

UN-Habitat SUDAN

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# Evaluation of the UN-Habitat Sudan Country Programme 2012-2015



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Acknowledgements:

Authors: Ilde Lambrechts, Team Leader Urban Development and Evaluation Specialist and

Baknam Saad Eldin Kibir, National Consultant Senior Evaluation Specialist

Oversight: Wael Al-Ashhab, Head of Country Programme UN-Habitat Sudan

Front page photo:

A vulnerable IDP family benefiting from self-help housing in Sakali-South Darfur  
Photo Credit: UN-Habitat - Sudan Programme

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## LIST OF ACRONYMS AND ABBREVIATIONS

BNON	Blue Nile Organisations Network
CBOs	Community Based Organisations
CRMA	Crisis and Recovery Mapping and Analysis Project
CPA	Comprehensive Peace Agreement
CPD	Country Programme Document
CTA	Chief Technical Advisor
DCPSF	Darfur Community Peace and Stability Fund
DDPA	Darfur Doha Peace Agreement
DDPD	Doha Document for Peace in Darfur
DDS	Darfur Development Strategy 2013-2019
DIMARSI	Disaster Management and Refugees Studies Institute
DRA	Darfur Regional Authority
DRR	Disaster Risk Reduction
EA	Expected Accomplishment
EIA	Environmental Impact Assessment
FA	MTSIP Focus Area
HAC	Humanitarian Aid Commission
HCPD	Habitat Country Programme Document
HCT	Humanitarian Country Team
HLP	Housing, Land and Property
HQ	Headquarters (UN-Habitat Nairobi Office)
IDPs	Internally Displaced Persons
IMDIS	Integrated Management and Documentation Information System
IMWG	Information Management Working Group/Crisis Recovery Mapping and Analysis
IOM	International Organization for Migration
JAM	Joint Assessment Mission
LJM	Liberation and Justice Movement
MDTF	Multi-Donor Trust Fund
MEFPD	Federal Ministry of Environment Forestry and Physical Development
MPTF	Multi-Partner Trust Fund
MPPPU	Ministry of Physical Planning and Public Utilities
MPUD	Ministry of Planning and Urban Development
MTSIP	Medium-Term Strategic and Institutional Plan
OCHA	Office for the Coordination of Humanitarian Affairs
OFDA	Office of U.S. Foreign Disaster Assistance
OIM	International Organization for Migration
OIOS	Office of Internal Oversight Services

PIU	Project Implementation Unit
ROAF	Regional Office for Africa
ROAS	Regional Office for Arab States
SDGs	Sustainable Development Goals
SMPUD	State Ministry of Planning and Urban Development
SPLA	Sudan's People Liberation Army
SPLM	Sudan People's Liberation Movement
SSB	Stabilized Soil Block
SUDIA	Sudanese Development Initiative
UNAMID	United Nations Mission in Darfur
UNCT	UN Country Team
UNDF	United Nations Fund for Recovery Reconstruction and Development in Darfur
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNISFA	United Nations Interim Security Force for Abyei
UNON	United Nations Office at Nairobi
WASH	Water Sanitation and Hygiene

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## EXECUTIVE SUMMARY

### Context

1. This evaluation is part of UN-Habitat's effort to perform systematic and timely evaluations of its programmes and to ensure that UN-Habitat's evaluations provide full representation of its mandate and activities, including evaluation of work at country level and humanitarian and development interventions. The Sudan Country Programme Manager and the Regional Office commissioned the evaluation. The sharing of findings from this evaluation will inform the UN-Habitat Country Office and UN-Habitat at large as well as key stakeholders, including the Sudanese partners and donor agencies on what was achieved and learned from the Sustainable Urban Development Programme in Sudan. The evaluation will (i) inform key stakeholders on the achievements of key projects implemented in the Sudan portfolio during the period 2012-2015, (ii) formulate lessons learned from these projects and (iii) advise on the focus areas of the Programme. The scope of the evaluation is two-pronged as it (i) assesses four projects implemented during 2012-2015 in-depth and (ii) also covers the wider history of the UN-Habitat Country Programme since the beginning of the UN-Habitat activities in Sudan.
2. The four projects evaluated in-depth are:
  - (i) C308: The Institutional Capacity Development in Darfur on Urban and Regional Planning and Land Management Project that is financed by USAID amounting to USD2.128.000. The project aims to improve the physical development and to better plan urban settlements in the five States of Darfur especially benefiting returning Internally Displaced Persons (IDPs).
  - (ii) C333: The Participatory and Gender-Balanced Urban and Regional Planning, Land Management, Environmental-Friendly Construction and Sustainable Livelihoods in Blue Nile State Project is financed by Norway amounting to USD1.860.068. This project supports the government to better plan and manage urban settlements and to provide security and opportunities for sustainable livelihoods for targeted communities in a gender-responsive manner.
  - (iii) C341: The Peace Building in Darfur through Resource Management and Livelihoods Project is financed by the UNDP administered Multi-Donor Trust Fund amounting to USD795.935 for phase 1 and USD499.435 for phase 2. This project promotes sustainable livelihood systems by informing legal and policy reform processes in land rights, coordinating existing conflict management mechanisms and implementing direct interventions designed to consolidate alliances among community stakeholders around shared interests.
  - (iv) C379: The Emergency Flood Response in Khartoum for Vulnerable Communities Project is financed by Japan amounting to USD1.6million. The project aims at improved adaptation and resilience to floods in selected areas.
3. UN-Habitat started its official programme in Sudan in 2005. This is when the United Nations arrived in Sudan as a legitimate conflict management agent to monitor the implementation the Comprehensive Peace Agreement. The United Nations mandate in Sudan is relevant to UN-Habitat as they are a member of the United Nations Country Team and thus share responsibility into demonstrating the legitimacy of their activities having a positive impact on the Peace Process in the region. The UN-Habitat Programme in Sudan is aligned with the UNDAF 2013-2016 and with the Darfur Development Strategy 2013-2019. Programmes and projects are developed, implemented, and monitored in partnership with the government whose priorities are set out in the Five-Year National Development Plan 2012-2016. The cornerstone of the UNDAF is 'achieving a smooth transition to recovery and longer-term development', while continuing to 'practice responsible humanitarianism'. The prime target beneficiaries are vulnerable groups including IDPs estimated at 2 million.
4. Evaluation method

This evaluation was conducted by two consultants, Ms. Ilde Lambrechts (lead) and Mr. Baknam Saad Eldin Kibir, between March and July 2015. The evaluation was conducted as a decentralized evaluation managed by the Head of the Country Programme in Sudan, Mr. Wael Al-Ashhab in consultation with the Regional Office for Arab States, and with technical support from the UN-Habitat's Evaluation Unit.

The evaluation team used UN-Habitat's evaluation model that encompasses the five evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability; while taking into account



external factors influencing the programme and cross-cutting issues. The criteria of 'coherence' was added. To deliver on this evaluation model, the following two approaches were integrated: (i) the 'theory-of-change' approach shows the time-bound causal pathway from 'start' to 'end' by specifying the needed steps to achieve certain goals; (ii) and the 'cultural-specific' approach that follows a critical mode of intervention analysis and evaluates complex processes of social change that are relevant to urban development.

UN-Habitat has no specific normative framework in place for assessing the transition to recovery and development in a conflict sensitive environment. Therefore an adapted assessment methodology has been agreed that is based on existing literature by UN-Habitat and other UN agencies as well as the UNDAF and the Darfur Development Strategy (DDS). This methodology comprises (i) preferred areas of intervention, (ii) guiding principles and (iii) physical development issues relevant to the peace process in Sudan.

#### Key findings

5. UN-Habitat in Sudan operates in a complex context. Continued insecurity, weak capacity of institutions and a slow shift from humanitarian aid to early recovery and longer-term development in general are major challenges. The Programme has embraced this complexity by undertaking 'integrated' projects, which have proven to enhance the impact of individual interventions and development effectiveness. These projects have proven demanding on design and implementation.
6. UN-Habitat's leverage depends on its position in the country. UN-Habitat combines a top-down and a bottom-up approach taking on board the perspectives of the different level stakeholders. They have a good relationship with the government and work in synergy with the public authorities at all levels. They work efficiently with communities and with non-state actors and civil society. Combining those two parties, they work on improving collaboration between the different levels of government and the communities. This approach is important to achieve broad-based empowerment and transformational development in conflict-sensitive environments.
7. In view of reoccurring conflict, United Nation's humanitarian aid's primary focus in Sudan remains saving lives and reducing suffering. UN-Habitat however operates on early recovery, which is a secondary focus of humanitarian aid. Fewer resources are therefore available to creating resilience and effect early recovery, limiting UN-Habitat's impact in urban areas.
8. The evaluation has demonstrated how UN-Habitat operates in all key areas of intervention effecting the transition to recovery and development, which are: economic development, strategic land-use planning, the restoration of urban environments including the provision of basic infrastructure and housing. The evaluation has also demonstrated how UN-Habitat applies the guiding principles to obtaining results when working in an early recovery context. These are: creating national ownership, applying a context specific approach, an integrated approach, a strategic approach, a Disaster Risk Reduction (DRR) and mitigation approach and demonstrate, monitoring and learn. The evaluation has demonstrated how UN-Habitat also works on pertinent country-specific physical development issues that influence the peace process. However, the sometimes modest scale of projects and reliance on donor funding limits visibility, coherence and feasibility to work strategically on key urbanisation themes. Still, UN-Habitat integrates the same recurring themes in various projects to obtain impact through scale and repetition.
9. The Four Projects' expected accomplishments have been achieved except for a few outstanding activities that are nearing completion or that just could not be achieved due to the complex context. The C308 project 'Institutional Capacity Development in Darfur' partially achieved the expected accomplishments. 'Urban plans of the main settlements' could not be revised, as no urban plans were available. The awareness-raising campaigns could not be delivered as it was judged to be too early in the recovery process for this activity and due a shortage of funds. The C333 project 'Planning Project in Blue Nile State' will achieve all the expected accomplishments. The elaboration of the 'urban structure plans' was delayed due to unforeseen circumstances related to a changing political context in Egypt. The C341 project 'Peace Building in Darfur' will achieve all the expected accomplishments. The establishment of 'a water yard along livestock route' was delayed because of a dispute between communities on its location. The C379 project 'Emergency Response in Khartoum' achieved all the expected accomplishments. Overall the evaluation team found the Four Projects 'highly satisfactory' with

regard to relevance and 'satisfactory' with regard to effectiveness, efficiency, impact outlook and sustainability.

#### Key lessons learnt

10. Programmes and projects need to undertake thorough and upstream assessments and maximise sharing information with stakeholders in an early recovery context to fully grasp the complexity of the situation on the ground. The complex context in Sudan has proven a predominant factor in the design and implementation of the Country Programme and Relevant Projects.
11. In a humanitarian aid context where the project time frame is mostly tight, a number of key activities need to be undertaken before the start of the project where possible. These are among others: studies, assessments and locations of pilot projects. However UN-Habitat argued that these decisions are mostly part of the participation process of the project itself.
12. UN-Habitat needs two mutually supporting 'pillars' to be well-established and to have a strong strategic and effective presence, namely a Habitat Country Programme Document (HCPD) and a National Urban Policy prepared by the government. A new HCPD will be prepared and the government of Sudan plans to elaborate a National Urban Policy with the support of UN-Habitat.

#### Recommendations

13. UN-Habitat should design integrated programmes/projects with an 'area specific approach' in Sudan. Urban development is an integrating activity 'par excellence'. By designing integrated programmes/projects, UN-Habitat should respond well to the UNDAF and to the Darfur Development Strategy that indicate the need to 'work integrated in early recovery'. UN-Habitat should take the lead in these integrated programmes/projects and invite other sectors/stakeholders to join them. This will allow UN-Habitat to enhance impact and visibility of its interventions. It will strengthen its role in early recovery in Sudan and in the UNDAF.
14. UN-Habitat should deploy a variety of participative approaches in the specific country context with a preference to 'co-production'. UN-Habitat applies networking partnerships as management concept to address urbanisation issues and to work with the government. The concepts applied in the Four Projects are 'stakeholder consultation', 'ensuring ownership' and 'buy-in'. UN-Habitat should deploy 'full co-productive processes' that are a more effective concept of participation to achieving development results: aiming not only (i) at developing a shared vision on future development, (ii) but also to agree with partners on actual implementation of the proposed actions during the course of the project/planning process itself. The weak planning capacity of the Ministries of Planning is currently an impediment to work in full co-production and specific measures should be designed to remedy this. The possibility to work in full co-production depends on the country context. UN-Habitat should therefore develop a methodology to apply participation within in the specific country context and should propose measures to allow full co-production with government in the medium and the long term.
15. UN-Habitat in Sudan should scale up pilot projects, inform legal and regulatory frameworks and enhance private sector involvement in construction. The Country Office should continue linking pilot projects to improved legal and regulatory frameworks and enter environmental friendly construction technologies in building norms of all States. UN-Habitat should enhance private sector involvement in pilot projects to improve entrepreneurship and scale up the production of Stabilized Soil Blocks (SSB). UN-Habitat should diversify environmental friendly construction materials and techniques in pilot projects.
16. UN-Habitat in Sudan should revise the Habitat Country Programme Document (HCPD) in line with the Strategic Plan 2014-2019. The new HCPD should demonstrate how this transition requires working strategically and integrated along the lines of the three-pronged approach of the Strategic Plan 2014-2019. A new HCPD should also be a good starting point for aligning UN-Habitat's activities to the new mandate and to national processes in line with the discussions on a 'New Urban Agenda' and Habitat III. A new HCPD should be a starting point for aligning UN-Habitat activities in Sudan to the Sustainable Development Goals (SDGs) expected to be adopted in September 2015.
17. UN-Habitat should improve formats and monitoring and reporting methods, and maximise involving stakeholders in monitoring and reporting during project implementation. The reporting

system should include regular feedback mechanisms for projects to adapt quickly to a rapidly changing context in Sudan, and should allow for detailed budget management by project staff. This recommendation derives directly from the evaluators' assessment of use of the theory of change.

## 1. INTRODUCTION

### EVALUATION CONTEXT, SCOPE AND FOCUS

18. This evaluation is part of UN-Habitat's effort to perform systematic and timely evaluations of its programmes and to ensure that UN-Habitat evaluations provide full representation of its mandate and activities, including evaluation of work at country level and humanitarian and development interventions. The evaluation was commissioned by the Sudan Country Programme Manager and ROAS and is deemed strategic and timely in order to synthesize on achievements and lessons learned from key projects implemented in the Sudan portfolio during the period 2012-2015. The sharing of findings from this evaluation will inform UN-Habitat and key stakeholders, including the Sudanese partners and donor agencies, on what was achieved and learned from the UN-Habitat Sudan Country Programme. Its purpose is to (i) summarise the achievements from key projects implemented in the Sudan portfolio during the period 2012-2015, (ii) formulate lessons learned from these projects and (iii) advise on the programme's focus areas. The evaluation also covers the wider history of the UN-Habitat Country Programme since the beginning of the UN-Habitat activities in Sudan in order to address overarching programme issues based on the long history in the country.
19. For the evaluation, the following four projects are evaluated in-depth:
- The C308 project 'Institutional Capacity Development in Darfur on Urban and Regional Planning and Land Management', implemented during 2011-2014, financed by USAID/ OFDA and amounting to USD2.128.000.
- The C333 project 'Participatory and Gender-Balanced Urban and Regional Planning, Land Management, Environmental-Friendly Construction and Sustainable Livelihoods in Blue Nile State', implemented during 2013-2015, financed by Norway and amounting to USD1.8million.
- The C341 project 'Peace Building in Darfur through Resource Management and Livelihoods', phase 1, implemented during 2013-2016, financed by the UNDP administered Multi-Donor Trust Fund (MDTF) and amounting to USD1.299.435 (phase 1: USD800.000 + phase 2: USD499.435).
- The C379 project 'Emergency Flood Response in Khartoum for Vulnerable Communities', implemented during 2014-2015, financed by Japan and amounting to USD1.6 million.
- The Four Projects were selected as they were initiated/started and implemented between 2012 and 2015, and specific funds were allocated under each of the four projects for evaluation. The projects represent 74% of the total country programme portfolio over the period 2012 to 2015.

### COUNTRY CONTEXT

20. Sudan is the third largest country in Africa and home to numerous ancient civilizations. It is ranked a 'Least Developed Country' (LDC) according to the United Nations classification. Almost half of its population lives in poverty<sup>1</sup>. Decades of conflict and instability, weak governance, a high unemployment rate and climate change exacerbate the Sudanese people's situation. The accelerated urbanisation process poses an additional challenge. In Sudan in the 1980's only 20% of the population lived in cities while in the year 2013, approximately 36%<sup>2</sup>. In the past decade, the urban growth of approximately 4% in Sudan is relatively high compared to the urban population growth in other Southern Tier countries (2 to 5%)<sup>3</sup>.
21. A rapid urbanisation process takes place in many countries but the large numbers of Internally Displaced Persons (IDPs) and refugees moving to cities accelerates the urbanisation process in Sudan. The main causes are the protracted North-South civil war from 1955 to 2005, the on-going conflict in Darfur since 2003 and in South Kordofan and in Blue Nile States since 2011<sup>4</sup>(Table 1.1). Natural disasters such as environmental degradation, drought and floods add to the problem. Sudan is amongst the world's countries with the largest number of IDPs<sup>5</sup>, most of

<sup>1</sup> Sudan National Urban Report 2014, p7: "based on the Central Bureau of Statistics estimates, 46.5% of the total population falls below the official poverty line"

<sup>2</sup> Habitat Country Programme Document 2013-2015 for Sudan, p.7.

<sup>3</sup> UN-Habitat (2012), The State of Arab Cities 2012.

<sup>4</sup> <http://www.internal-displacement.org/2013>

<sup>5</sup> <http://www.internal-displacement.org/2013>

them hosted in Khartoum, in the States of Darfur and in Eastern Sudan<sup>6</sup>. In some cities of Darfur, the numbers of IDP families is very high, to the extent that their specific living conditions and livelihoods characterize the city. It is widely referred to as 'urbanisation of displacement'<sup>7</sup>. The emerging IDP camps in the periphery of urban areas exert pressure on the host communities. The authorities are stressed to meet the increased demand for services and employment opportunities. According to the United Nations, it is estimated that over 2 million IDPs are currently displaced in Sudan. In addition, there could be an additional 460,000 refugees and asylum-seekers in Sudan by the end of 2015.

