, medical care, etc.). For more details see: GIZ (2014): 'Context- and conflict-sensitive results-based monitoring system (RBM). Supplement to: The 'Guidelines on designing and using a results-based monitoring system (RBM) system.', p.27 and 28.

OECD-DAC Criterion Impact (higher-level development results) - What difference does the intervention make? (max. 100 points)

Based on recognisable higher-level development changes (at impact level), the criterion of "higher level development results (at impact level)" relates to the extent to which the intervention has already produced significant positive or negative, intended or unintended results at the overarching level (contributions to the observed changes), or is expected to do so in the future. This includes any differential results across different stakeholders and beneficiaries. This criterion refers to the results of the development intervention.

Assessment dimensions	Filter - Project Type	Evaluation questions	Clarifications	Basis for Assessment / Evaluation indicators (e.g. module objective/programme indicators, selected hypotheses, or more generally a definition of the aspects to be used for evaluation)	Evaluation Design and empirical methods (Design: e.g. Contribution analysis, Follow-the-Money Approach) (Methods: e.g. interviews, focus group discussions, document analysis, project/partner monitoring system, workshop, online survey, etc.)	Data sources (e.g. list of relevant documents, interviews with stakeholder category XY, specific data, specific monitoring data, specific workshop(s), etc.)	Data Quality and limitations (Description of limitations, assessment of data quality: poor, moderate, good, strong)	Data Quality Assessment (weak, moderate, good, strong)
Higher-level (intended) development changes¹	Standard	To what extent can the higher-level development changes (social, economic and environmental dimensions and the interactions between them) to which the intervention will/is designed to contribute be identified/foreseen? (Specify time frame where possible.)	<ul style="list-style-type: none"> Consider module proposal for suggested impact and program objective indicators (program proposal), if it is not an individual measure Potential basis for assessment: program objective indicators, identifiers, connection to the national strategy for implementing 2030 Agenda, connection to SDGs 	<p>Main impact areas derived from the updated results model:</p> <ul style="list-style-type: none"> Strengthened food system Increased production and consumption of quality food Improved livelihoods Social cohesion Availability of quality water Improved hygiene practices Reduction of damages resulting from malnutrition and undernourishment Environmental and soil protection <p>Areas pertinent to the BMZ funding instrument 'Tackling the root causes of displacement, reintegrating refugees':</p> <ul style="list-style-type: none"> Support for refugees, IDPs and returnees Stabilisation of host regions Mitigation of causes of forced displacement 	<p>Evaluation design: To assess this dimension, the evaluation team focused on the impacts according to the updated results model (see section 2.2). In this regard, the evaluation team established the state of higher-level (intended) development changes and results pertaining to food and nutrition security, poverty reduction, livelihoods</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> Analysis of state-of-the-art literature Interviews with project staff, implementation partners Focus groups with direct and indirect target groups Survey with indirect target groups (final beneficiaries) 	<ol style="list-style-type: none"> Literature Progress reports Interviews with project staff and partners Focus groups with target groups Survey with indirect target groups 	<ul style="list-style-type: none"> Due to the significant implementation challenges and delays, the long-term nature of the impacts and due to the nature of an interim evaluation, the availability of robust evidence on hypotheses between outcome and impact level is limited. Considering that achievements so far mostly concern Output A and B, the survey only focuses on indirect target groups under these two Outputs. For Output C, the before-and-after comparison consisted in a qualitative comparison using focus groups. Because of the resources available for this evaluation, the survey with indirect target groups did not use a representative sample but a purpose 	good
	Standard	To what extent can the higher-level development changes (social, economic, environmental dimensions and the interactions between them) be identified/foreseen at the level of the intended beneficiaries? (Specify time frame where possible.)		<p>Agenda 2030 and relevant Sustainable Development Goals (SDGs):</p> <ul style="list-style-type: none"> SDG 2 (end hunger, achieve food security and improved nutrition, and promote sustainable agriculture) SDG 6 (ensure availability and sustainable management of water and sanitation for all) Leave No One Behind principle <p>BMZ's national markers:</p>				