Table 1.1: Sudan Conflicts Timeline, 1987-2015

DATE	EVENT
	<u>First waves of displacement in Blue Nile State</u>
1987	Blue Nile State first wave of displacement and return as Sudan's People Liberation Army (SPLA) occupies towns in the southern part of the State
1997	Blue Nile State second wave of displacement and return
2003	Start of armed conflict in Darfur as the Justice and Equality Movement (JEM) and SPLA agree on accusing the government of oppression in Darfur. The government retaliates by attacking these groups.
	<u>Peace Agreement</u>
2004	April 8 - Humanitarian Cease Fire Agreement (HSFA) on Darfur and start of the African Union's African Mission in Sudan (AMIS)
2005	Comprehensive Peace Agreement (CPA) signed between the government and the SPLM for a six-and-a-half-year interim period
2005	April - Joint Assessment Mission (JAM)
2006	Darfur Peace Agreement (DPA)
2007	July - Start of UNAMID, the African Union/ UN Hybrid operation in Darfur
2008	Sudan census
	<u>Second wave of displacement in Blue Nile State</u>
2011	June - Waves of armed conflict and displacement in Blue Nile State after the elections of September 2011
	<u>Secession of South Sudan</u>
	July - South Sudan gains independence
	<u>Darfur Peace Agreement</u>
2011	May - Doha Document for Peace in Darfur
2011	July - Darfur Doha Peace Agreement (DDPA) signed between the government and the JEM
2012	Darfur Joint Assessment Mission (DJAM)
	Some 655,000 people displaced or severely affected by clashes with rebels in Darfur and South Kordofan State
	<u>Actions by United Nations</u>
2012	May 31 - New UNDAF 2013-2016
2013	April - International Donors Conference for Reconstruction and Development in Darfur and Installation of United Nations Fund for Recovery, Reconstruction and Development in Darfur (UNDF)

<sup>6</sup> <http://www.unhcr.org>

<sup>7</sup> UN-Habitat HCPD 2015

DATE	EVENT
2013	April 2013 - Endorsement of the Darfur Development Strategy 2013-2019 <u>Conflict in South Sudan</u>
2014	October - Arrival of South Sudanese refugees in the Southern States, Darfur and Khartoum

## PEACE PROCESS

22. In 2005, the Comprehensive Peace Agreement (CPA) was signed between the Government of Sudan and the People's Liberation Movement (SPLM). With its key protocols on wealth and power sharing, the CPA addressed two root causes of the civil war in southern part of Sudan that were (i) economic marginalisation and (ii) near-exclusion of Southerners from positions in the government<sup>8</sup>. The three areas of Abyei, Southern Kordofan and Blue Nile, situated between the North and the South, were subject to a 'special protocol'. Amongst other measures this 'special protocol' established State Land Commissions to resolve questions of ownership of land and natural resources. Meanwhile, these Commissions in Southern Kordofan and Blue Nile State have not been established.

The conflict in Sudan was perceived a threat to regional and global peace; hence the CPA in 2005 marked the arrival of the United Nations in Sudan. The United Nations and its multilateral credentials made it a legitimate conflict management agent. The United Nations Mission in Sudan (UNMIS) was designated to monitor the implementation of the CPA. UN-Habitat started its official programme in Sudan in the same year. UNMIS would end its mandated operations in 2011 with the secession of South Sudan and it would be followed by other negotiations and mandates. An output of the CPA was the Joint Assessment Mission (JAM) in 2004-2005.

The JAM was carried out jointly by the United Nations and the World Bank and with the full endorsement, guidance and participation of the Government of Sudan and the SPLM. The JAM presented the reconstruction and development requirements for the consolidation of peace, and for attaining broad-based growth, poverty reduction and sustained human development towards the MDGs<sup>9</sup>. Major grievances included political disenfranchisement, lack of access to basic services, food insecurity and lack of investment in development.

In 2008, a national census was carried out. It however could not be properly carried out in Darfur and along the North-South boundary because of armed conflict in these areas.

The year 2011 marked a turning point that underscored the continuing complexity of the national development context. South Sudan voted to secede from Sudan and became a sovereign country on 9 July 2011. The secession of South Sudan has compounded existing economic challenges for the Republic of Sudan and it coincided with a broader global economic crisis as well as on-going internal conflict. The secession caused a 70% drop in the government's oil revenues, affecting thus, the funds available for basic services delivery such as health and education<sup>10</sup>. Sudan was also affected by a decline in Official Development Aid (ODA) from international donors<sup>11</sup>.

UNHCR reports that the current humanitarian situation of IDPs and refugees in Sudan has deteriorated over the past two years, with new, conflict-induced internal displacements in Darfur. Recently important numbers of refugees have started to arrive from South Sudan and Eritrea<sup>12</sup>.

## SITUATION IN DARFUR

23. Due to the prolonged conflict in the States of Darfur since 2003, around 2 million people have been displaced in Darfur (exact numbers are not known). This corresponds to almost one third of the State's population. In 2006, the Darfur Peace Agreement (DPA)<sup>13</sup>, also known as the Abuja Agreement, was signed between the Government of Sudan and some Darfur-based

<sup>8</sup> Gelot L. (2012), Legitimacy, Peace Operations and Global-regional Security: The African Union

<sup>9</sup> JAM (2005 March), Framework For Sustained Peace, Development and Poverty Eradication Synthesis

<sup>10</sup> <http://www.sd.undp.org>

<sup>11</sup> UNDAF 2012

<sup>12</sup> <http://www.unhcr.org/pages/49e483b76.html>

<sup>13</sup> <http://www.ucdp.uu.se/gpdatabase/peace/Sud%2020060505.pdf>

rebel groups. The agreement included measures to promote the flow of humanitarian aid into the region. An output of the DPA was the Darfur Joint Assessment Mission (D-JAM) in June 2006. The D-JAM identified key early recovery needs as well as measures needed for long-term reconstruction and development.

In Darfur a joint hybrid operation was designated to monitor the implementation of the DPA. UNAMID was established on 31 July 2007 as a hybrid operation of the African Union and the United Nations. UNAMID's mandate consists in protecting civilians, contributing to security for humanitarian assistance, monitoring and verifying the implementation of agreements, assisting in an inclusive political process and contributing to the promotion of human rights and the rule of law.

The Darfur Community Peace and Security Fund (DCPSF) was established at the end of 2007 as a United Nations Multi-Partnership Trust Fund (MPTF). It seeks to support community-level peace-building activities and fosters social cohesion by drawing diverse communities together through processes of dialogue and consultation.

Since November 2009, the mission leadership shifted the approach set out in the above original mandate to a 'return-oriented strategy'. They now prioritize capacity building and institutional support to government authorities in carrying out their primary responsibilities for civilian protection in Darfur<sup>14</sup>. They perceived a reduced level of violence incidences in Darfur that were mostly resource-driven such as clashes over land, water and cattle migration routes and displacement-related loss of livelihoods. Support to voluntary return, working towards integration of IDPs, and specific recovery programmes are now the focus of the United Nations mission in Darfur. The government fully supports this new approach to show that the situation in Darfur has improved.

A number of Arab and African states support this shift, arguing that it benefits the peace process<sup>15</sup>. Other countries want to make support to this shift conditional to the improvement of certain political and security criteria in the Darfur region. Some Western diplomats also support this stand, which could lead to reducing their support in the region in case the United Nations interventions don't demonstrate peace building<sup>16</sup>. Also the population of Darfur who expect a more secure environment and facilitation of humanitarian assistance, do not necessarily share this shift. Such mistrust might lead to deterring quality and hinder confidence-building opportunities. The complexity of UNAMID's mandate is relevant to UN-Habitat since UN-Habitat in Sudan as a member of UNCT, collaborates with UNAMID. *UN-Habitat shares responsibility into demonstrating to all stakeholders that their activities in Darfur are legitimate as they have a real positive impact on the Peace Process in the region.* Creating trust with the population of Darfur is also crucial.

In 2011, the Darfur Doha Peace Agreement (DDPA), also known as the Doha Agreement, was signed between the government of Sudan and the Liberation and Justice Movement (LJM). This agreement established a compensation fund for victims of the Darfur conflict and established a new Darfur Regional Authority (DRA).

Under the overall guidance of the Government of Sudan, the DRA, the State of Qatar, and UNDP were requested to undertake a second Darfur Joint Assessment Mission (D-JAM) in 2012. The D-JAM took over all technical and logistical coordination and produced all required outputs for the International Donor's Conference for Darfur. UN-Habitat supported D-JAM through its thematic working groups. In April 2013, the International Donors Conference for Reconstruction and Development in Darfur and the installation of United Nations Fund for Recovery, Reconstruction and Development in Darfur (UNDF) took place in Doha. UN-Habitat participated at a senior level.

An outcome of the D-JAM in accordance with the Doha Document for Peace in Darfur (DDPD) is the government's Darfur Development Strategy 2013-2019 (DDS). It is drafted by UNDP in 2013 together with the UNAMID, United Nations Agencies, international donors and the State of Qatar. The DDS recognises the shortfalls inherent within a project-based, sector-specific wish list and instead, *presents an integrated comprehensive, stakeholder-driven roadmap* towards achieving the objective of DDPD. The DDS aims at "realising short-term and medium-term objectives in the fields of rehabilitation, reconstruction, construction and development taking into consideration urgent needs and the need to work out the basis for long-term development". Special attention is

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<sup>14</sup> Linea Gelot (2012)

<sup>15</sup> Linea Gelot (2012)

<sup>16</sup> Linea Gelot (2012)

given to programmes and projects, which will enable Darfur to speed up *'the transition from relief to development'*.

Recently a new phenomenon has emerged. As the country's oil revenues dramatically dropped due to secession of South Sudan, export strategies are reframed around gold. Control over mining areas now further complicate the on-going conflict in Darfur. Also gold diggers arrive from all over Africa. New squatter settlements mushroom on the fringes of the desert in the Northern part of Darfur, in North Kordofan and in the North Darfur States<sup>17</sup>.

## SITUATION IN BLUE NILE STATE

24. The JAM identified Blue Nile State as one of the poorest and most disadvantaged States in Sudan. 85-90% of the State population lives below the poverty line<sup>18</sup>. As indicated above, the CPA classified Blue Nile State one of the three areas subject to a 'special protocol'.

During the last decades, Blue Nile State has experienced two waves of displacement and return. The first took place in 1987, a second one in 1997. After the signing of CPA in 2005, a number of IDPs and refugees returned home with assistance of UNHCR and the International Organization for Migration (IOM). Waves of armed conflict and displacement have emerged again in Blue Nile State since the elections in September 2011.

## NATIONAL POLICIES AND PRIORITIES

25. National development priorities are set out in Sudan's Five-Year National Development Plan 2012-2016 (NDP). The NDP addresses the challenges facing economic and social development of the country in the short and the medium term. It contributes to the realization of the goals set forth in Sudan's 25 year National Strategic Plan 2007- 2031 to building 'a united, secured, civilized and developed nation'. The NDP sets strategic goals in governance and public management, in economy and in the social and cultural sector. It aims at building self-reliant communities, at alleviating poverty and at achieving the MDGs, amongst its objectives. Urban development in the NDP is aligned to the strategic goals elaborated in the Habitat Country Programme Document (HCPD) for Sudan (Table 1.4).

### Box 1.1: Institutional Framework for Territorial Planning in Sudan<sup>19</sup>

Territorial planning in Sudan involves a hierarchic system comprising three levels of government:

1. The highest authority is the National Council for Physical Development *at federal level*. It assembles the five State Ministries of Physical Planning and Public Utilities. The Council is chaired by the Federal Minister of Environment, Forests and Physical Development (MEFPD) and is responsible for national urban and regional planning. The Cabinet supervises the working of the Council.

2. The State Ministries of Planning operate *at State level* and they are competent on land use and land management, density control and the provision of major infrastructures.

3. *At the local level*, the Locality government is responsible for revenue collection, public services through the local branches of Ministries of Planning for local infrastructure, buildings and sanitation control.

The National Fund for Housing and Development (NFHD), established in 2009 is a funding mechanism for urban planning and development projects across the various levels of government. It also promotes affordable housing.

According to the DDS 2013-2019, a disconnect is observed between central planning and local agendas on urban development.

## THE UNITED NATIONS IN SUDAN

26. The United Nations' presence in Sudan comprises 21 specialized agencies, funds and programmes in addition to the peacekeeping missions UNAMID in Darfur and UNISFA (United

<sup>17</sup> National Urban Report in preparation of Habitat III and <http://america.aljazeera.com>

<sup>18</sup> According to available records from the Ministry of Social Affairs and Guidance

<sup>19</sup> Developing Darfur: A Rehabilitation and Development Strategy 2013-2019.



Nations Interim Security Force for Abyei). The resident and humanitarian coordinator, funded and managed by UNDP, leads the United Nations Country Team (UNCT).

27. The United Nations Development Action Framework (UNDAF) 2013-2016 is the strategic programme framework that describes the collective response of the United Nations system to the national development priorities. The UNDAF recognizes the interface between humanitarian and development engagement and that these stages often occur simultaneously. '*Achieving a smooth transition to recovery and longer-term development*', while continuing to '*practice responsible humanitarianism*', represents the cornerstone of the UNDAF. The four UNDAF pillars for 2013-2016 and the results framework with indicative resource per agency are listed in the table below (Table 1.2). UN-Habitat's specific role in each pillar is indicated.

Table 1.2: UNDAF Pillars and Results Framework

PILLAR	OUTCOME	ROLE OF PARTNERS
Pillar 1 Poverty reduction, inclusive growth and sustainable livelihoods	People in Sudan, with special attention to youth, women and populations in need, have improved opportunities for decent work and sustainable livelihoods and are better protected from external shocks, thereby reducing poverty.	UNIDO, convening agency* UN-Habitat, contributing agency*
	Populations vulnerable to environmental risks and climate change become more resilient and relevant institutions are more effective in the sustainable management of natural resources.	UNEP, convening agency UN-Habitat, contributing agency
Pillar 32 Basic Services	Government and stakeholders have evidence-based policies, strategic plans and mechanisms to ensure an enabling environment for improved basic services.	WHO, convening agency UN-Habitat, contributing agency
	People in Sudan, with special emphasis on populations in need, have access to equitable and sustainable quality basic services.	UN-Habitat and UNICEF, convening agencies
Pillar 3 Governance and rule of law	Governance institutions at all levels are strengthened to effectively plan, deliver and monitor their mandates, particularly public services, in an equitable and accountable manner.	UNDP, convening agency UN-Habitat, contributing agency
	People in Sudan are protected under an enabling environment that guarantees rule of law, basic rights and fundamental freedoms.	UNDP, convening agency UN-Habitat, contributing agency
Pillar 4 Social cohesion, peace consolidation and peace dividends	Government and civil society initiatives that promote social cohesion, peace consolidation and pluralism are strengthened.	UNDP, convening agency UN-Habitat, contributing agency
	Peace dividends are delivered for sustainable return, reintegration and recovery.	UNDP, convening agency UN-Habitat, contributing agency

\* The 'convening agency' ensures overall coordination, quality and cooperation to obtain the agreed deliverable. The 'contributing agency' delivers its part in obtaining the agreed deliverable. There is notset of agreed responsibilities but these are assigned amongst the agencies.

## UN-HABITAT

28. The mandate of UN-Habitat derives from the Habitat Agenda, adopted by the United Nations Conference on Human Settlements (Habitat II) in Istanbul, Turkey, in 1996. The mandate of the programme is further derived from the General Assembly resolution 3327 (XXIX), resolution

32/162 and resolution 56/206, establishing the United Nations Human Settlements Programme. The goals of the Habitat Agenda are, firstly adequate shelter for all, and secondly sustainable human settlements development in an urbanizing world.

The UN-Habitat Programme is guided by the Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013 followed by the Strategic Plan 2014-2019 (Box 1.2). MTSIP aims at sharpening UN-Habitat's programme focus and enhancing coherence between the normative and operational elements of UN-Habitat's programmes. Both the MTSIP and the Strategic Plan have been conceived with mutually reinforcing focus areas, shown below, and results frameworks. The goal of the Strategic Plan 2014-2019 is: national, regional and local authorities improve the standard of living of the urban poor and enhance their participation in the social economic life of the city. To achieve this goal, the authorities implement environmentally, economically, and socially sustainable, gender sensitive and inclusive urban development policies. This goal corresponds to the seven focus areas, shown below, and associated branches of the restructured Agency (UN-Habitat) that are also the sub-programmes in the 2014-2015 biennial strategic framework, work programmes and budget. The 2014-2019 *Strategic Plan places great emphasis on UN-Habitat's catalytic and federalizing role, which positions it as a leading and acknowledged authority on urbanization matters*<sup>20</sup>. With a combination of normative and operational activities, UN-Habitat offers countries a combined package of technical assistance, capacity building and advisory services.

A restructuring of UN-Habitat's organization, effective from January 2012, proposed a project-based organization with a clear delegation of authority to the project level and a provider of normative policy work to be managed through a project-based accountability approach.

#### Box 1.2: UN-Habitat's Strategic Focus Areas

##### MTSIP 2008-2013 FOCUS AREAS

1. Effective advocacy, monitoring, and partnership
2. Urban planning, management, and governance
3. Access to land and housing for all
4. Environmentally sound basic urban infrastructure and services
5. Strengthening human settlements finance systems
6. Excellence in management

##### STRATEGIC PLAN 2014-2019 FOCUS AREAS

1. Urban legislation, land, and governance
2. Urban planning and design
3. Urban economy
4. Urban basic services
5. Housing and slum upgrading
6. Risk reduction and rehabilitation

## UN-HABITAT IN SUDAN

Table 1. 3: UN-Habitat in Sudan Timeline

DATE	EVENT
2005	Official start of the UN-Habitat Programme in Sudan
2005	National Conference on Sustainable Urbanization in Khartoum
2010	MoU between the Federal Ministry MEFPD and UN-Habitat

<sup>20</sup> <http://unhabitat.org/about-us/goals-and-strategies-of-un-habitat/>

DATE	EVENT
2010	Protocol of Understanding between the State Ministry of Planning of Southern Darfur State and UN-Habitat
2015	MoU between Sudan's MEFPD and UN-Habitat

29. UN-Habitat in Sudan is a resident agency but without direct host country agreement. It is a member of UNCT and operates through UNDP. Within the configuration of the UN agencies in Sudan, it is considered a specialised agency with a reasonable capacity.

30. The *Sudan Country Programme was established in June 2005*, initially within the mandate of the Regional Office for Africa and Arab States (ROAAS) (Table 1.3). From December 2012, it has been assigned to the Regional Office for Arab States (ROAS) based in Cairo.

The Sudan Country Office Team in Khartoum consists of 5 professional staff, the international Chief Technical Adviser CTA who is also the Head of the Country Programme and four national professional staff: the National Coordinator, an Operations Analyst, a Community Mobilizer and a Program Assistant. An M&E specialist is planned to join the Team in January 2016<sup>21</sup>. Staff and consultants further supported the Four Projects as follows:

The C308 project on Urban and Regional Planning and Land Management in Darfur received support from a Senior Human Settlements Officer, a Human Settlements Officer and a Mapping Specialist from the Regional Office. An Urban Planner further supported the project. A consultant Land Management Expert and a consultant Urban and Regional Planner delivered part-time support. Three field offices were set up, staffed with four Construction Engineers, two Administrative Assistants and four Mason Technicians.

The C333 project in Blue Nile State received support from a Human Settlement Officer international staff and a Construction Engineer in addition to two Trainers/Technicians in the field office. A consultant Land Management Expert, two consultants Urban and Regional Planners and a consultant GIS Expert part-time supported the project.

The C341 project on Peace Building in Darfur received part-time support from a consultant Land Management Expert. A field office in Darfur was staffed with a Project Coordinator, Construction Engineer and a Trainer/Technician.

The C379 Emergency Response project in Khartoum project set up field offices staffed with two Construction Engineers and a Mason Technician. Consultants in Urban Planning, Surveying and Hydrology further supported the project part-time.

31. On 2-3 November 2010, the government of Sudan assisted by UN-Habitat and the government of Italy organised a *National Conference on Sustainable Urbanization* in Khartoum. The conference brought together relevant Sudanese public officials, representatives from the United Nations and international donors, private sector and community groups to discuss priority problems and possible strategies to address the complex challenges posed by the process of urbanization in Sudan. The Conference observed that, in the current conflict-sensitive environment, urban planning and management and the provision of social services were not regarded as a priority issue by the government. However, the Conference resulted in MoUs between the government and UN-Habitat as indicated below.

32. The Sudan Country Programme's mandate is refined in three agreements between the government of Sudan and UN-Habitat.

The MoU between the Federal Ministry of Environment Forestry and Physical Development (MEFPD) and UN-Habitat of 2 November 2010. The MoU between MEFPD and UN-Habitat of 21 January 2015 adapts the MoU of 2 November 2010 to the context of the New Urban Agenda. The parties indicate their intention to collaborate on: (i) training of professionals in the field of urban planning, development and management and; (ii) the development of a national urban strategy and national urbanisation policies. Other areas include establishing urban observatories and addressing shelter and human settlement development.

<sup>21</sup> The vacancy note has been advertised, and a number of applications received. The M&E specialist will be recruited as soon as funds from solid pipeline projects have been received. Currently funds to cover the M&E position cost are not yet available.

A Protocol of Understanding between the Ministry of Planning of Southern Darfur State and UN-Habitat of 3 November 2010 defines specific areas of technical assistance by UN-Habitat in Darfur that are: (i) regional and urban planning and institutional capacity building and (ii) alternative building technologies and architectural solutions.

33. The Sudan Country Office elaborated a Habitat Country Programme Document (HCPD) 2013-2015 explaining their strategy. The focus of the Programme is bringing together national and international expertise with political will for promoting more sustainable urbanisation processes and dynamics. The Programme aims at helping people in need through the implementation of sustainable solutions to reduce their dependency from humanitarian aid. Its priorities and expected results are shown in the table below (Table 1.4).

Table 1.4: Sudan Country Programme Priorities 2013-2015<sup>22</sup>

PRIORITIES	OBJECTIVES
Effective urbanization, urban planning and local governance	Improved regional planning, city planning and governance under an integrated participatory planning approach
	Capacity built in physical and land-use management to targeted trainee groups in Sudan
	Sudan's targeted trainee groups exposed to new, modernized and participatory planning methods and tools
Land management and administration	Reinforced institutional capacity for land dispute and improved inter-sectoral coordination to deal with land issues
	The different typologies of land conflict and disputes assessed and land conflict management mechanisms implemented
Pro-poor housing	A gradual shift from humanitarian assistance to early recovery supported and development interventions undertaken by applying eco-friendly low cost technologies in housing reconstruction
	Consensus built upon the adoption of alternative building technologies to lay basis for a sustainable development of settlements and land management to support large-scale return and reintegration of IDPs
	Pro-poor policy formulated addressing housing issues taking into account disadvantaged groups
Urban infrastructure and basic services	Reinforced capacity building in local service delivery and infrastructure development using durable solutions

34. The government of Sudan prepared its 'National Urban Report 2014' in preparation of Habitat III in 2016, technically supported by UN-Habitat Sudan Team and with financial support by the Habitat III Secretariat as Sudan is one of the Least Developed Countries (LDC). The Report provides an overview on progress and lessons learnt in implementing the Habitat Agenda declared at Habitat II in 1996 as well as provides an outlook on key issues and urbanization challenges for the upcoming 20 years in Sudan. Identified urbanisation challenges are: conflict resolutions, the establishment of new towns and city extensions, urban upgrading and slum prevention. Heavy investment is required in infrastructure, housing and social services in urban areas. The Report also indicates that more advocacy is needed regarding environmental friendly building materials as the harmful firebricks are still the main building material nationwide.

<sup>22</sup> Habitat Country Programme Document (HCPD)

## 2. METHODOLOGY

### EVALUATION PROCESS, APPROACH, DATA COLLECTION AND LIMITATIONS

#### Evaluation process

35. The Sudan Country Programme Manager and ROAS jointly commissioned the evaluation. The evaluation fits into UN-Habitat's mission to undertake systematic and timely evaluations of its projects and programmes at country level to ensure that these fulfill its mandate. Its purpose is to (i) summarise the achievements from key projects implemented in the Sudan portfolio during the period 2012-2015, (ii) formulate lessons learned from these projects and (iii) advise on the programme focus areas. The evaluation also covers also the wider history of the UN-Habitat Country Programme since the beginning of the UN-Habitat activities in Sudan in order to address overarching programme issues based on the long history in the country.
36. A team of two people consisting of a team leader, urban development and evaluation specialist Ilde Lambrechts and national consultant, senior evaluator, Baknam Saad Eldin Kibir, carried out the evaluation. The UN-Habitat Evaluation Unit technically supported the evaluation process. A joint advisory group comprising members from the Habitat Sudan Country Office, ROAS and UN-Habitat's Evaluation Unit provided comments. The methodology of the evaluation is set out in an inception report prepared by the team leader following a round of discussions with UN-Habitat Sudan, ROAS, UN-Habitat's Evaluation Unit and donors during a one-week mission to Khartoum. Subsequently site visits were carried out to Blue Nile State, Darfur and the project site in Khartoum. Preliminary findings were discussed with stakeholders during a second mission.
37. The evaluation follows the UN-Habitat Evaluation Policy and is based on the standards and norms of evaluation in the United Nations System<sup>23</sup>. It uses UN-Habitat's Evaluation Model (Annex 1) that encompasses the five evaluation criteria that are relevance, effectiveness, efficiency, impact and sustainability; while taking into account the external factors influencing the programme that also include crosscutting issues. The evaluation also includes the additional criteria of 'coherence'.

#### Approach to the evaluation

38. The evaluation integrates the following two approaches:
1. The *'theory-of-change'* approach shows the time-bound causal pathway from 'start' to 'end' by specifying the steps needed to achieve certain goals. It provides a specific and measurable description of a social change (development) initiative and forms a basis for project management, decision-making and monitoring and evaluation. It defines the building blocks required to bring about a given long-term goal. The 'theory-of-change' focuses on project results, vis-à-vis the overall project goal. It records progress in the three result areas that are activities, outputs and outcomes to establish the status of project's performance. It is used to establish the extent to which the project's expected results are achieved, or are likely to be achieved. The approach follows a 'problem-solving' mode and uses analytic data collection and analysis techniques based on quantity, norms, legitimacy, facts, etc. The performance-tracking matrix for the four projects to be evaluated is shown in Annex 3. The 'theory-of-change' is a linear process and as such it simplifies the complex social process of urban development.
  2. To counterbalance the simplification of theory-of-change, the *'cultural-specific'* approach or 'process-of-emergence' is applied. This method is nonlinear and evaluates complex processes of emergence or social change that are relevant to urban development. It is used to evaluate the Urban Development Programme in Sudan as a whole taking into account the culture and the context. It captures unforeseen events, which is especially relevant to the Sudan urban context of rapid change and the unpredictable political and security situation. The approach follows a 'critical mode of intervention analysis' and it uses synthetic data collection and analysis techniques based on quality, holism, creativity, history, perception, etc.
39. In addition, stakeholder participation in the evaluation process is used (i) to verify data, (ii) to strengthen the ownership of the intellectual outcome of the process and to improve stakeholders acting on recommendations and (iii) to boost the learning cycle of stakeholders.

<sup>23</sup> United Nations Evaluation Group: <http://www.uneval.org/document/guidance-documents>

### Evaluation questions

40. The key evaluation questions are listed below. Evaluation questions target a limited number of key points, thus allowing better reflection on judgement criteria (also called reasoned assessment), more targeted data collection, more in-depth analysis and a more useful report. They are classified according to the five plus one evaluation criteria. Sub-questions were elaborated that were adapted to the specific circumstances of the country.

Table 2.1: Evaluation Questions by Evaluation Criteria

<b>RELEVANCE</b>	
1.	To what extent are the UN-Habitat Sudan Country 'Programme and relevant Projects' consistent with the UN-Habitat's mandate, strategies and comparative advantage and with national and local policies and priorities?
2.	To what extent are the 'Programme and relevant Projects' consistent with the needs of the target beneficiaries?
<b>EFFECTIVENESS</b>	
3.	To what extent have the 'Programme and relevant Projects' achieved their immediate development objectives or how likely are they to be achieved?
4.	To what extent are institutional arrangements for the 'Programme and relevant Projects' adequate to achieve the planned results?
<b>EFFICIENCY</b>	
5.	Are results of the 'Programme and relevant Projects' generated in a cost-efficient manner?
6.	Can you identify the contribution to success or failure of certain practices and activities?
<b>Impact Outlook</b>	
7.	To what extent have the 'Programme and relevant Projects' attained or are expected to attain effects on social, economic, environmental and other development indicators?
<b>SUSTAINABILITY</b>	
8.	What is the likelihood that national government and local authorities will continue to support UN-Habitat Sudan Country Programme?
9.	To what extent does the 'Programme and relevant Projects' mitigate and reduce disaster risks associated with climate change?
<b>COHERENCE</b>	
10.	To what extent are the Four Relevant Projects coherent with the Country Programme and is the Country Programme internally coherent?

### Data collection

41. The following data collection and analysis methods are used:

Review of UN-Habitat's and external literature. Only those sources specifically referred to or used in the text are listed in the 'List of Documents Consulted' in Annex 6.

Two international missions to Khartoum in March and July 2015; two field visits by the national consultant to Darfur and to Blue Nile State in April and May 2015.

Interviews conducted in Khartoum, in Darfur and Blue Nile States, face-to-face and by telephone. These included UN-Habitat staff in Sudan, in ROAS and in HQ, NGOs, beneficiaries, donors and Sudan government officials. The list of the people interviewed is shown in Annex 5.

Cross-validation of data and critical assessment of the validity and reliability data by comparing stakeholders' inputs.

Comparisons to establish the commonalities and differences between the Four Projects and between the UN-Habitat Programme in Sudan and similar programmes in other countries.

Limitations of the evaluation

42. Limited access to the project sites in Darfur due to security issues limited the collection of primary data. These are deemed important for the 'cultural-specific-approach' and to validate data. The team leader didn't travel to Darfur or Blue Nile States due to issues of travel clearance.
43. At the time of the mission, some of the projects were still on-going or recently completed. With completion procedures not yet finalised some information was not yet available. Too recent activities did not yet produce observable effects. Early beneficiary conclusions may therefore be premature.

## ASSESSMENT OF TRANSITION TO RECOVERY AND LONGER-TERM DEVELOPMENT

44. UN-Habitat in Sudan operates in a context of transition towards early recovery. Early recovery is a multidimensional process of recovery that begins in a humanitarian setting. It requires an integrated and coordinated approach, using humanitarian mechanisms, to gradually turn the dividends of humanitarian action into sustainable crisis recovery, resilience building and development opportunities<sup>24</sup>. Early recovery in Sudan is not conceived a priority by most donors and most support goes to basic humanitarian aid, i.e. saving lives and reducing suffering. The focus of aid also heavily depends on the volatile context. What counts as 'success' or 'failure' of the transition to recovery and longer-term development of the Sudan Country Programme remains a subjective judgement within the context of on-going conflict. Different evaluation criteria might be applied such as the project's legitimacy, its success in accomplishing its mandate, or its impact on sustainable peace and development. This evaluation looks at accomplishing the mandate and attempts to shed light on its impact on sustainable peace and development. The DDS recognises that "the integration and sequencing of activities in the spectrum from relief to recovery to development has long been a challenge for both donors and implementing agencies".
45. UN-Habitat has no comprehensive normative framework in place to effect this transition to recovery in a conflict sensitive environment. Therefore, for the purpose of the evaluation and based on existing literature by UN-Habitat and other UN agencies<sup>25</sup> as well as UNDAF and the DDS, (i) guiding principles have been formulated to effect this transition as well as (ii) preferred areas of intervention and (iii) physical development issues influencing the peace process in Sudan.

Guiding principles to work in an early recovery context

46. Ensuring national ownership<sup>26</sup>: *Projects follow an inclusive approach and address the needs of women and youth in particular.* Project activities are directed towards maximizing the role of the government in planning and implementation and allow for institutionalising and scaling-up of good practices. Projects work in partnerships with the government on a basis of mutually respecting views and policies. Participatory tools are also applied to empower communities. Special efforts are undertaken to include women in decision-making, as women's contribution within the context of IDPs is mostly informal and thus unrecognised and often un-resourced in policies and programmes. Thematic areas on which to concentrate when working with women in this context are (i) access to land and property, (ii) HIV AIDS and (iii) women's economic security<sup>27</sup>.
47. *Context specific approach: Activities are undertaken in a needs-responsive manner by conducting effective assessments of needs and capacity to clearly define objectives and priorities.* Interventions in an early recovery context should be based on thorough

<sup>24</sup> <http://www.undp.org/>

<sup>25</sup> UN-Habitat (2001), Guidelines for the Evaluation of Post Disaster Programmes; UN-Habitat (2008), Strategic Policy on Human Settlements in Crisis, Humanitarian Affairs, and the Role of UN-Habitat: Strategic Policy on Human Settlements in Crisis and Sustainable Relief and Reconstruction Framework; UN-Habitat, Risk Reduction and Rehabilitation area, see website; NDP Cluster Working Group and Early Recovery (2008) Guidance note on Early Recovery; UN-Habitat (2011), Urban Humanitarian Crisis: UN-Habitat In disaster and conflict contexts.

<sup>26</sup> This is also elaborated in the UN-Habitat Global Country Activities Report 2015 – Increasing Synergy for National Ownership

<sup>27</sup> UN-Habitat 2001, Guidelines for the Evaluation of Post Disaster Programmes

understanding of the local context, taking local dynamics and cultural meaning systems into account; as interventions can have unintended and adverse effects on local communities. They can exacerbate or accommodate the inequalities in the target society and give rise to conflict. Also better-negotiated actions will be better respected, be more sustainable and have more impact. Beneficiaries (in Darfur) are also not a homogenous group and this should reflect in the project design. Political consequences of interventions should be identified. The roles of local communities in conflict resolution should be deepened, broadened and enhanced.

48. Integrated approach: Programmes and projects create synergies among sectors and among partners and integrate different scale levels to enhance impact.

'Integrating' activities within one urban project: Projects should aim at integrating their activities and well align them to the project's goals and objectives. The impact of the project will be enhanced by the synergy amongst the activities.

'Integrating' urban development activities in a joint United Nations Programme: UN-Habitat integrates projects within the framework of the UNDAF. It also works within the framework of the DDS that is a stakeholder-driven and integrated programme. UN-Habitat's Risk Reduction and Rehabilitation policy strongly promotes this approach.

'Integrating' various sector projects into one urban development programme: urban development is an integrative activity par excellence as it inevitably combines sectors, stakeholders and scale level in its activities.

Projects should furthermore promote building synergies between CSOs and government institutions. Projects should share information and promote integration to avoid duplication and gaps and to optimize the resources available.

49. Strategic approach: *Transition to recovery and longer-term development is a complex process.* Strategic planning in general is applied to solve complex problems by framing short-term strategic actions into a longer-term vision and building confidence with stakeholders. It is nonlinear, flexible and it focuses on results. UN-Habitat has developed strategic planning tools.
50. DRR and mitigation approach and project risk design and management: *Projects should focus on preventive disaster risk reduction and mitigation (instead of on responsive preparedness) to obtain longer-term development goals.* DRR measures should be included in risk management design to ensure that key decisions are based on risk assessment. In addition, project risk management remains a continuous process of assessment and mitigation in a flexible way, moving closer to the risks to assess risks better and to tackle risks timely and adequately.
51. Demonstrate, monitor and evaluate and learn: *Programmes and projects should use normative monitoring systems and transparent evaluations* to (i) allow timely identification of a changing context and problems, (ii) apply corrective measures and (iii) capture experiences and voices of the target population. Programmes and projects should report to demonstrate the impact of their interventions since these are not always obvious and also to support the elaboration of normative frameworks.

#### Preferred areas of intervention

52. Preferred areas of intervention to effect the transition to recovery and development according to UN-Habitat's Risk Reduction and Rehabilitation Branch<sup>28</sup> are: longer-term economic revitalization and economic development; strategic land-use planning; restoration of urban environments; secure of tenure; access to water; the provision of basic infrastructure; reconstruction and shelter and; institutional capacity building. Programmes and projects should focus on supporting legal and regulatory frameworks in these areas.

#### Physical development issues influencing the peace process in Sudan

53. A number of specific physical development factors add to the complexity of the situation in Sudan in general and related to Darfur and Blue Nile States in particular. They are relevant to the performance of UN-Habitat's Programme in Sudan and they are briefly discussed below.
54. *Unbalanced spatial development:* Investments are traditionally channelled to the capital Khartoum and the riverine centre, benefiting the towns, agricultural schemes and people in and

<sup>28</sup> UN-Habitat (2010), Urban Humanitarian Crisis, UN-Habitat in Disaster and Conflict Context; Other literature by UN-Habitat and UN agencies as indicated above.



around the Nile Valley. Much of this vast country and its cities are left underdeveloped and its population living in desperately poor conditions. They lack access to services, infrastructure and adequate income earning opportunities. The Southern part of Sudan including the three areas that are subject to a 'special protocol', the North, the Western part of Darfur, Kordofan and the Eastern Regions such as the Red Sea Hills are all very poor. Wide disparities between urban and rural areas have also been assessed by the JAM. Urban poverty is also increasing in parts of Khartoum and in other provincial capitals as conflict and weather shocks push poor rural residents into the urban areas. The CPA directly links this unbalanced spatial development to a hampering peace building. They recognise economic marginalisation and near-exclusion of southerners from positions in the government as root causes of the civil war<sup>29</sup>.

55. *Climate change and environmental degradation:* Forest mining for fuel wood, charcoal and construction materials from neighbouring urban centres within the larger area has led to the disappearance of large portions of Sudan's forests. IDPs and refugees put additional pressure on the environment as they heavily depend on natural resources for survival such as wood, land and livestock. The incidence of heavy rainfall increases with climate change. Flood damage causes loss of shelter and livelihoods amongst the poor living in urbanised areas along the Nile in Khartoum and in Blue Nile State. Erratic rainfall, recurrent cycles of droughts and declining land productivity have contributed to widespread crop failures and reduced grasslands in southern parts of Sudan and in Darfur. Sudan has ecosystems and biodiversity rich areas that merit protection in order to halt further degradation caused by returning IDPs and refugees. These environmental concerns, in line with goal 7 of the MDGs and SDGs under preparation, need priority attention to prevent further environmental degradation and localised conflict.
56. *Transhumance routes:* The transhumance routes for the seasonal passage of pastoralist's animals play a key role in localised conflict. They are also recognized in the DDS as crucial for local economic development. Some of these routes are reported to be several hundred years old and their presence is now threatened by land degradation and by land grabbing by large-scale agro-industrial enterprises. Urban planning plays a key role as recent infrastructure development failed to include these transhumance routes. The traditional mediation mechanisms have mostly disintegrated.
57. *Natural resources and land management:* Since the late 1970s local competition for land and water resources among different groups has increased in Sudan. Contributing factors include population growth, repeated cycles of drought, continued desertification, environmental degradation, expropriation of communal territory and an absence of productivity improvements due in part to failures to invest in transhumance routes. The 1970 land legislation assumed that unregistered land, even if being used by tribal communities, belonged to the State. This has been a compounding causal factor of conflict ever since. Access to land and property recovery are highly sensitive and the legal framework is unclear. The large displacements have contributed to the confusion.
58. *Permeable borders and a volatile regional context:* Borders in Sudan are especially critical areas and not only because of North-South border issue but also because all borders in the region are porous. Sudan has for example, a longstanding tradition of hospitality towards refugees and asylum-seekers. Borders also offer opportunities such as intensive cross-border trade with neighbouring countries including by the informal sector, which is often a lifeline for the poorest. Darfur and Blue Nile States are both Border States trading with Eritrea and Chad when the borders are open.
59. *IDPs, settlement and basic services provision:* Massive numbers of IDPs and landless poor in urban areas as well as the existence of IDP camps pose many and complex problems as indicated above. IDPs are confined in camps as a safety measure but this restriction in movement affects their livelihoods. Displacement therefore is not just a humanitarian issue but IDPs have developmental needs, which cannot be realized within short-term humanitarian assistance. The World Bank highlights that displacement triggered by violence and conflict is not only a humanitarian crisis, but is likely to affect political stability if left unattended or inappropriately or poorly governed, or unresolved politically through peace-building<sup>30</sup>. Darfur has IDP camps near the largest settlements of Nyala and El Geneina and in El Fasher. UNHCR

<sup>29</sup> Gelot L. (2012)

<sup>30</sup> UNHCR (2010), Concept Note, Transitional Solutions Initiative, UNDP and UNHCR in collaboration with the World Bank. Source: <http://www.unhcr.org/pages/49c3646cf8.html>

has or plans a presence in these areas. Other IDPs live in squalid squatter camps that are makeshift encampments where they continue to live in an insecure environment. In Blue Nile State there are no IDP camps. Here, IDPs generally integrate within the existing human settlements and receive basic services as any other citizens. In Khartoum, a population assessment of urban refugees and asylum-seekers was completed in 2014 and it will help determine a strategy to address the needs of around 32,000 urban refugees in Khartoum.