	Standard	To what extent can higher-level development changes to which the intervention will/is designed to contribute be identified/foreseen at the level of particularly disadvantaged/vulnerable groups of beneficiaries and stakeholders? (These may be broken down by age, income, gender, ethnicity, etc.) (Specify time frame where possible.)		<ul style="list-style-type: none"> • Rural Development and Food Security (LE-2) • Peace and Security (FS-1) • Assessing the Poverty Orientation of Development Measures (AO) • Environmental Protection and Resource Conservation (UR-1) <p>DAC cross-sectoral policy markers:</p> <ul style="list-style-type: none"> • Gender Equality (GG-1) • Adaptation to Climate Change (KLA-1) 			sample, on the basis of a sample drawn from the baseline study.	
Contribution to higher-level (intended) development changes	Standard	To what extent has the intervention actually contributed to the identified and/or foreseeable higher level development changes (social, economic, environmental dimensions and their interactions, taking into account political stability) that it was designed to bring about?	<ul style="list-style-type: none"> • Contribution analysis (evaluation design) as minimum standard and focus of this assessment dimension, further approaches are possible and welcome, see also annotated reports • Evaluation of the project's contribution to impacts based on an analysis of the results hypotheses from outcome to impact level 	<p>Hypotheses selected for examination (outcome-impact level):</p> <ul style="list-style-type: none"> • H1: If there is surplus production (by farmers), then there is more food on the local market (and it then contributes to improved food and nutrition security) • H2: If there is surplus production, then there is an increase in income for farmers 	<p>Evaluation design: The evaluation of this dimension mainly drew on the results from the before-and-after comparison and contribution analysis to show whether the intervention was a relevant factor, possibly together with other factors, to lead to change. Table 12 in chapter 4.4. includes a more detailed description of this approach.</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Interviews with project staff, implementation partners, other donors • Focus groups with direct and indirect target groups • Analysis of secondary literature • Survey with indirect target groups (final beneficiaries) 	<ol style="list-style-type: none"> 1. Literature 2. Progress reports 3. Interviews with project staff and partners 4. Focus groups with target groups 5. Survey with indirect target groups 	<ul style="list-style-type: none"> • Due to the significant implementation challenges and delays, the long-term nature of the impacts and due to the nature of an interim evaluation, the availability of robust evidence on hypotheses between outcome and impact level is limited. • Considering that achievements so far mostly concern Output A and B, the survey only focuses on indirect target groups under these two Outputs. For Output C, the before-and-after comparison consisted in a qualitative comparison using focus groups. • Because of the resources available for this evaluation, the survey with indirect target groups did not use a representative sample but a purpose sample, on the basis of a sample drawn from the baseline study. 	good
	Standard	To what extent has the intervention achieved its intended (original and, where applicable, revised) development objectives?	<ul style="list-style-type: none"> • This question can already be assessed in Dimension 1 <p>Question 1, the contribution to impact is assessed in Dimension 2, Question 1</p>					
	Standard	To what extent has the intervention achieved its (original and, where applicable, revised) development objectives at the level of the intended beneficiaries?						
	Standard	To what extent has the intervention contributed to higher-level development changes/changes in the lives of particularly disadvantaged or						

		vulnerable groups of beneficiaries and stakeholders that it was designed to bring about? (These may be broken down by age, income, gender, ethnicity, etc.).						
	Standard	<i>Which internal factors (technical, organisational or financial) were decisive for achievement/non-achievement of the intervention's intended development objectives?</i>	<ul style="list-style-type: none"> Internal factors = within the project's sphere of responsibility / system boundary. The project is implemented jointly by GIZ and the official partner(s) 					
	Standard	<i>Which external factors were decisive for the achievement/non-achievement of the intervention's intended development objectives?</i>	<ul style="list-style-type: none"> External factors = outside the project's sphere of responsibility / system boundary. The project is implemented jointly by GIZ and the official partner(s). Take into account the activities of other actors or other policies, framework conditions, other policy areas, strategies or interests (German ministries, bilateral and multilateral development partners) 					
	Standard	To what extent has the intervention achieved structural or institutional changes (e.g. for organisations, systems and regulations)?						
	Standard	To what extent did the intervention serve as a model and/or achieve broad-based impact?	<ul style="list-style-type: none"> Scaling-up is a consciously designed process to anchor changes in organisations and cooperation systems (e.g. concepts, approaches, methods) to generate broad 					