### 3. OVERVIEW OF THE EVALUATED INTERVENTIONS

60. As indicated above, the evaluation assesses achievements, challenges and opportunities of UN-Habitat's Sudan Programme. It is built on an in-depth evaluation of four projects that are implemented during 2012-2015. These projects were selected from a larger portfolio implemented during that period by Country Team and ROAS since they are deemed representative for the current UN-Habitat's portfolio in Sudan.

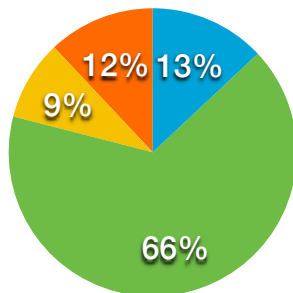
First an overview is given of the UN-Habitat's Sudan Programme. Two achievements from before 2012 are highlighted because they are relevant to the four projects. Some initiatives in the pipeline are also mentioned since they give an indication of where the Programme is currently heading.

Secondly, an overview is given of the four relevant projects. A detailed assessment of performance of the four projects is shown in Annex 2.

The next chapter gives a synthesis of findings of UN-Habitat's Sudan Programme and the four relevant projects.

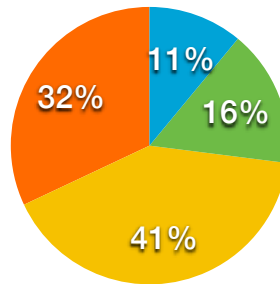
#### 3.1. OVERVIEW OF THE UN-HABITAT SUDAN PROGRAMME

Figure 3.1: Programme Geographic Distribution 1999-2014



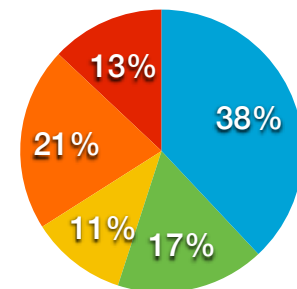
- Blue Nile
- Darfur
- Eastern Region
- Khartoum

Figure 3.2: Programme Responsiveness to MTSIP's Focus Areas



- Urban planning and gov.
- Land management
- Pro-poor housing
- Infrastructure and basic serv.

Figure 3.3: Programme Donors 1999-2014



- UN-Agencies
- Japan
- Norway
- USAID
- Other

61. The Programme supports the Government of Sudan in developing and implementing sustainable urbanisation strategies. The list in Annex 7 gives an overview of the projects by UN-Habitat in Sudan since 1999, from before the official start of the Programme in 2005. UN-Habitat combines policy-making with technical advice and translates this effort into concrete implementation of demonstration activities on the ground. An integrated approach is applied, linking various sectors and different scale levels and including all relevant stakeholders in one project. A participatory approach involves top-down and bottom-up stakeholder involvement throughout the project cycle. The applied approach to institutional capacity development includes providing technical assistance to government authorities in support of the formulation of sustainable urbanisation policies and strategies and on-the-job-training (Figure 3.2). Community involvement develops ownership and accountability of users. The 'do-no-harm' assessment is applied for conflict management.

62. The main donors since 1999 are UN agencies, the Government of Japan, USAID and their Office of US Office of Foreign Disaster Assistance (OFDA) (Figure 3.3). When four projects in the pipeline for Darfur for 2015 will be approved, UNDF will be the largest donor contributing approximately 40% to the portfolio since the beginning of the Programme in 2005. Other bilateral donors are Norway and Italy. The EU and DFID also contributed. Collaboration with UN agencies including under the Peace and Stability Fund (DCPSF) stands at approximately 20%.

63. 66% of the projects are implemented in Darfur; other projects are set in Khartoum, in Blue Nile State and in Eastern Region. No projects are implemented so far in Kordofan or in the Northern Region due to donors' geographical interest and preference (Figure 3.1).

64. UN-Habitat's Strategy in Sudan is elaborated in the HCPD for Sudan 2013-2015. A detailed overview of the achievements is given in UN-Habitat's brochure 'Supporting Urban Development Sudan'<sup>31</sup>.
65. In Darfur the Programme built capacity in urban and regional planning and in land management, promoted SSB technology and supported IDPs in acquiring secure tenure for permanent settlement. A recent project supported economic development and peace building through the restoration of transhumance routes. In Khartoum the Programme built resilience to flooding in specific localities, undertook institutional capacity building in pro-poor urban planning and promoted SSB technology. In Blue Nile State the Programme implemented one project, increasing the capacity of the State Ministry of Planning in urban and regional planning and in land management and improved access to basic services and livelihoods. In Eastern Region the Programme constructed and rehabilitated schools and health facilities in refugee hosting areas under two projects in 2005. Some achievements are highlighted below because they are well documented and their impact has already been demonstrated.
66. 1. UN-Habitat in Sudan has promoted environmentally friendly construction techniques using Stabilized Soil Block (SSB)<sup>32</sup> as an alternative to fire bricks since the beginning of its Programme. The importance of SSB lies in the fact that it is made from locally available materials, with the help of a hand-pressing machine. The procedure is simple, so communities are enabled through this technology to self-build their own facilities and to develop a sense of ownership. Block production doesn't need firewood and therefore the promotion of SSB contributes to preservation of the environment. Pilot projects using SSB technology combine preservation of the environment, flood resistant construction and offering alternative livelihoods in a single activity. The application of SSB is supplemented by mechanisms such as the 'three block approach'<sup>33</sup>. The government, UN agencies and development partners have shown continued interest in collaborating with UN-Habitat on construction using SSB.
67. 2. UN-Habitat has implemented several integrated urban planning projects in Khartoum and in Darfur. In Khartoum the government perceived squatter areas around the city a source of social unrest and of environmental degradation. Within the framework of traditional re-planning exercises, these informal settlements were targeted by a demolition campaign. Against this backdrop UN-Habitat: (i) guided authorities to achieve a shared vision of the settlements future by introducing strategic plans for towns and villages, (ii) assisted Khartoum State in developing priority actions identified in the strategic plan into technical assistance projects and bankable investment packages and (iii) strengthened local capacity in urban planning and management. Through participation in the planning process, the government's perception changed on the merits of urban planning. The projects delivered preparatory work for follow-up projects such as the elaboration of standard housing designs and tested participatory planning methods.
68. The evaluation reviewed four project proposals submitted to UNDF for 2015. UNDF is a fund administered by UNDP and it supports the implementation of the Darfur Development Strategy. The Government of Qatar is currently the main contributor to the fund. The projects resort under the DDS's Foundational and Short-Term (FaST) priorities. They are deemed essential pre-cursors and pre-requisites for the start of longer-term development programmes in Darfur. They are fast-track projects that need to be implemented within a period of 12 to 24 months. A joint United Nations technical team will be recruited including engineers, and procurement and finance specialists to support the projects. The four projects are: (i) Assessment and Technical Support to Darfur Land Commission and addressing Land Concerns at Return Sites, (ii) Redesign and Construction of Administrative Buildings in Selected Localities using SSB, (iii) Upgrading and Rehabilitating of Existing Health Facilities and Basic Health Services in selected return sites in five states of Darfur and (iv) Improved Quality of Urban Environment in the five States of Darfur. Another initiative in the pipeline is the elaboration of a National Urbanisation Strategy and National Urban Policies financed by the Islamic Development Bank in an amount of USD4 million and supported by UN-Habitat.

<sup>31</sup> UN-Habitat ( ), Supporting Urban Development Sudan Brochure

<sup>32</sup> More information about UN-Habitat achievements and challenges with SSB can be found in the UN-Habitat's brochure from 2012 "Economic Benefits of Stabilized Soil Block Technology in Sudan"

<sup>33</sup> The 'three block approach' targets those households without permanent employment but with capacity to work. This allows them to pay the cost of the lease of the SSB making machines and cement by providing blocks for the construction of public utilities. Every third block they make, they can sell it in the market as an income generation source. Source: UN-Habitat (2010), Khartoum Pro-Poor: From Policy Design to Pilot Implementation Projects

### 3.2. OVERVIEW OF THE FOUR PROJECTS

#### C308 INSTITUTIONAL CAPACITY DEVELOPMENT PROJECT IN DARFUR

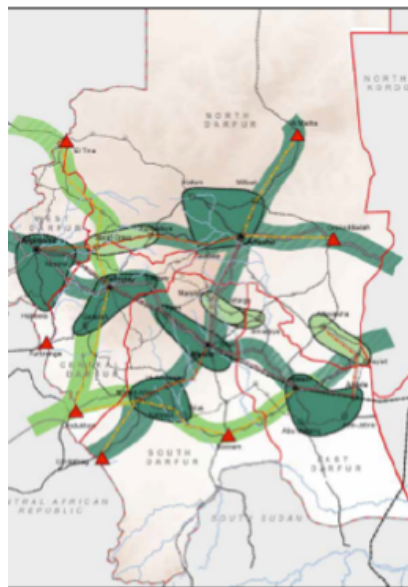
Table 3.1: Project Details on Institutional Capacity Development Project in Darfur

Title:	INSTITUTIONAL CAPACITY DEVELOPMENT IN DARFUR ON URBAN AND REGIONAL PLANNING AND LAND MANAGEMENT (2011-2014)
Project Reference:	C308 Award No. AID-OFDA-IO-11-00054
Location:	Five States of Darfur
Theme:	Urban Planning and Design
MTSIP Focus Areas:	FA2 Participatory Planning, Management and Governance 65%; FA3 Promote pro-poor land and housing 25%; FA4 Environmentally sound basic urban infrastructure and services 10%
Approval Date:	13 October 2011
Period of execution:	29 months (planned 24 months)
Start date:	01 November 2011
End date:	31 March 2014
Contractual values:	USD2.128.315
Implementing agency:	UN-Habitat
Financing Body:	USAID
Implementing partners:	MEFPD; State Ministries of Planning; DRA through the Darfur Land Commission
Beneficiaries:	Residents of Darfur including IDPs
Supporting partners:	Line Ministries; Localities; South Darfur Strategic Plan Council; Fashir University of Darfur; IOM

Box 3.1: Some results of the Institutional Capacity Development Project in Darfur

Proposed Spatial Structure of Regional Spatial Strategy for Darfur

Workshops on urban and regional planning by UN-Habitat's team leader in Central Darfur State



69. The project, further referred to as the 'Institutional Capacity Development Project in Darfur', was conceived within the framework of the Protocol of Understanding between the State Ministry of Planning of Southern Darfur State and UN-Habitat. The Protocol identifies the need to strengthen the capacity of the State Ministry of Planning in urban and regional planning and in land administration, among other aspects. UN-Habitat's technical expertise was also found critical in linking urbanisation with the 4-year housing reconstruction programme for Darfur, mainly funded by the Arab League. The project is set in an early-recovery context. The project theme is Urban Planning and Design.

70. The overall project goal is: Supporting peace building and initiate a recovery process to lay the foundation for sustainable urbanisation and breaking the vicious cycle of dependency on humanitarian aid. The project objective is: Improved physical development by the Federal Ministry of Environment Forestry and Physical Development and the State Ministries of Planning of Darfur and better planned urban settlements in the five States of Darfur especially benefiting returning IDPs. The expected outcomes are: under component 1, improved coordination regarding physical development and increased capacity of Ministries of Planning in urban and regional planning and land management; under component 2, improved housing reconstruction and infrastructure development for IDPs and better conflict management and ; under component 3, communities including weak groups taking up responsibility in HLPs, returning IDPs better supported and urban-rural linkages improved.
71. The project design builds on practical experience from previous projects by UN-Habitat in Darfur and in other countries in working in a post conflict context. Previous work by UN-Habitat in Darfur includes the development of urban profiles of major towns, the promotion of environmental friendly construction techniques and upgrading of the Sakali settlement. UNDP's West Darfur State Situation Analysis released in December 2011 supported the project. The analysis used UNDP's Crisis and Recovery Mapping and Analysis (CRMA).
72. The implementation strategy builds on previous planning projects by UN-Habitat in Darfur and Khartoum. Embedding technical advisers within the ministry, combined with on-the-job and conventional training sessions and workshops were applied to strengthen the capacity of the State Ministries of Planning. Linking capacity building to confidence building was deemed crucial. The process of the elaboration of a Regional Spatial Planning Strategy for the Darfur region would be used to strengthen the planning capacity of the State Ministries and to improve the cooperation between the State Ministries and with the Federal Ministry.
73. It was assumed that strong political will and continued confidence in UN-Habitat's expertise would support the project. A possible degeneration of the security situation and a possible lack of understanding of the applied urban and regional planning concepts and land management were identified as possible risks. The target beneficiaries indicated in the project document are the residents of Darfur including IDPs. USAID/ OFDA financed the project. USAID through their Office of U.S. Foreign Disaster Assistance (OFDA) assists Sudan to prepare for, respond to, and recover from humanitarian crises. Originally the project covered the three Darfur States and was estimated at USD1.128.315 including 7% overheads. The time frame was 12 months.

Project development and key outputs delivered

74. During project implementation, the three States of Darfur were further subdivided into five States. The scope of the project was expanded, an additional amount of USD1 million was granted and the project time frame extended to 24 months. The total estimated and actual cost is USD2.128.315. The project started in November 2011 and was completed in March 2014. The donor granted a no-cost extension of 5 months (Table 3.1).
75. Under component 1, the elaboration of a Regional Spatial Planning Strategy for the Darfur (Box 3.1) region was used to strengthened the planning capacity of the State Ministries and to improve the cooperation between the State Ministries and the Federal Ministry; the five State Ministries of Planning were equipped with laptops and planning software, with land survey and registration equipment; staff were trained in using the software. Capacity Building included modules in (i) AutoCAD, Alarciecad<sup>34</sup>, GIS and specific computerized tools for rational decision-making and planning<sup>35</sup>, (ii) land conflict management and (iii) participatory planning, land use and social peace. Urban plans of the main settlements of Darfur were not revised, as no urban plans existed.
76. Under component 2, five pilot areas in the five States were selected during a consultative meeting; the pilot projects were used to train the five State Ministries of Planning in Rapid Urban Sector Profiles for Sustainability (RUSP), in land management and in construction techniques; 5.500 plots were demarcated for IDPs in three States while in the other two States plot demarcation by the State Government is on-going.

<sup>34</sup> AutoCAD is a common computer aided design programme and Alarciecad directly imports site-survey data into AutoCAD

<sup>35</sup> Matrix of Functions (MoF), Spatial - Multi Criteria Evaluation (SMCE), Special Planning Decision Support System (SPDSS) and PESTLE

77. Under component 3, the State Ministries of Planning were equipped with illustrated urban planning and land management guidelines as part of the elaboration of the Regional Strategy; 25 Village Assessments Reports incorporating plans and strategies to receive returning IDPs, were elaborated in collaboration with IOM. The follow-up awareness campaigns were delivered in a limited scope and implicitly in the course of consultative sessions with stakeholders as it was judged to be too early in the recovery process for this activity, and due to shortage of funds.

Regional Spatial Planning Strategy

78. The above Protocol of Understanding suggests that UN-Habitat supports the State Ministries of Planning with the elaboration of a regional planning scheme for Darfur. A Regional Spatial Planning Strategy of Darfur was thus elaborated under this project and the federal Minister of Planning validated it. It was suggested that the approach and methodology that was used for the Regional Strategy of Darfur, could be duplicated in other countries. A similar Regional Strategy was indeed elaborated under the C333 Project in Blue Nile State below. Therefore the Strategy merits dedicated review under this evaluation.

79. At the time of the project, UN-Habitat didn't have clear guidelines for the elaboration of a Regional Strategy. Recent guidelines (from 2014) promote more compact, socially inclusive, better integrated and connected cities that foster sustainable urban development and are resilient to climate change, at the city, regional and national levels. Constraints to the planning process were: a complex and conflict sensitive environment, unreliably and out-dated data (population census of 2008) and restricted access to the Darfur region.

80. For the elaboration of the Strategy, a methodology was sought that would be unbiased (based on facts and figures), could be used in a context of scarcity of data and would be simple. The chosen methodology is a computerised data processing and modelling software for analysis and planning developed by a university in the Netherlands<sup>36</sup>. The Ministries of Planning were equipped with laptops and software and they received dedicated training. Existing urban centres are assessed according to a set of quantifiable criteria and ranked and organised in a hierarchical system. A stakeholder questionnaire and consultative workshops complemented the assessment.

81. The Regional Strategy output consists of (i) a Proposed Regional Structure of Darfur and (ii) State-Specific Spatial Action Plans. The Proposed Structure is based on the 'centrality principle' whereby urban centres are ranked according to the above criteria and organised in a hierarchical system using the spatial concepts of Economic Development Areas, Development Corridors and Nodal Towns.

82. The Regional Strategy frames future investment in a longer-term perspective and promotes a more balanced territorial development in Darfur. UN-Habitat organised meetings, workshops and capacity development to enhance institutional coordination between the five States of Darfur regarding reconstruction, growth on the main urban centres and the location of model villages. Strong political 'will' existed in the Darfur States for the project and the States were confident about UN-Habitat expertise in the field.

83. The Regional Spatial Strategy was presented and discussed with the United Nations Country Team, the Humanitarian Team, international NGOs, and a number of donors. Their comments were incorporated in the final strategy.

**C333 PLANNING PROJECT IN BLUE NILE STATE**

Table 3.2: Project Details on Planning Project in Blue Nile State

TITLE	PARTICIPATORY AND GENDER-BALANCED URBAN AND REGIONAL PLANNING, LAND MANAGEMENT, ENVIRONMENTAL-FRIENDLY CONSTRUCTION AND SUSTAINABLE LIVELIHOODS IN BLUE NILE STATE (2012-2015)
Project Reference:	C333 QXB-4636-C333-2833

<sup>36</sup> Twente University - Faculty of Geotechnical Studies - ITC

Location	Blue Nile State
Theme	Urban Basic Services
MTSIP Focus Areas	FA2 Participatory Planning, Management and Governance 65%; FA3 Promote pro-poor land and housing 25%; FA4 Environmentally sound basic urban infrastructure and services 10%
Approval Date:	19 September 2012
Period of execution:	28 months (planned 18 months)
Start date:	February 2013
End date:	31 July 2015
Contractual values:	USD1,860,068
Implementing agency:	UN-Habitat
Financing Body:	The Norwegian Ministry of Foreign Affairs (MFA)
Implementing partners:	State Ministry of Planning
Beneficiaries	MPPPU; Poor communities including IDPs, unemployed youth, women
Supporting partners:	UNDP, FAO, and UNFPA

### Box 3.2: Some results of the Planning Project in Blue Nile State

Workshop for women in textile printing, needle work and henna



Supply of land surveying and registration equipment and on-the-job-training in land demarcation



Construction of community/youth centre using Stabilized Sand Blocks

84. This project is further referred to as the 'Planning Project in Blue Nile State'. Blue Nile State was identified by the JAM as one of the poorest and most disadvantaged States in Sudan. Blue Nile State was especially interested in linking urbanisation to reconstruction as a means for peace building and reconsolidation as was explained during the National Conference on Sustainable Urbanization in November 2010. There was an urgent need to better plan and manage urban settlements. The authorities needed to be strengthened in planning, service delivery and in land management. The security of local communities and IDPs needed to be improved and opportunities for sustainable livelihoods for IDPs created. The project was set in an *early-recovery context*. The project theme was *Urban Basic Services*.
85. The overall goal and objective indicated in the project document is: Urban settlements are better planned and managed by the government to provide security and opportunities for sustainable livelihoods for targeted communities in a gender-responsive manner. The expected outcomes are: under component 1, improved physical development and land management to serve returning IDPs and refugees; and under component 2, returning IDPs and refugees working, better housed and having access to basic services.
86. The project design built on experience from similar initiatives in a number of post conflict countries and on UN-Habitat's previous experience with the above Institutional Capacity Development Project in Darfur. Lessons-learned applied included the application of an integrated and flexible approach, obtaining 'quick wins' to move to more complex issues at a



later stage, etc. The project design was based on consultations with State Ministries, with the Land Commission and HAC; and with the UN partners and grassroots organisations.

87. The project design did not propose an implementation methodology for the development of the Regional and Urban Plans, but instead an 'ad hoc' methodology would be agreed upon with the stakeholders. Guiding principles were designed for the elaboration of the Regional Strategy and Urban Plans. Working in synergy with other UN agencies and development partners would avoid duplication of work. A Situation Analysis of Blue Nile State by UNDP of March 2010 supported the project as well as the Blue Nile State Five Years Strategic Investment Plan 2012-2016.
88. Continued political will and continued confidence in UN-Habitat's technical skills in the field were assumptions. Possible risks identified were: insufficient funds to implement the Regional Strategy and Urban Plans; divergent views from the stakeholders on the project activities and; a degeneration of the security situation and the likelihood of natural disasters and political instability. All stakeholders needed to be involved in the project, as they might otherwise not perceive urban and regional planning a priority area of intervention in the conflict-sensitive context. The direct beneficiaries identified in the project document were the State Ministry of Planning and poor communities including IDPs, the unemployed youth, women, men and children. The project collaborated with UN agencies using of Information Management Working Groups (IMWG) and with the HCT.
89. The Government of Norway, with whom UN-Habitat concluded a Framework Agreement on 12 October 2004, financed the project for an amount of 1.860.068 USD including 7% overheads. The estimated time frame was 18 months.

Project development and key outputs delivered

90. The project start was delayed due to security issues in the State. The project started in February 2013 and was completed on 31 July 2015, bringing the time frame for implementation at 28 months (Table 3.2). All funds are committed. The donor granted no-cost extension of time. Project implementation started with drafting the Spatial Regional Strategy Plan and capacity building of the State Ministry of Planning. The elaboration of the Urban Structure Plans was delayed due to unforeseen circumstances. Plans are now elaborated by a partnership of Khartoum University and the German Jordanian University in Amman. The implementation rate to date is 97%. A number of community-based activities improved access to basic services for IDPs and provided sustainable livelihoods for IDPs and recipient communities. National and international consultants performed needs assessments, undertook capacity building and guided the State Ministry of Planning in elaborating the Regional Strategy. UN-Habitat managed project implementation.
91. Under component 1, the project: (i) performed assessments and workshops to support the elaboration of the Regional and the Urban Plan, the Strategy was elaborated and it will be proposed for validation to the federal Minister of Planning during the workshop, Urban Structure Plans will be elaborated; (ii) inter-sectoral coordination meetings were held on land issues and sets of survey and land registration equipment were delivered to State Ministry of Planning, the ministry's staff was trained in using the equipment and they demarcated plots for IDP families; (iii) An awareness-raising campaign was undertaken to strengthen the ministry and the general public on HLP rights. The training models included: matrix of function and growth pole concept, urban planning approaches and planning in Sudan, basic service and infrastructure delivery, land management, land use and social peace and, data collection and GIS. Two participants went on an exchange visit to Egypt to learn about the planning of medium scale cities. The beneficiaries interviewed regretted that no funds were available to support actual housing construction.
92. Under component 2, the project (i) delivered training in producing SSB to unemployed youth and vocational training to six women in construction trades, textile printing, needle work and henna techniques; (ii) SSB press machines were delivered and instead of forming small entrepreneurs an agreement was signed with a consortium of CBOs called BNON<sup>37</sup> to lend SSB producing machines to the community; (iii) hydraform blocks machines for SSB were delivered to government counterparts for the construction of public facilities. A Youth Centre and a Health Centre were built and handed over to the user; (iv) two peri-urban agriculture

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<sup>37</sup> BNON is a registered body of Ministry of Humanitarian Affairs to coordinate aid projects for registered NGO

schemes were realised, one at El Salhah Women Farm and one at a farm in Roseries (Box 3.2).

### C341 PEACE BUILDING PROJECT IN DARFUR

Table 3.3: Project Details on Peace Building Project in Darfur

Title	PEACE BUILDING IN DARFUR THROUGH RESOURCE MANAGEMENT AND LIVELIHOODS (first phase: 2013-2015)
Project Reference:	C341 QXB-4632-C341-2833
Location:	South Darfur State
Theme:	Urban Basic Services and Land
MTSIP Focus Areas:	FA4. Environmentally Sound basic urban infrastructure and services (75%); FA3. Promote pro-poor land and housing (25%)
Approval Date:	10 December 2012
Period of execution:	24 months
Start date:	January 2013
End date:	Ongoing
Contractual values:	Phase 1: USD795.935 Phase 2: USD499.435
Implementing agency:	UN-Habitat
Financing Body:	UNDP through the Multi-Partner Trust Fund
Implementing partners:	UNDP
Beneficiaries:	600 Families of Pastoralists, farmers, IDPs, returnees, disadvantaged groups including women children, youth and elders
Supporting UN agencies:	FAO, UNAMID, UNICEF
Supporting partners	South Darfur Ministry of Planning, Darfur Regional Authority (DRA) including Land Commission, World Bank, etc

Box 3.3: Some Results of the Peace Building Project in Darfur

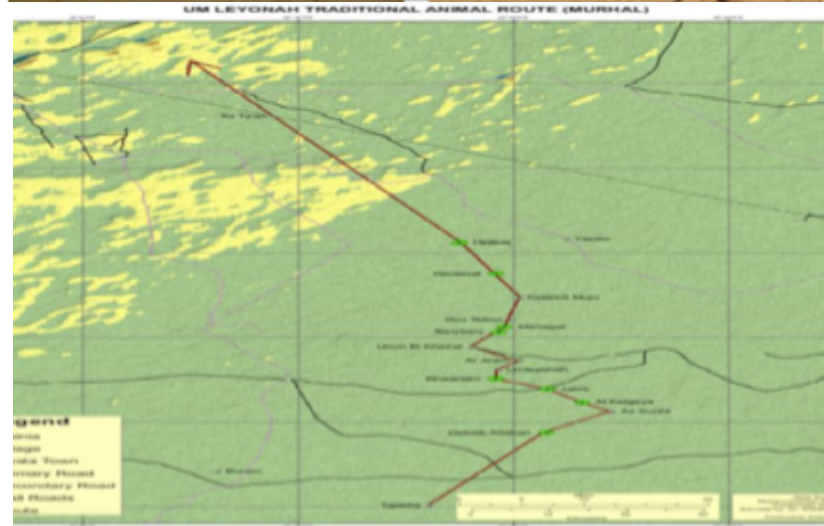
Demarcation of transhumance route – marker stone



Bilil peace/women/ youth centre built



Transhumance route mapped



93. The project further referred to as the 'Peace Building Project in Darfur', originated from a call for proposals from the Darfur Community Peace and Stabilization Fund (DCPSF). The DCPSF is a Multi Donor Trust Fund (MPTF) managed by UNDP and it promotes community level peace-building activities in Darfur. It aims at inclusive peace building and development from bottom-up taking *an early recovery approach*. As such it distinguishes itself from actors intervening to address the political conflict or others delivering humanitarian aid operations<sup>38</sup>. The project theme is Urban Basic Services and Land.
94. The overall project goal is to: Improve environment for sustainable peace, through livelihood support and resource management. The project objective is: Sustainable livelihood systems promoted by informing legal and policy reform processes in land rights, coordinating existing conflict management mechanisms and implementing direct programme interventions designed to consolidate alliances among community stakeholders around shared interests. The outcomes are under component 1, improved environment for social peace and under component 2, improved livelihoods for communities along the transhumance routes and especially for women and youth.
95. The project design built on previous experience in Sudan with land conflict management and livelihoods. The DDPD parameters applied are: (i) governance must fit the aspirations of the people, (ii) the least developed areas need to be brought to the same level of development as the national average and (iii) customary rights, traditions and beliefs need to be taken into account. World Bank's Sudan Peace Building and Development Project (2010-2012) also informed the project design. The project started from 'real problems on the ground' to inform legal and policy reform processes in land rights and conflict management mechanisms. An assessment at project design stage would define the type of Environmental Assessment required under the project.
96. Security along the transhumance route and agreement amongst the government, the farmers and pastorals on the division of natural resources including water and land, were assumed. UN-Habitat's Sudan Country Office Team in Khartoum managed project implementation in close coordination with the State Ministry of Planning and the Land Commission. A Project Implementation Unit was set up in Darfur. A Project Steering Committee guided the project. The beneficiaries are pastoralists, farmers, IDPs, returnees and disadvantaged groups including women, children and the elderly. 600 Families along the transhumance route would directly benefit.
97. The project is financed by the MPTF in the amount of USD795.935 including 7% overheads. The estimated time frame was 24 months. A Phase 2 has been approved for an additional amount of USD499.435 (Table 3.3).

Project development and key outputs delivered

98. The project started with consultative meetings at high level and with localities and grass-root organisations. Assessments were carried out, e.g. the Nyala University's Peace Studies and Development Centre carried out an assessment of selected transhumance routes. Various CBOs and NGOs implemented project activities: NGO SUDIA worked on peace building along the transhumance route; NGO Ajaweed built capacity of grass-root organisations and; the Nomads Commission and the Darfur Nomads Council supported the project. CBOs, NGOs and national consultants performed trainings.
99. Under component 1: media staff was trained and they broadcasted on peaceful co-existence between pastoralists and farmers; CBOs were strengthened in peace building; a Transhumance Route Management Committee was set up and; two Multi Purpose Peace Centers were built using SSB. A 115 km long transhumance route was selected. It was defined by GPS and was demarcated with marker stones (Box 3.3). The drilling of a watering facility along the route was delayed because of a dispute between communities on its location. Drilling was finalised at the end of July 2015.
100. Under component 2, women were trained in food processing and youth in ironwork and electricity. The elaboration of the EIA planned at an initial stage, was delayed because the initial consultant resigned. The EIA was completed in April 2015 and will serve the second phase of the project. The need for training in food processing in the Balil community was established

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<sup>38</sup> <http://www.sd.undp.org/content/sudan/en/home/operations/FundManagment/DCPSF.html>

since the elderly and children suffered from malnutrition related diseases. Women would sell seasonal food to generate income.

### C379 EMERGENCY RESPONSE PROJECT IN KHARTOUM

Table 3.4: Project Details on Emergency Response Project in Khartoum

Title:	EMERGENCY FLOOD RESPONSE IN KHARTOUM FOR VULNERABLE COMMUNITIES (2014-2015)
Project Reference:	C379 2014O-QXB-4636-C379-2846
Location:	Khartoum
Theme:	Urban Risk Reduction
Strategic Plan 2014-2019	Focus area 6: Risk Reduction and Rehabilitation (MTSIP Focus Areas): FA4. Environmentally Sound basic urban infrastructure and services (80%). FA2. Participatory Planning, Management and Governance (20%)
Approval Date:	
Period of execution:	12 months (planned: 9 months)
Start date:	1 April 2014
End date:	31 March 2015
Contractual values:	USD1.600.000 estimated
Implementing agency:	UN-Habitat
Financing Body:	Japanese Government
Implementing partners:	UNOPS, DIMARSI, BNON
Beneficiaries:	Flood affected communities of two Localities
Supporting UN agencies:	UNOPS
Supporting partners:	State Ministry of Planning, Local Authorities, HAC, line ministries, Flood Committee, communities, etc

Box 3.4: Some Results of the Emergency Response Project in Khartoum

Construction of drainage systems



The Director of the Kerari Vocational Training and Entrepreneur Center commenting on the business plans of the female youth groups



Photo of flooding of August 2013 used in pamphlets for awareness-raising campaign on flood resistant construction using SSB



101. The project further referred to as the 'Emergency Response Project in Khartoum', originated from a request for assistance by the State of Khartoum and HAC. Flooding in Khartoum and other settlements along the Nile is a recurrent phenomenon but in recent years the occurrence has increased and rains are heavier. In August 2013, heavy rainfall and flooding hit Eastern Nile locality and Karari locality in Khartoum. The State of Khartoum and HAC requested assistance to alleviate the suffering of the affected people and to assist the State Government to increase the city's resilience to flooding and the development of a rapid response plan. The project is set in an *emergency response context*. The project theme is *Urban Risk Reduction*.
102. The project objective is: Improved adaptation and resilience to floods in selected areas. The outcomes are: under component 1, improved resilience to floods through improved planning, land management and public services delivery in flood-prone areas; under component 2, more resistant construction standards for housing and public infrastructure adopted; and under component 3, improved capacity in emergency construction of drainage and access roads.
103. The project design built on UN-Habitat's past experience in Sudan and in other countries such as: the 2008's Flood Mitigation Planning and Flood Resistant Construction Project in Khartoum and 2010's Settlements Flood Recovery Project in Pakistan.
104. UN-Habitat guided project implementation in close coordination with the relevant government authorities. In the two project Localities Eastern Nile and Karari, project offices were set up in the premises of the Locality Administrative Unit to integrate the projects in the local structures. A team of national consultants assisted with project implementation. An Agreement of Cooperation was signed with UNOPS to implement the second project component on strengthening in emergency construction of drainage and access roads. Full participation of beneficiaries throughout the process consisted the cornerstone of the implementation strategy.
105. Key assumptions identified were: (i) good political will from the authorities of Khartoum State and trust in UN-Habitat's technical knowledge and capacity building ability; (ii) local ownership and; (iii) other bilateral and multilateral partners prepared to support the initiative. The direct beneficiaries are the communities of the two Localities affected by flood.
106. The Supplementary Budget of the Government of Japan financed the project. This Budget was for fast track projects to be implemented within 9 months. They fall mostly but not necessary under humanitarian aid. The project budget was USD1.6million including 7% overheads. The estimated time frame was 9 months.

Project development and key outputs delivered

107. The project received a no-cost extension from the donor and was implemented in 12 months (Table 3.4).
108. Under component 1: an EIA was conducted by UNOPS; DIMARSI of the International University of Africa in Khartoum prepared a Rapid Assessment to Flood Vulnerable Locations Map and Report for permanent solutions and presented the results in consultative workshops; DIMARSI delivered a package of workshops to enhance flood resilience.
109. Under component 2: the project built 1 health centre, 2 schools and 1 youth centre using flood resistant construction technology with SSB and handed the facilities over to the user; 12 manual press machines for SSB and other equipment were delivered and an agreement of cooperation was signed with NGO SUDIA for the lending of the SSB machines to the communities; awareness-raising tools and materials were disseminated; women were trained in leather craft and men in construction and; training sessions were delivered in flood resilience and in urban planning.
110. Under component 3: UNOPS performed an Institutional Analysis on the structure of drainage management and flood response mechanism in Khartoum State at state and locality level and; drainage systems and access roads were constructed in flood prone areas as a demonstration project (Box 3.4).

#### 4. OVERVIEW OF FINDINGS OF COUNTRY PROGRAMME AND RELEVANT PROJECTS

##### RELEVANCE

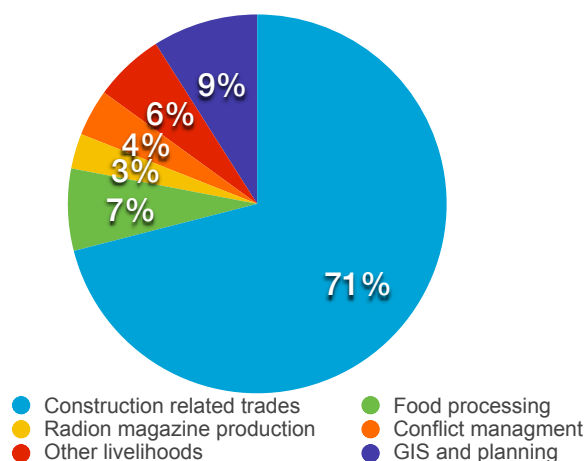
111. In assessing the relevance of the UN-Habitat Sudan Country Programme and Relevant Projects, reference is made to UN-Habitat’s mandate ‘to provide adequate shelter for all and sustainable human settlements development in an urbanizing world’, to UN-Habitat’s MTSIP 2008-2013 and its Strategic Plan 2014-2019. In addition, the Habitat Country Programme Document for Sudan promotes sustainable urbanisation processes and reducing people in need’s dependency on humanitarian aid. This is in line with (i) the cornerstone of the UNDAF to achieving a smooth transition to recovery and longer-term development and (ii) the main objectives of the Doha Document for Peace in Darfur of post-conflict economic recovery and development.
112. Project designs especially build on previous experience in Sudan and on relevant experience in other countries. From this twin experience, from the UNDAF and the DDS and from guidance documents by UN-Habitat and other UN agencies engaged in early recovery, the evaluation team derived an evaluation framework with: (i) areas of intervention relevant to effecting the transition to recovery and longer-term development and (ii) physical development issues affecting the peace process in Sudan. The evaluation also highlights the programme’s responsiveness to the needs of beneficiaries and the Regional Spatial Planning Strategies as key features of programme relevance.
113. The four target projects are consistent with UN-Habitat’s MTSIP 2008-2013. Project activities respond to focus areas as follows: 46% to Focus Area Urban Planning, Management and Governance, 19% to Focus Area 3 Access to Land and Housing for All and 36% to Focus Area 4 Environmentally Sound Basic Urban Infrastructure and Services. When considering the whole Programme most projects are responsive to Focus Areas 3 of Access to Land and Housing for All and 4 Environmentally Sound Basic Urban Infrastructure and Services. The remaining projects respond to Focus Areas 2 Urban planning, Management and Governance.

##### Areas of intervention relevant to the transition to recovery and development

114. The identified areas of intervention relevant to effecting the transition to recovery and development are complementary and therefore require an integrated approach. They are summarised as follows: (i) longer-term economic revitalization and economic development, (ii) strategic land-use planning, (iii) restoration of urban environments, access to water and the provision of basic infrastructure, (iv) secure land tenure and land management, (v) IDPs, reconstruction and shelter, (vi) institutional capacity building and support to legal and regulatory frameworks.
115. Longer-term economic revitalization and economic development

All projects address the urgent need to create employment opportunities through training for IDPs that lost their livelihoods due to displacement and for vulnerable communities in the most disadvantaged States (Figure 4.1). As projects mostly focus on construction, most livelihood trainings are in the construction trade. Construction in Sudan is a male-oriented trade except for Darfur where also women work on construction sites. Specific livelihood trainings offered to women under the Programme are textile printing, needlework, henna techniques, leather craft and food processing. Women traditionally work the fields outside town. This work is now hampered in Darfur since mobility is restricted for security reasons. The Planning Project in Blue

Figure 4.1: Four Projects Training Subjects



Nile State implemented peri-urban agriculture schemes specifically targeting women on the El Salhah Women Farm. The different livelihood trainings also specifically target the youth.