			<p>impact</p> <ul style="list-style-type: none"> • There is vertical scaling-up, horizontal scaling-up, functional scaling-up or a combination of these² • also analyse possible potential and reasons for not exploiting it 					
	IZR	To what extent has the project made an innovative contribution (or a contribution to innovation)? Which innovations have been tested in different regional contexts? How are the innovations evaluated by which partners?	<ul style="list-style-type: none"> • Please use CPE factsheet on SV / GV / IZR 					
	Standard	<i>How would the situation have developed without the intervention?</i>	<ul style="list-style-type: none"> • usually qualitative reflection, quantitative approaches welcome 					
Contribution to higher-level (unintended) development changes	Standard	To what extent can higher-level, unintended development changes (social, economic and environmental dimensions and their interactions, taking into account political stability) be identified/foreseen? (Specify time frame where possible.)		<p>1. Qualitative assessment of developmental context factors in sector</p> <p>2. Qualitative assessment of degree to which results can be foreseen</p>	<p>Evaluation design: Unintended results were assessed iteratively throughout the evaluation process.</p> <p>Empirical methods:</p> <ul style="list-style-type: none"> • Qualitative assessment of contextual documents (integrated peace and conflict assessment; gender analysis) 	<p>Cross-cutting theme. Additional sources:</p> <ul style="list-style-type: none"> • Contextual documents (integrated peace and conflict assessment; gender analysis) 		good
	and Fragility	To what extent did the project have (unintended) negative or escalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)? To what extent did the project have positive or deescalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and		<p>1. Qualitative assessment of negative/positive effects in context of fragility</p> <p>2. Qualitative assessment of degree to which project contributed to effects (contribution analysis)</p>	<p>Empirical methods:</p> <ul style="list-style-type: none"> • Qualitative assessment of project's practice for monitoring of risks and unintended consequences 			

		non-state actors/institutions)?					
Standard	To what extent has the intervention brought about foreseeable/identifiable unintended (positive and/or negative) higher-level development results?	<ul style="list-style-type: none">• Analyse whether the risks were already known in the design phase• Check how the assessment of risks in connection with (unintended) negative or (not formally agreed) positive results at the impact level in the monitoring system has been carried out (e.g. use of 'compass')• measures taken to avoid or counteract the risks/ negative effects/ trade-offs³• Determine relevant framework conditions for negative results and the project's reaction to them• Examine to what extent potential (not formally agreed) positive results and synergies between the ecological, economic and social development dimensions have been monitored and exploited	<ol style="list-style-type: none">1. Qualitative assessment of extent to which unintended (positive and/or negative) higher-level development results were foreseen at design stage2. Qualitative assessment of monitoring system's fit to capture risks related to unintended (positive and/or negative) higher-level development results3. Qualitative assessment of degree to which enacted measures related to unintended (positive and/or negative) higher-level development results4. Qualitative assessment of measures taken by project to react to trade-offs between economic, social, social development dimensions				
Standard	To what extent has the intervention contributed to foreseeable/identifiable unintended (positive and/or negative) higher-level development results at the level of particularly disadvantaged or vulnerable groups of beneficiaries and		<ol style="list-style-type: none">1. Extent to which unintended (positive and/or negative) higher-level development results relate to vulnerable stakeholder groups<ol style="list-style-type: none">a. IDPsb. Refugeesc. Women				

		stakeholders? (These may be broken down by age, income, gender, ethnicity, etc.)					
<p>(1) The first and second assessment dimensions are interrelated: If the project's contribution to achieving the objective is small (2nd assessment dimension), this must also be taken into account when evaluating the first assessment dimension.</p> <p>(2) See GIZ 2016 'Guidelines on scaling-up for programme managers (AV) and planning officers'</p> <p>(3) Risks, negative effects and trade-offs are separate aspects that should be discussed individually at this point.</p>							

OECD-DAC Criterion Efficiency - How well are resources being used? (max. 100 points) This criterion describes the extent to which the intervention delivers results in an economic and timely way (relationship between input and output, outcome and impact level). The evaluation dimension " production efficiency " refers to the appropriateness of the relationship between inputs and outputs. The evaluation dimension " allocation efficiency " refers to the appropriateness of the relationship between the inputs and the results achieved (project/development objective; outcome/impact level) by the intervention. The "efficiency" criterion relates both to the intervention's design and implementation and to the results it achieves.								
Assessment dimensions	Filter - Project Type	Evaluation questions	Clarifications	Basis for Assessment / Evaluation indicators (e.g. module objective/programme indicators, selected hypotheses, or more generally a definition of the aspects to be used for evaluation)	Evaluation Design and empirical methods (Design: e.g. Contribution analysis, Follow-the-Money Approach) (Methods: e.g. interviews, focus group discussions, document analysis, project/partner monitoring system, workshop, online survey, etc.)	Data sources (e.g. list of relevant documents, interviews with stakeholder category XY, specific data, specific monitoring data, specific workshop(s), etc.)	Data Quality and limitations (Description of limitations, assessment of data quality: poor, moderate, good, strong)	Data Quality Assessment (weak, moderate, good, strong)
Production efficiency	Standard	<i>How are the intervention's inputs (financial, human and material resources) distributed (e.g. by instruments, sectors, sub-interventions, taking into account the cost contributions of partners/executing agencies/other beneficiaries and stakeholders etc.)?</i>	<ul style="list-style-type: none"> • Description of the data: Costs per output, type of costs, agreed and provided partner contributions • Description of the deviations between original planned costs and actual costs (with comprehensible justification, changes are certainly desirable for increased efficiency) 	1. Description of costs per output, type of costs, agreed and provided partner contributions 2. Description of deviations from original planned costs and actual costs (with justification)	Evaluation design: The evaluation applied a 'follow the money' approach. Thereby, all expenses are identified and assigned to specific outputs of the intervention. With this mapping of costs concluded, the evaluation team assessed the appropriateness of costs per output (considering perspectives of the project team). Empirical methods: • Analysis of cost data (GIZ efficiency tool) and instruments employed (operational plan, progress reports, steering structure)	1. Analysis of cost data (GIZ efficiency tool) 2. Project documents (project proposal, operational plan, progress reports, steering structure) 3. Interviews with project staff and partners	• As the GIZ efficiency tool was filled in retrospectively, slight respondent bias in some places is possible.	strong
	Standard	To what extent have the intervention's inputs (financial, human and material resources) been used economically in relation to the outputs delivered (products, investment goods and services)? If possible, refer to data from other evaluations in a region or sector, for instance.	<ul style="list-style-type: none"> • Use of 'Efficiency tool' including instructions and use of the follow-the-money approach as evaluation design (may be combined with other high-quality approaches) • Output level: Analysis of approaches and activities as well as TC instruments (personnel instruments, financing, materials and equipment)¹ compared to 	1. Assessment of approaches and activities according to yield minimisation principle 2. Degree to which internal/external benchmarks were used to maximise efficiency 3. Frequency of reflection on resource use by project 4. Assessment of appropriateness of				

		possible alternatives with a focus on the minimum principle (use of comparative data if available) • The project is oriented on internal or external benchmarks in order to achieve its effects economically • Regular reflection of the resources used by the project with focus on economically use of resources and cost risks • The overarching costs of the project are in an appropriate proportion to the costs of the outputs	overarching costs in relation to outputs	• Interviews with project staff, implementing partners		
Standard	To what extent could the intervention's outputs (products, investment goods and services) have been increased through the alternative use of inputs (financial, human and material resources)? If possible, refer to data from other evaluations of a region or sector, for instance. (If applicable, this question adds a complementary perspective*) * This case is always applicable in the technical cooperation (TC), please answer the question bindingly	• Use of 'Efficiency tool' including instructions and use of the follow-the-money approach as evaluation design (may be combined with other high-quality approaches) • Output level: Analysis of approaches and activities as well as TC instruments (personnel instruments, financing, materials and equipment) ¹ compared to possible alternatives with focus on output maximization (use of comparative data if available) • Analysis of alternative options for allocating resources and shifts between outputs for output maximisation • saved resources can and should be used to maximise outputs • Reflection of the resources during the design phase and regularly during the implementation of the project with focus on output maximisation (with comprehensible justification, changes are certainly desirable for increased efficiency) • 'maximising outputs' means with the same resources, under the same conditions and with the same or better quality	1. Assessment of approaches and activities according to yield maximisation principle 2. Assessment of extent to which project realised opportunities for shifts between outputs for output maximisation 3. Assessment of degree to which saved resources were used to maximise outputs 4. Frequency of reflection on output maximisation by project			
Standard	Were the outputs (products, investment goods and services) produced on time and within the planned time frame?		1. Approximation of ratio of outputs produced on time and within planned timeframe			