Five women from Balil Locality in Blue Nile State received training on food processing under the Planning Project in Blue Nile State. The women explained that: *“Our community needed this training since many children and the elderly suffered from malnutrition related diseases. We were selected to attend this training by the Popular Committees<sup>39</sup>. We were trained in processing food and participated in awareness-raising sessions on nutrition, child disease and sexual transmitted diseases. Our family is now better nourished and our income increased as we now sell juices and other seasonal food.”*

The Regional Strategies for Darfur and Blue Nile State developed under the Programme identified priority areas of intervention to attract investment and stimulated economic growth. The Peace Building Project in Darfur restored transhumance routes, an activity deemed crucial in the DDS to diversify the employment scope and for longer-term economic development of the region.

#### 116. Strategic land-use planning

UN-Habitat changed the perception of the government on the merits of good urban planning for social stability, environmental sustainability and to build resilience to floods. Projects in Khartoum, Blue Nile State and Darfur undertook strategic planning of settlements. The Regional Strategies for Darfur and Blue Nile State took a large step forward into demonstrating the importance of planning on a larger scale. Prior to these projects, planning in Sudan was undertaken on a crisis-response basis to attend to urgent problems. In Darfur, urban profiles of El Fasher Town and Abu Shouk IDP Camp supported follow-up projects. UN-Habitat intends to elaborate more urban profiles in Darfur. The planning activities are systematically applied to enhance the capacity of the Ministries of Planning and to improve collaboration between central institutions and local level institutions and communities. A discussion with a survey engineer of the Ministry of Planning revealed the following: *“I joined the Ministry in 1998, dreaming to improve my skills and advance my career. It is only now that I received training. I participated in the urban and regional planning workshops by UN-Habitat. I feel more confident now and skilled in urban and regional planning. I will perform better and can advance in my career.”*

#### 117. Restoration of urban environments, access to water and the provision of basic infrastructure

All projects restored urban environments. The Emergency Response Project in Khartoum built drainage systems and access roads. Some projects built social and community infrastructure as pilot projects to demonstrate environmental sustainable construction technologies. The Regional Strategies comprise analysis of equipment and infrastructure, of social infrastructure and WASH that are all deemed important conditions for the future development of urban centres. The Peace Building Project in Darfur constructed water yards and social infrastructure as pilot projects. The pipeline projects for UNDF will include building administrative buildings and health facilities and improve the quality of the urban environment in Darfur.

#### 118. Secure land tenure and land management

Land management is identified a compounding causal factor of conflict in Sudan. This theme is one of the priority areas of intervention in the Sudan Country Programme and it is integrated in most projects. UN-Habitat reinforced institutional capacity in plot demarcation through the supply of land survey and registration equipment and on-the-job trainings. It reinforced institutional capacity in land dispute and improved inter-sectoral coordination to deal with land issues. It enhanced awareness in Housing, Land and Property rights of staff in institutions and representatives of communities.

#### 119. IDPs, reconstruction and shelter

Self-help housing construction-using SSB is undertaken in most projects, (i) to demonstrate affordable and environmental friendly construction techniques and (ii) to assist IDPs with the construction of permanent houses. While some projects assisted in housing financing through various schemes, in other projects IDPs interviewed regretted that no funds or credit structures were available to support financing of actual housing construction after they were allocated a plot. Self-help housing construction directly supports the government's self-reliance plan and United Nations return-oriented strategies. The Planning Project in Darfur elaborated Village Assessments

<sup>39</sup> Popular Committees, also called People's Committees were set up by the government in the 1970s to ensure grassroots support. The members of the Committee are elected by the neighborhood's residents and approved by the government  
Source: [www.sudantribune.com](http://www.sudantribune.com)

Reports including short and longer-term plans and strategies for villages and local authorities to receive returning IDPs. The Regional Strategies assist in indicating areas suited for settlement. The case of IDPs resettlements has a dedicated approach, combining flexibility and sustainability, since the context is constantly changing and involves land issues. The UN-Habitat Sudan Team prepares more interventions in this field. UN-Habitat's efforts with upgrading of Sakali camp on the outskirts of Nyala in Darfur grew into the 'Sakali Model of resettlement'<sup>40</sup>. The government solicits UN-Habitat assistance to further explore solutions for IDPs resettlement and model villages (for public servants).

120. Institutional capacity building and support to legal and regulatory frameworks

The Programme and the Four Projects strengthened respective institutions and built the capacity of the Ministries of Planning at federal and state levels in physical planning, in land management, in building technology and in the delivery of basic services, and in disaster risk reduction and mitigation. All projects achieved results in sensitising the government for a longer-term strategic development approach thus contributing to improved institutions. UN-Habitat assisted the government in longer-term planning e.g. by developing Flood Vulnerable Locations Maps, Urban Plans and Regional Strategies. They support building institutional capacity as requested by the government; enthusing and sensitizing government through pilot projects, engaging in hands-on participation in local project activities. Institutions and Ministries are empowered through full participation throughout the planning and implementation of the projects.

121. Continued activities are focused on building and maintaining institutional trust, albeit with a mix of success and recurrent challenges. Some examples: (i) UN-Habitat promotes consistently the use of sustainable SSB, but after then years the government still promotes cement blocks; (ii) the Peace Building Project in Darfur implemented interventions designed to build synergies among stakeholders around shared interests starting from 'tangible problems on the ground' to assist peace building, but the peace building process will require continued effort in the future; (iii) the Emergency Response Project in Khartoum used pressing local problems to create synergies among stakeholders and to achieve longer-term results sensitizing the government on DRR but more efforts are needed for the government to fully mainstream DRR in planning.

Physical development issues influencing the peace process

122. The Programme and Four Projects addressed physical development issues affecting the peace process in Sudan.

The Programme addressed *Unbalanced Spatial Development* by promoting the development of urban centres other than the regional capitals in Darfur and Blue Nile State and by promoting investments in other regions than in Khartoum and the riverine centre of Sudan. T

he Programme addressed *IDPs' Settlement* in the different projects. Planning of settlements, identifying areas suitable for resettlement, the provision of land, housing and social and community infrastructure and offering alternative livelihoods for IDPs are amongst the themes treated under the Programme.

The Peace Building Project in Darfur specifically focuses on restoring *Transhumance Routes* combined with peace building activities for the region.

Physical damage of *Climate Change and DRR* is the theme of the Emergency Response Project in Khartoum. The promotion of environmentally friendly construction techniques using SSB targets the preserving of forests by limiting the mining of wood for brick making.

Improved *Land Management* is promoted throughout the Programme through capacity building of the respective Ministries in land registration and management and sensitizing communities on their rights.

*Natural Resources Management and Permeable Borders* are addressed in the Regional Strategies and in the Peace Building Project in Darfur but merit continued attention.

Responsiveness to the needs of the beneficiaries

123. The Programme and Four Project's direct beneficiaries are the respective Ministries of Planning, poor communities including IDPs, disadvantaged groups including women, children, youth, elders, pastoralists and farmers. Studies and assessments were performed under the projects to target the needs of the beneficiaries. Assessments were carried out to establish the

<sup>40</sup> Sheikh of Sakali Mohamed Lein, Nyala, Darfur, 14 December 2010 <http://mirror.unhabitat.org/>



capacity of Ministries of Planning, to identify income-generating activities, to identify land issues, to select pilot projects etc. Projects are implemented in coproduction with NGOs and CBOs, empowering grassroots organisations.

More specifically, the Peace Building Project in Darfur and the Emergency Response Project in Khartoum are most responsive to the direct needs of poor communities as they maximized coproduction with NGOs and CBOs.

The Planning Projects in Darfur and Blue Nile States on the other hand especially benefitted the Ministries of Planning directly.

Analysis of the context has revealed that the objectives of the government not necessarily correspond with the needs and expectations of IDPs and the communities in Sudan. The Four Projects fully embrace this challenge by addressing the needs of the Ministries of Planning (top-down) as well as the needs of the IDPs and the poor (bottom-up) in each project.

#### Regional Spatial Planning Strategies

124. The Regional Spatial Planning Strategy for Darfur was the first large scale planning activity in Sudan and demonstrated the merits of longer-term planning to government and the public. Taking into account the complexity of any such exercise, the limited planning capacity in the Ministries, the scarce data at the time and the restricted access to the region, the elaboration and completion of a Regional Strategy is an achievement on its own merit. A similar Strategy was developed for Blue Nile State.

To overcome the especially complex planning context, the Regional Strategies reduced the reality to a limited number of key sectors leaving some important aspects such as the natural context and region-specific problems underdeveloped in the Proposed Structure. Also to avoid bias in the given context, a technocratic approach to planning was applied, but planning inevitably partakes in the context in which it is delivered.

The Strategies are strong on analysis but the vision merits more elaboration. This is understandable in the given context, but inevitably leading to needed follow-up activities. The Strategy has already proved to be a good basis for discussion and reflexion. Possible follow-up investment projects are being discussed with the government, with development partners and with a number of donors.

The content of the Strategy is evaluated using UN-Habitat's Assessment Framework for the Strategic Results in Urban Planning and Design (2014)<sup>41</sup>. Admittedly this framework was launched after the project was already completed, but the Regional Strategies are aligned to: (i) promoting mixed-use land development and concentrating of urban development in nodal areas; (ii) a holistic approach to urban development tying the physical, economic, social, political and cultural dimensions of urban life; (iii) and encouraging stakeholder participation. Also the Regional Strategies propose hierarchical system of cities, which is in line with UN-Habitat's guidelines on forming systems of cities.

## EFFECTIVENESS

### Achievement of activities and outputs under the Four Projects

125. Evaluation against the log frame revealed that activities and outputs of all Four Projects have been delivered except for: (i) the elaboration of 'Participatory local urban plans' under the 'Institutional Capacity Development Project in Darfur' since no plans existed at that time, the awareness-raising campaign was not fully delivered as it was judged to be too early in the recovery process for this activity and due to shortage of funds; (ii) the elaboration of 'Participatory local urban plans' under the 'Planning Project in Blue Nile State' was delayed due to unforeseen circumstances related to a changing political context in Egypt (implementation rate 97%), the 'Construction of one health facility' is nearing completion; and (iii) the 'Establishment of water yard along the livestock route' under the 'Emergency Response Project in Khartoum' was delayed due to a dispute between communities on its location. A detailed review of the achievements of activities and outputs is given in Annex 2 and an overview in chapter 3.

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<sup>41</sup> UN-Habitat (April 2014), An Assessment Framework for the Strategic Result of Sub-Programme 2: Urban Planning and Design

Achievement of outcomes of the Four Projects

## 126. Institutional Capacity Development Project in Darfur (C308)

Improved coordination regarding physical development and increased capacity of ministries of planning in urban and regional planning and land management: The workshops delivered improved inter-State cooperation, which is especially effective into integrating the three new State Ministries of Planning, created during the implementation of the project. The Ministries were strengthened in physical planning and land management in terms of staff capacity and equipment. Staff was capacitated into using the GIS and planning software. The Regional Spatial Strategy is used as an advocacy tool for early recovery and development initiatives within the UNCT and with government counterparts and donors. The publication is being printed at HQ and will be disseminated among all actors and stakeholder for further application. *The General Director of the Planning Ministries confirmed during the evaluation mission that the planning of voluntary return villages is now better supported. The head of the survey department of the Ministry of Planning indicated how the project allows him to build a full-blown GIS Unit.*

Improved housing reconstruction and infrastructure development for IDPs and better conflict management: Through integrated urban pilot projects in each of the States targeting IDPs resettlement in new areas, training in RUSPs, in land management and in construction. A number of plots were demarcated.

Communities including weak groups taking up responsibility in HLPs, returning IDPs better supported and urban-rural linkages improved: Village assessments, plans and strategies to receive returning IDPs adequately supported planning of returning IDPs.

## 127. Project in Blue Nile State (C333)

Improved physical development and land management to serve returning IDPs and refugees: The target of #1 Regional Spatial Strategy elaborated; and #2 community infrastructure projects established, was met. These indicators/targets however don't capture achievement at outcome level.

Returning IDPs and refugees working, better housed and having access to basic services: IDPs have increased access to basic shelter, social services and environmentally sound infrastructure in selected urban areas; and #656 people have better prospects to sustainable livelihoods.

## 128. Peace Building Project in Darfur (341)

Improved environment for social peace

Improved livelihoods for communities along the transhumance routes with the focus on youth and women.

No specific indicators are set at outcome level.

## 129. Emergency Response Project in Khartoum (C379)

Improved resilience to floods through improved planning, land management and public services delivery in flood-prone areas. More resistant construction standards for housing and public infrastructure adopted: More resistant construction standards for housing and public infrastructure have been promoted, but standards are not yet adopted. The indicator and targets set in the project design of '4 community facilities established' is not found accurate to deliver the outcome.

Improved capacity in emergency construction of drainage and access roads: Through 'more resilient to emergency construction of drainage systems and access roads applied' in two flood affected neighbourhoods. Capacity in emergency construction has been enhanced in Ministry, in the Localities and with communities.

Achievement of the expected accomplishments (objectives) of the Four Projects

## 130. Specific indicators with baselines and targets are not always set in the log frame to evaluate achievements with regard to the effective transition to early recovery. Therefore this transition is evaluated along the following criteria that have been elaborated earlier in the document:

## 131. Creating national ownership

Various levels of public participation have been applied ranging from ensuring ownership to co-production depending on the specific planning context and the capacity of the respective

Ministries of Planning versus the complexity of the exercise. Projects have systematically assessed many partners' capacity. At government level, UN-Habitat designs and implements interventions in synergy with government authorities and this at different levels. At community level, UN-Habitat engages with non-state actors involved in community driven development and recovery interventions. CBOs and NGOs are systematically involved in project implementation and follow-up after project completion. The Programme demonstrated improved focus on gender and youth, which is especially important to deepen and broaden ownership and sustainability in the early recovery context.

132. Applying a context-specific approach

The projects systematically conducted effective needs and capacity assessments to determine context specific objectives and priorities. In recent years a lot of information has become available on Sudan and on Darfur in particular.

133. Applying an integrated approach

The integration and combination of activities among different sectors within single projects is strong in achieving synergies and mutual benefits thus improving the effectiveness of the interventions. Some decline of the multi-sector approach is recorded over the years towards single or selected sector activities when considering pipeline projects. Some other challenges remain such as poorly linking urban plans with Regional Strategies or linking livelihood opportunities for women to the project themes. E.g. women traditionally don't work in construction but they might be encouraged to support construction planning and administration.

Increased collaboration with the UN agencies on joint programmes and on project activities is recorded and it benefitted project design, implementation and project sustainability. Collaboration with UNOPS under Emergency Response Project in Khartoum benefitted project management. Collaboration with UN agencies through the Multi-Partner Trust Fund as well as with the World Bank, local universities and other partners in the Peace Building Project in Darfur benefitted project design and focus as well as effective project implementation. UN-Habitat is a member of the United Nation's Information Management Working Groups (IMWG) that was active until end of 2013. It contributed to the UNDAF and the elaboration of the Darfur Development Strategy. UN-Habitat is currently leading the UNCT Programme Management Team, which coordinates the development of the next UNDAF (2017-2021).

134. Applying a strategic approach

Urgent problems and solutions are systematically leveraged to contribute to longer-term development goals. For example the Emergency Response Project in Khartoum uses emergency response to flooding to develop Flood Vulnerable Locations Maps urging the government to undertake strategic and long-term planning of flood-prone areas. The Regional Strategies have demonstrated the merits of longer-term planning. But as these almost entirely depend on time-bound donor funding, UN-Habitat faces difficulties to work long-term on key issues. UN-Habitat is trying to mitigate this sustainability risk by repeating and integrating the same key issues under various projects.

135. Applying a DRR and mitigation approach

UN-Habitat has demonstrated its comparative advantage in emergency relief. The Emergency Response Project in Khartoum works towards DRR. The 'do-no-harm' approach is used to manage conflict in an early recovery context when a tangible risk of violence still exists. Risks are acknowledged, assessed and managed.

Demonstrating, monitoring and learning

136. It is important to showcasing the link between Programme/Project activities and the transition to early recovery to demonstrate that UN-Habitats' activities have a positive impact on the Peace Process in the region and as such support the the legitimacy of the United Nations in Sudan.

The Programme is being reported on in various brochures: Economic Benefits of Stabilized Soil Block Technology in Sudan (2012); Un-Habitat (2012) Supporting Urban Development Sudan Brochure (2012); and various brochures on urban planning in Khartoum and Darfur.

Regarding monitoring and reporting, all projects comply with the standard progress reporting requirements in accordance with the project document/agreements with donors. Only one final report was reviewed, for the 'Emergency Response Project in Khartoum'. A list of the reviewed reports is shown in Annex 6. The effectiveness of monitoring and reporting of delivery and results

for the Four Project is analysed in detail in Annex 2. In accordance with the Procedures Manual for Project Management, the progress reports reviewed are narrative and thus don't reflect systematic progress against the log frame, financial progress, lessons learnt, time frames, etc. These are recorded in the automated monitoring and documentation systems IMDIS, in IMIS and in PAAS<sup>42</sup> and are only accessible to staff. The evaluation observed occasional changing objectives and project activities in some project reporting without dully-recorded justification. Improved monitoring and reporting would benefit project and programme performance to: quickly adapt to a changing context which is relevant in the country context, assess results and support normative frameworks in early recovery, improve coherence amongst projects, etc.

## EFFICIENCY

137. UN-Habitat was able to deliver integrated projects in a complex context with a small core team. UN-Habitat in Khartoum consists of 5 professional personnel staff of which 60% are women. They are supported by the ROAS for guidance on technical and policy matters and by HQ for financial management and procurement. Project implementation units (PIUs) are installed on projects sites. For the Four Projects gender in professional personnel is unbalanced as 82% were male. The main reason is that Darfur is not a preferred or hospitable location for women. The project in Blue Nile State had 43% women in the PIU and illustrates UN-Habitat's effort to gender-balance their staff (Figure. 4.2). The role of UN-Habitat is to deliver technical advice, facilitate and assure quality. The Sudan Office aims at converting more project consultancy contract types into fixed-term staff contracts to improve staff performance and reduce sustainability risks in field offices.
138. Time Frames: The Four Projects experienced implementation delays adding 10 to 35% to the planned time frame. The conflict sensitive context in Darfur and Blue Nile States, difficulties to find staff and consulting firms withdrawing from their assignment because of risk issues were recorded justifications. Donors allow only limited time frames as their projects resort under humanitarian aid. Achieving longer-term results regarding early recovery and development (being the objective of UN-Habitat's projects) however is difficult to realize within these limited time frames. Donors are aware of this challenge and they easily allow extension of time albeit at no extra cost.
139. Project Management:
- Procurement: (i) International procurement is done by UNON, (ii) local procurement is done by the UN-Habitat Sudan or (iii) in the PIUs. The CTA has been granted delegation of authority for approval of obligations for procurement of goods and services. The delegation includes the authority to engage in binding contracts for purchase of services, supplies, equipment or other requirement for any project or activity falling under the responsibility of UN-Habitat Sudan Programme up to a financial limit of US 30.000 USD. Before the recent conversion to the UMOJA<sup>43</sup> System this limit was 75.000 USD, applicable to all countries. This reduction now complicates procurement at country level. The UNDP Sudan Office does procurement above this limit. Current procurement arrangements influence UN-Habitat's preference to work with local firms and consultants although these are not necessarily more economic or capable. The Four Project's procurement was not reviewed under this evaluation.
- Financial management: Annex 4 shows the project cost of the Four Projects. The Sudan Programme is not operating a bank account. A worldwide MoU is signed between the UN-Habitat HQ and the UNDP for provision of logistics and finance service. UNDP is processing all payments and financial management is done at HQ. The 2013 Sudan Audit report advised that country projects payments would be done at the country level where records of all supporting documents are held rather than through a reconciliation of UNDP HQ to UNON and the same be sent for IMIS uploading. UNOPS in the Emergency Response Project in Khartoum mentioned indeed lengthy bank transfers by UNON causing delays.
- Reporting on project time frames, project finance and procurement in regular progress reports would assist project M&E, management and performance as well cost control. Admittedly this type of reporting is currently not required.