Allocation efficiency	Standard	By what other means and at what cost could the results achieved (higher-level project objective) have been attained?		1. Description of alternative paths to attainment of results	Evaluation design: Given some limitations, the assigning of costs to outcomes is possible only to a limited extent. Therefore, the design for assessing allocation efficiency focuses on coordination and synergies within the German development cooperation. Nevertheless, attention is still also paid to resource allocation in terms of outputs to reach the module objective. Empirical methods: • Analysis of cost data (GIZ efficiency tool) and instruments employed (operational plan, progress reports, steering structure) • Interviews with project staff, implementing partners, staff of other German development cooperation projects	1. Analysis of cost data (GIZ efficiency tool) 2. Project documents (project proposal, operational plan, progress reports, steering structure) 3. Interviews with project staff and partners	• The possibility to assess this dimension is limited due to the evaluation being an interim evaluation. Furthermore, due to the described implementation challenges of the project, impacts are not sufficiently observable to draw conclusions on allocation efficiency.	good
	Standard	To what extent – compared with alternative designs for the intervention – could the results have been attained more cost-effectively?	<ul style="list-style-type: none">• Outcome level: Analysis of approaches and activities as well as TC-instruments in comparison to possible alternatives with focus on minimum principle (use of comparative data if available)• Regular reflection in the project of the input-outcome relation and alternatives as well as cost risks• The partner contributions are proportionate to the costs for the outcome of the project	1. Assessment of instruments employed according to principle of yield minimisation 2. Frequency of reflection on input-outcome ratio by project 3. Assessment of appropriateness of partner contributions in relation to outputs				
	Standard	To what extent – compared with alternative designs for the intervention – could the positive results have been increased using the existing resources? (If applicable, this question adds a complementary perspective*) * This case is always applicable in the technical cooperation (TC), please answer the question bindingly	<ul style="list-style-type: none">• Outcome level: Analysis of applied approaches and activities as well as TC-instruments compared to possible alternatives with focus on maximizing the outcome (real comparison if available)• The project manages its resources between the outputs in such a way that the maximum effects in terms of the module objective are achieved• Regular reflection in the project of the input-outcome relation and alternatives• Reflection and realization of possibilities for scaling-up• If additional funds (e.g. co-financing) have been raised: Effects on input-outcome ratio (e.g. via economies of scale) and the ratio of administrative costs to total costs• Losses in efficiency due to insufficient coordination and complementarity within German DC are sufficiently avoided	1. Assessment of approaches and activities according to yield maximisation principle 2. Assessment of degree to which saved resources were used to maximise outputs 3. Frequency of reflection on input-outcome ratio by project 4. Extent to which potential synergies with development cooperation partners were acted upon by project 5. Extent to which intervention realised cooperation potentials within the GIZ structure and development cooperation partners				

(1) see GIZ 2015: 'Integration of TC Instruments – Key Elements', based on BMZ 2014: Handbuch der bilateralen TZ Verfahrensinformation Nr. VI0362014 'Eckpunkte zur Instrumentenintegration'

OECD-DAC Criterion Sustainability - Will the benefits last? (max. 100 points)

The 'sustainability' criterion relates to continued long-term benefits (at the outcome and impact level) or the probability of continued long-term benefits – taking into account observed or foreseeable risks – over time, particularly after assistance has ended.