<sup>42</sup> UN-Habitat (2013), Procedures Manual for Project Management of Regional Office of Arab States

<sup>43</sup> The UMOJA System manages administration, in both business processes and Information Technology solutions in the United Nations Secretariat

## IMPACT

140. The Programme and the Four Projects changed government and the public's perception on:
- (i) The merits of urban and regional planning for social peace, environmental sustainability, and economic growth. UN-Habitat undertook strategic urban planning in so-called 'squatter areas' in Khartoum in 2007 – 2011 and was able to convince the government that better planned neighbourhoods benefit social peace and the environment. Follow-up activities in urban and regional planning were undertaken in the 'Institutional Capacity Development Project in Darfur' and the 'Planning Project in Blue Nile State'<sup>44</sup>. The government implemented Regional Spatial Plans in Darfur and Blue Nile States, linking urban and regional planning to economic growth, to preservation of the environment and to social peace<sup>45</sup>.
  - (ii) The link of interventions in the built environment and environmental preservation: All projects linked construction using SSB to conservation of forests. The Regional Strategies, promote more compact cities and a better environment and they are validated by the federal Minister of Planning. A discussion with the 'Blue Nile Organisations Network' carried out during the evaluation revealed that NGOs are convinced that construction, using SBB saves forests and has great impact on the environment.
  - (iii) The need to reduce urban risks due to climate change: The 'Emergency Relief Project in Khartoum' stimulated the government and communities to build resilience to floods and to mark 'flood vulnerable locations' in urban plans<sup>46</sup>.
141. The Programme and Relevant Projects paved the way towards early recovery and longer-term development through building the capacity of the Ministries of Planning and through using tangible problems on the ground to improving legal and regulatory frameworks.
142. The projects improved collaboration between different levels of government and created synergies between government and communities. The projects supported the IDPs and the poor by improving livelihoods and empowering communities through awareness raising such as on Housing, Land and Property rights.
143. UN-Habitat receives a lot of positive response to the Regional Strategies for Darfur and Blue Nile State. Their impact will however be demonstrated once tangible investments projects will result from them. Investment in large-scale infrastructure and locating IDP return villages, model villages and planned city extensions are envisaged amongst other measures and as per government's intention. UN-Habitat uses the Strategies to scout for projects. The Strategies are being printed and will be disseminated.

## SUSTAINABILITY

144. The Four Projects ensured sustainability of the activities by: (i) handing over community and social infrastructure to the users and (ii) signing agreements with BNON and NGOs to lend SSB producing machines to the community.

The provision of land survey and registration equipment, laptops and software is sustained by the formation of staff in the use of these applications. Some computerized tools and software for analysis, and planning delivered under the planning projects in Darfur and Blue Nile State were found complicated in view of the limited capacity of the Ministries and need follow-up.

For the Peace Building Project in Darfur, a follow-up project in the amount of USD499.435 has been approved under the UNDF. The installation of the Transhumance Route Management Committee and two Peace and Community Development Centres will add sustainability to the project's peace-building efforts.

Under the Emergency Response Project in Khartoum, although the project is an emergency relief project, foundations are laid for sustainability by mapping of flood-prone areas for longer-term

<sup>44</sup> Refer to discussions with UN-Habitat Project Coordinator and with consultant. Publication: UN-Habitat (2008), Khartoum pro-poor: from policy design to pilot implementation projects; UN-Habitat (2009), Urban Sector Studies and Capacity Building for Khartoum State

<sup>45</sup> Discussions with government officials including State Ministries of Planning in Darfur and in Blue Nile State; Discussions with Project Coordinator and with ROAAS Human Settlements Officer; Study of the Regional Strategies

<sup>46</sup> Refer to discussion of evaluators with UN-Habitat Project Coordinator, with the project manager at Karrary Locality Khartoum and groups discussion with beneficiaries at Karrary

development in addition to engagement of a qualified national NGO (SUDIA) to carry-on SSB training and construction beyond the project scope and timeline.

## COHERENCE

### 145. Coherence amongst the projects in the Sudan Country Programme is evaluated.

The Sudan Country Programme is a coherent framework of interventions aimed at achieving its objectives (i) to developing sustainable human settlements and (ii) to demonstrating the legitimacy of their activities having a positive impact on early recovery and the peace process in the region.

#### Integration of the interventions

All projects are aligned to the programme focus of 'transition to early recovery' except for the 'Emergency Response Project in Khartoum'. But this atypical project also supports legal and regulatory frameworks to strengthen institutions in the medium and the long-term, also supporting 'early recovery'. Results from previous projects are applied in follow-up projects. Urban analysis and strategic planning approaches for example, explored in Khartoum and in Darfur around 2008, are applied in the planning activities of the Four Projects implemented during 2012-2015. The application of pilot projects using SSB is consistent in all projects. Designing follow-up projects is difficult since the Programme entirely depends on donor funding.

#### Competency of staff in the various areas of intervention

Coherence in implementing the Programme also depends on the competency of the staff in the various result areas. The Country Team has demonstrated competence in operating in the results areas and/or has sought competent assistance. National consultants advised on land and conflict management. Urban and regional plans and strategies were elaborated in co-production with HQ and assisted by national and international consultants.

#### The application of mechanisms to enhance coherence in the Programme

The HCPD is a key tool into achieving programme coherence at the country level through joint programming and strategic planning. The Country Team has developed a HCPD that incorporates all relevant programme interventions. The strategic planning component merits elaboration to demonstrate how the various interventions work together to effect early recovery by proposing a clear vision and a methodology and tools.

The ENOF, a framework to implement MTSIP 2008–2013, promotes programme coherence at the country level amongst other objectives. Sudan was designated a country for possible collaboration with ENOF. No actions were undertaken in this regard but collaboration with the ENOF or with other initiatives aimed at improving coherence at country level could be explored<sup>47</sup>.

Reporting systems can support synergy between projects, but no such system was reviewed under this evaluation.

## CROSS-CUTTING ISSUES

### 146. Gender

Since 2012- 2013, UN-Habitat's efforts on gender equality and women's empowerment gained momentum. A number of policies and guidelines have been developed since then, some of which are especially relevant to the Sudan Programme such as 'Gender Responsive Risk Reduction and Rehabilitation (2015)'. The Procedures Manual of ROAS, version March 2013, also includes clear gender guidelines. It should be noted that gender policies and guidelines by UN-Habitat, as well as the UNDAF and the DDS mostly date from after conception of the projects evaluated with exception of the 'Emergency Relief Project in Khartoum' (Table 4.1).

Table 4.1: Gender in the UNDAF and in the DDS

#### **UN Women indicates country specific impact areas relevant to the UNDAF that are:**

-Women's leadership and participation;

<sup>47</sup> Achieving Sustainable Urban Development (ASUD); Urban Planning and Design Lab (UPD Lab), etc.

-Women's access to economic empowerment and opportunities;

-Violence against women and access to services;

-Women's leadership in peace, security and humanitarian response;

-Responsiveness of plans and budgets to gender equality, and;

-Norms, policies and standards on gender equality and women's empowerment.

**The DDS documents gender concerns specific to the Darfur region that include:**

Vulnerability of women due to conflict and antecedent cultural practices;

Women traditionally work in the agricultural sector and in trade;

Women concerns in IDP camps that are security risks, violence, female-headed households, etc;

And customary rules regulating land rights in Darfur.

Unlike in other regions, Darfuri women partake in physically demanding livelihood activities including in construction. The load shouldered by women is especially heavy in Darfur.

Figure 4.2: Gender Balance in Staff % Women

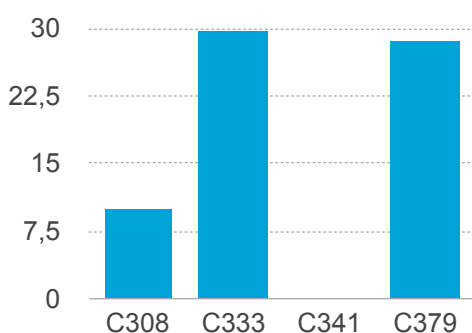
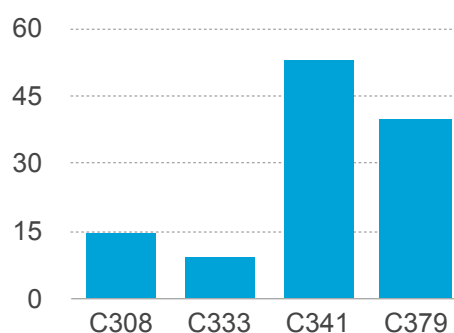


Figure 4.3: Gender Balance in Training % Women



Design

The project's designs are informed by recommendations formulated by UN-Habitat's Gender Unit to mainstream gender. In general these recommendations suggest the need to address the specific needs of women and to capitalize upon women's roles to improve recovery and rehabilitation. Measures proposed include: diversified trainings for women, participation of women throughout the project cycle and in decision-making, equal realisation in HLP rights and the integration of a gender perspective in infrastructure development. Project design translates these recommendations into the measures and activities listed below:

Planning and implementation

According to the information available, no specific studies were performed on gender. All but the 'Institutional Capacity Development Project in Darfur' undertook livelihood training towards women. The subjects were leather crafts and entrepreneurship, agriculture schemes, food processing and textile printing, needlework and henna. The projects relied on existing modules offered and undertaken by NGOs and CBOs. Limited capacity of CBOs and in Darfur in particular was recorded as a challenge in this regard.

Women were empowered through participation in various awareness-raising activities and in urban and regional planning. Training modules take traditional roles into account such as training on the women's farm in Blue Nile State. Three projects built social infrastructure as pilot projects benefitting women.

According to the data available, 17% of women participated in the Four Projects' training activities (figure 4.3). 21% of the project staff consisted of women (figure 4.2). Gender imbalance in the

projects is explained by: (i) conflict and cultural practices that restrict opportunities for women in various sectors and; (ii) the Programme is directed towards physical planning (engineering in Ministries of Planning) and construction which are traditionally not undertaken by women. Gender imbalance in project staff is explained by the two projects in Darfur where it is difficult for women to work because of security risks. Projects situated outside the larger cities of Darfur have particular challenges in trying to meet gender balance in project staff.

#### Reporting and monitoring

Only one of the four projects had gender-disaggregated data in the log frame. All projects recorded gender-disaggregated data in training, but not consistently. Gender-disaggregated data on participation in awareness-raising activities or decision-making were not recorded. Projects are not responsive to all recommendations from the Gender Unit. However, discussions during the evaluation revealed that the projects made good efforts towards mainstreaming gender but that not all efforts were recorded and documented. Women's involvement in the planning of the project itself was also not recorded.

#### 147. Climate change

*Design.* The Projects' design does not specifically address climate change, except for the 'Emergency Relief Project in Khartoum' that aims at improving local disaster risk reduction and include climate change strategies/plans. However, all project designs address issues related to climate change as elaborated below.

*Planning and implementation.* The Regional Spatial Strategies analyse and raise awareness on climate change and environmental degradation. All Four Projects promote construction, using SSB that benefits climate change by preserving forests. The 'Emergency Relief Project in Khartoum' informs government at different levels and communities on local disaster risk reduction and assists in the elaboration of climate change strategies/plans. The project mitigates the impact of floods/climate change in two Localities through construction of drains and the promotion of flood resistant construction technologies. The project sensitizes the government to build resilience to floods/climate change and assists directly with 'assessments to flood prone area maps'.

*Reporting and monitoring.* There are no specific indicators and targets set.

#### 148. Youth

*Design.* All Four Projects acknowledge the specific needs of youth for employment and targeted technical training. Mostly 'youth' is specifically listed among the project beneficiaries.

*Planning and implementation.* The Regional Spatial Strategies raised awareness on the need for youth employment and empowerment. Technical trainings for unemployed youth were included in the Four Projects. The 'Planning Project in Blue Nile State' and the 'Emergency Relief Project in Khartoum' built and established youth centres. The 'Institutional Capacity Development Project in Darfur' partnered with the Youth Union and youth was represented in the Peace Committees established under the project.

*Reporting and monitoring.* There are no youth specific indicators and targets set.

#### 149. Human rights

*Design.* The design of all projects adopted a 'human rights perspective' addressing: land conflict management and land rights, a standard of living for health and wellbeing and access to employment and basic services.

*Planning and implementation.* Project implementation is underpinned by the relevant human rights principles of non-discrimination, participation, and transparency. The Regional Spatial Strategies raise awareness on land conflict management and land rights. The projects promote human rights standards through awareness-raising in LHP rights and pilot projects constructing social infrastructure.

*Reporting and monitoring.* There are no specific indicators and targets set.



## 5. KEY CONCLUSIONS

### 150. UN-Habitat in Sudan operates in a complex context

Continued insecurity, weak capacity of institutions and a slow shift from humanitarian aid to early recovery and longer-term development in general are major challenges. The Country Programme has proven to be able to obtain development results in a difficult context by working in synergy with stakeholders and applying a flexible approach to project design and implementation. UN-Habitat has a development comparative advantage in early recovery and in emergency relief. They are steadily reinforcing their position amongst the UN agencies in the country. Integrating activities in the different sectors to enhance impact of individual interventions in early recovery is the aim of the UNDAF and the DDS and UN-Habitat is experienced in integrated projects. Their 'integrated' projects encompass various sectors and scale levels and involve various stakeholders in one project. While synergies in these integrated projects have proven to enhance the impact of the individual interventions and development effectiveness, integrated projects are complex to design and manage.

### 151. UN-Habitat's leverage depends on its position in the country

UN-Habitat combines a top-down and a bottom-up approach taking on board the perspectives of the different level stakeholders. They also work on improving collaboration between the different levels of government and the communities. The role of non-state actors and civil society in conflict-sensitive environments is important for broad-based empowerment and transformational development.

**Collaboration with government:** UN-Habitat has a good relationship with the government and works in synergy with the authorities at all levels. This relationship results from UN-Habitat's continuous work in Sudan and the commitment of its long-term staff. The government sees UN-Habitat as a trusted and technical capable partner especially in supplying technical assistance in the areas of institutional capacity development, advice on urban development and sustainable construction technologies amongst other areas. UN-Habitat takes a well-considered and proactive approach.

**Collaboration with the local level:** UN-Habitat connects easily to local level stakeholders even in difficult environments such as Darfur and Blue Nile State. They are knowledgeable about the local context and about the different NGOs and CBOs that work in the field. They focus on working with vulnerable groups. Their work with communities is based on mutual respect and the beneficiaries' confidence that activities are tailored to their genuine interest and are unbiased by political capture.

**Collaboration with other UN agencies:** UN-Habitat is seen by other UN agencies as a specialised agency with a reasonable capacity. UN-Habitat in Sudan works under UNDAF and is a member of UNCT with UNAMID. In view of reoccurring conflict, UN's humanitarian aid's primary focus in Sudan remains saving lives and reducing suffering. UN-Habitat—however operates on early recovery, which is secondary focus of humanitarian aid. Fewer resources are therefore available to creating resilience and effect early recovery limiting UN-Habitat's effect in urban areas. Notwithstanding the above ranking of priorities and commensurate resources, the UNDAF and the DDS clearly promote the transition to early recovery. This combination and constant shift of perspectives strongly depends on emerging conflicts or opportunities and illustrates the complexity of development aid in Sudan.

It is important to note that UN-Habitat's role in the UNDAF is mainly a 'contributor' instead of 'convenor'. This however is changing as UN-Habitat is strengthening its role becoming the 'lead agency' of one of the major pillars of DDS. Currently it also chairs the UN Programme Management Team (PMT) on behalf of the UNCT, which coordinates UNDAF. In Blue Nile State, UN-Habitat is currently the only UN-Agency with a permanent representation, which reinforces its position and its reputation with the State authorities.

**Collaboration with donors:** UN-Habitat has no core funds and mainly depends on donor funding for its operations. They comply with donor's themed focus and implement the projects according to the rules and regulations of each donor. Acquiring this trusted position among donors enhances leverage, but the diversification of rules and procedures adds to the complexity of the work.

**Collaboration with other stakeholders:** The Programme increased its collaboration with local universities and learning institutes in order to localise and sustain capacity building programmes.

They have also explored collaboration with the private sector, which has proven a challenge in Sudan and in particular in the project areas where there is little private sector interest.

152. UN-Habitat's delivery capacity depends on its internal resources and the in-house support

UN-Habitat in-house support: With the opening of ROAS in 2012, practical support to projects is enhanced although the regional office has limited staff to assist. Headquarters Branches' guidance on the various themes also improves as they have produced many new guidelines over the last years. But the Country Office has experienced limited HQ staff availability to respond to specific queries. Headquarters have acknowledged the challenge and have launched new initiatives hereto. The Urban Planning and Design Lab for example provides support to projects in the field through development of plans and designs, creating a feedback loop from practice to policy and normative development.

Internal resources: UN-Habitat has no core resources to engage in analysis activities, strategic work and policy dialog, constituting risks in terms of reputation, relevance and sustainability. Operation implementation in an early recovery context requires flexibility and coming up with innovative ideas. UN-Habitat is exploring methods of participatory planning and innovative building techniques amongst other interventions to contribute to the elaboration of a normative framework for early recovery. Project management remains a challenge as UN-Habitat works on longer-term development, which is difficult to achieve within the limited scope and time frame of humanitarian aid projects. Monitoring and reporting, procurement and financial management is undertaken according to UN-Habitat's rules and regulations but innovative actions could improve project performance in the given complex context.

153. A focus on transition to early recovery and longer-term development

The evaluation has demonstrated how UN-Habitat operates in the *key areas of intervention* effecting the transition to recovery and development as identified in the UNDAF, the DDS and various documents by the United Nations including by UN-Habitat. These areas are economic development, strategic land-use planning, the restoration of urban environments including the provision of basic infrastructure and housing. But the relative modest scale of the projects and reliance on donor funding, limits visibility, coherence and feasibility to work strategically on key urbanisation themes. Still, UN-Habitat integrates the same themes in various projects to obtain impact through scale and repetition.

The evaluation has demonstrated how UN-Habitat applies the *guiding principles* to obtaining results when working in an early recovery context. These are: creating national ownership, applying a context specific approach, an integrated approach, a strategic approach, a DRR and mitigation approach and demonstrate, monitoring and learn.

The evaluation has demonstrated how UN-Habitat works on *country-specific physical development issues* that influence the peace process. Making progress on some issues has proven difficult in the specific context. The protection of ecosystems and the installation of national parks for example is currently not a government priority and tribal land issues seriously hamper it.

154. Cross-cutting Issues

Gender

Gender in the Sudan Country Programme is affected by the context: (i) in Darfur it is difficult to reach gender balance in staff because of security risks for women in the region; (ii) conflict and cultural practices restrict opportunities for women in various sectors and; (iii) the Programme is directed towards physical planning and construction but women traditionally do not work in these sectors. Women traditionally work in agriculture and in trade. It should be noted that in Darfur, women sometimes also work in construction and that engineering is becoming more popular with women in Sudan<sup>48</sup>.