Assessment dimensions	Filter - Project Type	Evaluation questions	Clarifications	Basis for Assessment / Evaluation indicators (e.g. module objective/programme indicators, selected hypotheses, or more generally a definition of the aspects to be used for evaluation)	Evaluation Design and empirical methods (Design: e.g. Contribution analysis, Follow-the-Money Approach) (Methods: e.g. interviews, focus group discussions, document analysis, project/partner monitoring system, workshop, online survey, etc.)	Data sources (e.g. list of relevant documents, interviews with stakeholder category XY, specific data, specific monitoring data, specific workshop(s), etc.)	Data Quality and limitations (Description of limitations, assessment of data quality: poor, moderate, good, strong)	Data Quality Assessment (weak, moderate, good, strong)
Capacities of the beneficiaries and stakeholders	Standard	To what extent do the beneficiaries and stakeholders (individuals, groups and organisations, partners and executing agencies) have the institutional, human and financial resources as well as the willingness (ownership) required to sustain the positive results of the intervention over time (once assistance has drawn to a close)?	• Transitional Development Assistance (TDA) projects primarily address final beneficiaries, whose resilience to crises and recurring shocks is to be strengthened. The focus for TDA projects is thus often on the resilience of final beneficiaries and/or at least the continuity of the measure (see explanation in dimension 3) (clarification in the inception phase of the evaluation).	1. Qualitative assessment of capacities in target group (direct and indirect target groups) a. Organisational b. Human c. Financial 2. Qualitative assessment of external risk factors to anchored results	Evaluation design: To assess this dimension, the evaluation analyses knowledge and skills of direct and indirect target groups. The evaluation differentiates between target groups and their respective needs. Empirical methods: • Analysis of progress reports, needs assessment • Interviews with project staff, implementing partners • Focus groups with direct and indirect target group • Survey of indirect target group	1. Progress report, strategic framework documents by partners 2. Interviews with partners and project staff 3. Focus groups with target groups 4. Survey with indirect target groups	• Due to the nature of an interim evaluation and the only partial achievements, the analysis is constrained to an assessment of plausibility of durability.	strong
	Standard	To what extent do the beneficiaries and stakeholders (individuals, groups and organisations, partners and executing agencies) have the resilience to overcome future risks that could jeopardise the intervention's results?		1. Qualitative assessment of extent of resilience in relation to framework conditions/risk factors identified throughout the evaluation				
Contribution to supporting sustainable capacities	Standard	To what extent has the intervention contributed to the beneficiaries and stakeholders (individuals, groups and organisations, partners and executing agencies) having the institutional, human and financial resources as well as the willingness (ownership) required to sustain the intervention's positive results over time and to limit the impact of any negative results?	• Analysis of the preparation and documentation of learning experiences • Description of the anchoring of contents, approaches, methods and concepts in the partner system • Reference to exit strategy of the project • If there is a follow-on project, check to what extent the results of the evaluated project are taken up; the anchoring of the effects in the partner's organisation should be pursued independently of a follow-on project, since sustainability should be achieved even without donor funds • Transitional Development Assistance (TDA) projects primarily address final beneficiaries, whose resilience to crises and recurring shocks is to be strengthened. The focus for TDA projects is thus often on the resilience of final beneficiaries and/or at least the continuity of the	1. Qualitative assessment of project contribution to resources (direct and indirect target groups) a. Organisational b. Human c. Financial 2. Qualitative assessment of exit strategy's fit to resources in partner structures	Evaluation design: Based on the contribution analysis, and in particular findings from the effectiveness and impact assessments, the evaluation team analyses the project's contribution to supporting sustainable knowledge and skills. Empirical methods: • Analysis of progress reports, capacities, results of contribution analysis • Interviews with project staff, implementing partners • Focus groups with direct and indirect target group • Survey of indirect target groups	1. Progress report, strategic framework documents by partners 2. Interviews with partners and project staff 3. Focus groups with target groups 4. Survey with indirect target groups		strong

			measure (see explanation in dimension 3) (clarification in the inception phase of the evaluation).					
	Standard	To what extent has the intervention contributed to strengthening the resilience of the beneficiaries and stakeholders (individuals, groups and organisations, partners and executing agencies)?		1. Qualitative assessment of project contribution to resilience (direct and indirect target groups)				
	Standard	To what extent has the intervention contributed to strengthening the resilience of particularly disadvantaged groups? (These may be broken down by age, income, gender, ethnicity, etc.)		1. Qualitative assessment of project contribution to resilience of a. IDPs b. Refugees c. Women				
Durability of results over time	Standard	<i>How stable is the context in which the intervention operates?</i>		1. Qualitative assessment of contextual factors	Evaluation design: This evaluation dimension relates to a prognosis of durability. Given that results have so far only been partly reached, the assessment rests on a plausibility analysis of the durability of results at the level of direct and indirect target groups. The analysis takes into account potential risks and other influencing contextual factors, as well as the projects mitigation strategies, also with a view to potential trade-offs. Empirical methods: • Analysis of state-of-the-art literature • Interviews with project staff, implementing partner • Focus groups with	1. Progress report, strategic framework documents by partners 2. Interviews with partners and project staff 3. Focus groups with target groups	•Due to the nature of an interim evaluation and the only partial achievements, the analysis is constrained to an assessment of plausibility of durability	strong
	Standard	<i>To what extent is the durability of the intervention's positive results influenced by the context?</i>	• Consideration of risks and potentials for the long-term stability of the results and description of the reaction of the project to these	1. Qualitative assessment of risks and potentials for stability of results 2. Description of reaction of project to risks and potentials				
	Standard	To what extent can the positive (and any negative) results of the intervention be deemed durable?	• Consideration of the extent to which continued use of the results by partners and beneficiaries can be foreseen • Reference to conditions and their influence on the durability, longevity and resilience of the effects (outcome and impact) • In the case of projects in the field of Transitional Development Assistance (TDA), at least the continuity of the measure must be examined: To what extent will services or results be continued in future projects (of GIZ or other donors/organizations) or their	1. Plausibility assessment for sustainability of results examined based on preceding questions				

			sustainability ensured? (Clarification in the inception phase)		direct and indirect beneficiaries				
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