Gender mainstreaming focuses on livelihood training for women. Women are empowered through participation in decision-making and awareness-raising. Gender-specific studies were not performed. Instead, projects rely on existing training modules offered by NGOs and CBOs. Overall, gender mainstreaming on occasion lacks substance. New ideas are needed to enhance focus on gender by means of: undertaking analysis to identify context/cultural specific gender gaps, developing a vision and approach on gender in the Country Programme, ensuring and

<sup>48</sup> The Emergency Relief project in Khartoum hired a young female engineer

recording women’s participation throughout the project cycle, aligning gender specific trainings to the project theme, awareness-raising to sensitise woman to work in construction and planning related work, enhancing collaboration with other partners than NGOs and CBOs such as with UN Women, the private sector, ILO, etc. Closing the gender gap in project staff can only be achieved by undertaking projects in other regions than in Darfur that are more secure.

Climate change

Not all projects specifically address climate change but they all operate in areas of intervention relevant to climate change such as environmental-friendly construction techniques, improved urban environments, etc.

Youth

Discussions during the evaluation revealed that the projects undertook good effort into mainstreaming youth in the activities but that not all efforts are recorded and documented. The projects integrate youth in the project activities with a focus on job creation and the establishment of youth centres. Youth in the Sudan Programme merits continued effort into: undertaking analysis to identify context/cultural specific gaps; developing a vision for and approach to youth in the Country Programme, diversifying measures to address youth in: participation, housing, sports and recreation etc., monitoring and recording details specific to youth. Collaboration with UN-Habitat’s specific initiatives on challenges and opportunities for urban youth was not recorded. The UNDAF and the DDS include specific youth concerns. A Sudan National Youth Strategy has been formulated and national and state Youth Parliaments have been established.

Human rights

The projects adopt a ‘human rights perspective’ and they are underpinned by the relevant human rights principles.

155. Assessment rating

The overall assessment below (Table 5.1) of the UN-Habitat Sudan Country Programme and Relevant Projects 2012-2015 is based on the UN-Habitat’s rating system as follows: A number rating 1-5 is used for the five evaluation criteria: Highly satisfactory = 5; Satisfactory = 4; Partially satisfactory =3; Unsatisfactory = 2; Highly unsatisfactory = 1.

The assessment rating takes into account the institutional constraints and external factors influencing the Programme/Projects.

Table 5.1: Summary of Performance Assessment

EVALUATION CRITERIA	RATING	ASSESSMENT
Relevance	5	UN-Habitat ‘did the right things’ in the Sudan, developing sustainable human settlements applying an approach relevant to an early recovery context. Projects responded to the real needs of the target beneficiaries focusing on: (i) strengthening the Ministries of Planning, and (ii) addressing the needs of IDPs and of women and youth in particular. A new HCPD will fine-tune the objectives with regard to (i) UN-Habitat new Strategic plan and (ii) local knowledge that recently became available.
Effectiveness	4	The Four Projects achieved all outputs except for a few outstanding activities that are nearing completion or that just could not be achieved due to the complex context. An approach adapted to working in an early recovery context assisted in achieving immediate results. Achievements of the expected accomplishments could not always be established since indicators with baselines and targets for these are sometimes missing in the respective log frames.
Efficiency	4	UN-Habitat has been successful in delivering integrated projects in a complex context and with a small core team. Staff has good knowledge of the local context and they are experienced in working in early recovery. Some challenges remain: (i) project design especially builds on previous experience but also need clear guidelines, (ii) project management is challenging as UN-Habitat works on longer-term development but in the setting of humanitarian aid. Improved monitoring and reporting would benefit effective project performance.

EVALUATION CRITERIA	RATING	ASSESSMENT
Impact Outlook	4	UN-Habitat changed the perception of the government on the merits of urban and regional planning for early recovery and peace. Pilot projects were directed towards improving the environment and creating livelihoods. A challenge remains (i) to continue linking pilot projects to improved legal and regulatory frameworks and (ii) to increase involvement of the private sector, within the constraints of an early recovery context.
Sustainability	4	Building resilience to conflict-related risks and risks resulting from natural disasters is one of the core activities of UN-Habitat in Sudan. Applying more 'co-productive' forms of participation would enhance project sustainability. Weak planning capacity of the Ministries is an impediment. Livelihood trainings are sustained through signing agreements with CBOs. Increased focus on entrepreneurship and involvement of the private sector should be explored.
Coherence	4	The Programme is a coherent framework of interventions that operate in all areas relevant to the transition to early recovery. The Programme also works on the physical development issues identified to influence the peace process in Sudan. The staff are competent in these areas of intervention and are assisted by competent consultants. HQ advised on regional planning approaches. A new HCPD will strengthen strategic focus on early recovery.

## 6. LESSONS LEARNT

### 156. Lesson 1

The programme's strategic focus needs to be clearly communicated to donors and its anticipated impact on early recovery and the peace process demonstrated and projects selected in function of the strategic focus.

Projects in Sudan are aligned to the donors' objectives and depending on donor funding. This somewhat hampers UN-Habitat to work strategically on key urban issues and to respond to the government's request for assistance beyond the actual projects and programmes.

### 157. Lesson 2

Projects need to pursue working in full 'coproduction' with stakeholders. Working in 'coproduction' with government and other stakeholders has proven more effective into reaching the project goal than any other form of participation.

Participation across the various projects in Sudan was found to have different meanings, ranging from 'stakeholders consultation' and 'ensuring ownership and buy-in', to full 'coproduction'. Working in 'coproduction' is more effective for: (i) empowering stakeholders since they take up responsibility; (ii) forming synergies between stakeholders during the process that result in permanent cooperative structures after project completion and (iii) motivating stakeholders to make firm commitments to implement proposed actions during the planning process itself. However UN-Habitat in Sudan was restricted by the weak capacity of the respective Ministries of Planning as planning capacity is a prerequisite for working in full co-production.

### 158. Lesson 3

Programmes and projects need to undertake several thorough and upstream assessments and maximise sharing information with stakeholders in an early recovery context to fully grasp the complexity of the situation on the ground.

The complex context in Sudan is a predominant factor in the design and implementation of the Country Programme and Relevant Projects. Project's relevance and performance was found to improve when sharing information with other UN agencies and development partners. Much information has become available over the last years on Sudan in general and on Darfur and Blue Nile State in particular and this has improved project performance. Early assessments undertaken under the projects have largely contributed to the quality of design and implementation.

## 159. Lesson 4

In a humanitarian aid context where the project time frame is mostly tight, a number of key activities need to be undertaken before the start of the project where possible. These are among others: studies, assessments and locations of pilot projects.

In Sudan, the assessments undertaken during project implementation, notwithstanding their validity, caused considerable implementation delays like the location of pilot projects. An EIA could not be elaborated in time because of the difficult context in Darfur. UN-Habitat argued that these decisions are mostly part of the participation process.

## 160. Lesson 5

Alternative income generation opportunities for women in an early recovery context need to be explored in-depth, as early recovery often focuses on construction, which is a male-dominated trade. They need to take into account local gender culture and customs.

The Country Programme and Relevant Projects link livelihood opportunities of IDPs, poor communities, farmers and pastoralists to peace building in the region. Creating alternative income generation opportunities for women remains a challenge.

## 161. Lesson 6

UN-Habitat needs two mutually supporting ‘pillars’ to be well-established and to have a strong strategic and effective presence, namely a Habitat Country Programme Document and a National Urban Policy.

The absence of a National Urban Policy is an impediment to sustained strategic urban development in Sudan and to the Country Programme. Therefore the government of Sudan plans to elaborate a National Urbanisation Strategy as well as National Urban Policies. UN-Habitat will assist the government but three issues emerge: (i) the limited planning capacity of the Ministry of Planning, (ii) the risk associated with the political dimension of such policies in the country, and (iii) the support of UN-Habitat is limited in terms of human and financial resources.

## 7. RECOMMENDATIONS

## 162. Recommendation 1

UN-Habitat should design integrated programmes/projects with an ‘area specific approach’ in Sudan.

The country portfolio provides evidence of good experience in integrated projects that could be scaled up. UN-Habitat has also developed specific tools and guidelines to work integrative amongst sectors. Urban development is an integrative activity par excellence. It can guide and harmonise dialogue and align different sectors and stakeholders. To further strengthen its leverage and enhance strategic focus, in accordance with UN-Habitat’s Strategic Plan 2014-2019, UN-Habitat should take the lead in designing integrated programmes/projects with an ‘area specific approach’ in Sudan. The Country Team should design integrated programmes or larger scale projects and invite other sectors to join the programme/project. The focus should be a ‘specific geographic area’ or a ‘specific urban theme’. Possible geographic areas have been discussed such as: (i) return villages in Darfur, (ii) the broader area surrounding transhumance routes and (iii) specific border areas. UN-Habitat is already experienced in working in these fields in Sudan. Possible themed programmes/projects are (i) gender-specific (livelihoods) programme/project, (ii) displacement of IDPs and refugees, (iii) specific land management issues like settlements/farmland/pastures conflict, (iv) alignment to SDGs, etc. amongst many other themes. Reference is made to UN-Habitat’s International Guidelines on Urban and Territorial Planning: Towards a Compendium of Inspiring Practices (April 2015).

By designing integrated programmes/projects, UN-Habitat should respond well to the UNDAF and to the Darfur Development Strategy that indicate the need to “work integrated in early recovery”. It will strengthen its role in early recovery in Sudan and in the UNDAF.

In this regard, UN-Habitat should support the government’s efforts to develop a National Urbanisation Strategy and National Urban Policies to identify key urban issues and inform the normative work of National Urban Policies with operational work.

## 163. Recommendation 2

UN-Habitat in Sudan should contribute to developing a normative framework and guidelines for designing and implementing early recovery in a conflict-sensitive context.

The distinction between pure humanitarian aid and early recovery in urban development is not yet clearly defined. A literature review has revealed that other agencies and donors are also still in the process of defining, exploring possible approaches and methods to work in this context. The Sudan Country Programme and Relevant Projects have developed expertise and tried out approaches through pilot projects. To enhance learning, flexible networks or communities of practice should be set up to increase collaboration among countries that work in a similar context to exchange experiences, discuss approaches and innovative ideas. Developing clearly defined norms and guidelines should support UN-Habitat in reinforcing its position and demonstrate the merits of good urban development for early recovery.

## 164. Recommendation 3

UN-Habitat should use operational methods that adapt project design and management to a complex early recovery context.

Operational methods should be used that adapt project design and management to the complex early recovery context in Sudan. For example the issue of limited time frames to implement projects under humanitarian aid should be addressed with donors and with Headquarters.

## 165. Recommendation 4

UN-Habitat should improve formats and monitoring and reporting methods.

UN-Habitat should design monitoring and reporting formats that include: time frames, project finance and procurement, reporting against the log frame, issues arising and lessons learnt to facilitate communication and project management. Standard reporting formats should be designed when working with different consultants and other agencies to streamline information. The reporting system should include regular feedback mechanisms for projects to adapt quickly to a specific rapidly changing context, and should allow for detailed budget management by project staff. There should be a format to show cost per activity and price escalation over time in project costing tables. UN-Habitat should also: maximise involving stakeholders in monitoring and reporting during project implementation; define goals and objective in a concise manner and; insert more social, economic, environmental and other development indicators in log frames to enhance focus on outcomes and impact rather than on activities and outputs.

## 166. Recommendation 5

UN-Habitat should deploy a variety of participative approaches in the specific country context with a preference to “co-production”.

UN-Habitat applies networking partnerships as management concept to address a number of urbanisation issues and to work with the government. The concepts applied in the Four Projects are “stakeholder consultation”, “ensuring ownership” and “buy-in”. The evaluation argues that more effective concepts of participation should be deployed to improve achieving development results.

Many different concepts of networking partnerships exist and they can be characterized in various ways<sup>49</sup>. The evaluation proposes to explore the concept of “full co-productive processes”. “Co-productive policy networks” aim at developing a shared vision on future development coupled with the implementation of actions by partners. These actions, both the practical implementation as well as the translation of the vision into the country’s own policy at the different scale levels, requires substantial commitment of resources from partners including government, private sector and civil society as well as the preparedness to accept the input from the network on policy issue<sup>50</sup>.

The possibility to work in full co-production depends on the context<sup>51</sup>. UN-Habitat should therefore develop a methodology to apply participation within in the specific country context and should propose measures to allow full co-production with government. Measures that are already being taken are: strengthening the capacity of the Ministries of Planning and creating trust among other measures. Measures that should be deployed are: linking planning to tangible actions in the short and medium term and maintaining network structures that have been installed under projects after project completion to strengthen the Ministries of Planning and to support project sustainability.

#### 167. Recommendation 6

UN-Habitat in Sudan should set up a structure for constant information on urban development issues relevant to the Country Programme and Projects.

Because of the complex and volatile country context, information about the local context has proven key to good project design and effective project implementation. UN-Habitat has undertaken many assessments under their projects. Recently a lot of information became available about Darfur and Blue Nile State. Systematic compilation of information and undertaking assessment on specific themes directly relevant to the Country Programme should be done to facilitate future project design and reduce time-consuming assessments during project implementation. Possible assessment and elaboration of: (i) an approach to build the capacity of the respective Ministries of Planning; (ii) an approach to livelihood opportunities for women and youth in the specific context of the Sudan Country Programme; (iii) an approach to enhance private sector involvement in the Country Programme; (iv) the strengths and weaknesses of existing CBOs; (v) region specific studies, etc. Coproduction with other UN agencies might be advised as well as with the elaboration of National Urbanisation Strategy and National Urban Policies by the government.

#### 168. Recommendation 7

UN-Habitat in Sudan should scale up pilot projects, inform legal and regulatory frameworks and enhance private sector involvement in construction.

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<sup>49</sup> A classification to identify different types of policy networks is proposed for reference only as follows:

“Informational policy networks” aim at (i) exchanging information between different parts of government and possibly actors from the various fields, (ii) keep abreast of each other’s actions, plans, objectives and (iii) exchange of experiences.

“Cooperative policy network” aim at (i) exchanging information and (ii) cooperation on a limited number of actions. These actions don’t require substantial input of resources and important input from the various stakeholders. An example is a network combining forces to improve decision-making on studies performed by a third party.

“Co-productive policy networks” aim at developing a shared vision on future development coupled with the implementation of actions by partners. These actions, both the practical implementation as well as the translation of the vision into the country’s own policy at the different scale levels, requires substantial commitment of resources from partners including government, private sector and civil society as well as the preparedness to accept the input from the network on policy issues.

Source:

Jef Van den Broeck, chairman, Honorary Professor KULeuven (2010), Co-production in Strategic Spatial Planning and Strategic Projects.

KULeuven (2008) Netwerken en Netwerking als Uitdaging Voor Ruimtelijke Planning.

Un-Habitat and KULeuven (2004), Urban Trialogues: Visions, Projects, Co-productions

KULeuven (2008) Netwerken en Netwerking als Uitdaging Voor Ruimtelijke Planning.

UN-Habitat (Nabeel Hamdi in the Urban Lecture Series) clarifies how participation in practice depends on the context: on the culture and possible conflict, on the actors’ power and interests, on priorities, on the culture of decision-making and on the existing organizations and their hierarchies. They list conditions for effective participation: strong local organizations, political will, ownership of problems, a common cause, trust, stability or crisis, good representation, tangible results (quickly and immediately).

<sup>50</sup> KULeuven (2008) Netwerken en Netwerking als Uitdaging Voor Ruimtelijke Planning

<sup>51</sup> UN-Habitat (Nabeel Hamdi in the Urban Lecture Series) clarifies how participation in practice depends on the context: on the culture and possible conflict, on the actors’ power and interests, on priorities, on the culture of decision-making and on the existing organizations and their hierarchies. They list conditions for effective participation: strong local organizations, political will, ownership of problems, a common cause, trust, stability or crisis, good representation, tangible results (quickly and immediately)

The Country Office should continue linking pilot projects to improved legal and regulatory frameworks. Environmental friendly and more flood resilient construction materials such as Stabilised Soil Block should be entered in building standards and norms of all States. Government still promotes fired bricks.

UN-Habitat should enhance private sector involvement in pilot projects. Dissemination of construction using SSB is now undertaken by involving NGOs to lend SSB producing machines to the community. A problem raised during the evaluation is the scarcity of SSB on the market and supply not matching the demand. SSB producing machines are also not locally available. Further involvement of the private sector might be explored in this regard to produce the machines locally and to improve entrepreneurship amongst the beneficiaries that are trained in SSB to scale up production and market their products.

UN-Habitat should diversify environmental friendly construction materials and techniques in pilot projects. New projects should be designed to expand on demonstration of sustainable construction technologies by introducing more sustainable yet simple building technologies such as passive building, rainwater harvesting and water purification, solar and wind energy, etc. A project proposal to UNDF in Darfur already includes the use of environmental friendly and traditional techniques for roofs and ceilings. Thin ferro-cement vaults for roofs and vaults built in bricks with minimum formwork will be applied.

#### 169. Recommendation 8

UN-Habitat in Sudan should revise the HCPD in line with the Strategic Plan 2014-2019 and the Arab States Regional Strategy for Sustainable Urbanization (draft 2014).

A new HCPD should also be a good starting point for aligning UN-Habitat's activities to the new mandate and to national processes in line with the discussions on a 'New Urban Agenda' and Habitat III. It should enhance the general awareness regarding the role of human settlements issues for national development, at the level of Government, the UN system operating in countries and donor representatives. It should serve as a reference document to facilitate project design, implementation and evaluation. Reference is made to the new template for HCPDs and its endorsement procedures. UN-Habitat adopted a three-pronged approach placing emphasis on (i) urban legislation, (ii) urban planning and design, and (iii) urban finance and economy. Within the context of Sudan, particular attention is drawn to the following aspects<sup>52</sup>:

The UN-Habitat Programme in Sudan applies the approach needed to work in an early recovery context, operates in the preferred areas of intervention that effect the transition to development and addresses physical development issues influencing the peace process in Sudan. The new HCPD should focus on the *underlying systemic issues* and patterns of organisations and explain the mechanisms applied to effect *the transition to early recovery* and development.

The new HCPD should demonstrate how this transition requires working *strategically* and *integrated* along the lines of the three-pronged approach by: (i) formulating a comprehensive vision and approaches to guide this transition, (ii) proposing strategic interventions in the short medium and long term to implement the vision, (iii) elaborating on the concepts of participation applied within the given context and (iv) the mechanisms to empower stakeholders including weak groups and woman and youth in particular.

The four *other focus areas* of the Strategic Plan 2014–2019 are equally relevant to the UN-Habitat Programme in Sudan and they should be incorporated in the vision along the lines of the three-pronged approach.

UN-Habitat's normative work and the *specific new tools and guidelines* that are relevant to the country should be highlighted such as: Planned City Extensions, support to National Urban Policies, Planning Compact and Connected Cities and Regions, Inclusive and Participatory Planning, etc. The HCPD for Sudan should elaborate on its support to regional forums<sup>53</sup>.

In view of the complex country context the HCPD should elaborate on the *challenges and limitations* of UN-Habitat Programme in Sudan.

It should support result-based management by inserting a *results matrix* and; include feedback moments and mechanisms because of the volatile country context.

<sup>52</sup> UN-Habitat HSP/GC/25/2

<sup>53</sup> Such as the Arab Forum for Housing and Urban Development



It should elaborate on the country-specific aspects of *women and youth* in Sudan and the mechanisms applied to enhance gender equality, women's empowerment and youth employment in urban development; and propose gender and youth specific interventions.

It should address the *different scale levels* from neighbourhood to the global level with special attention to the state levels.

It should work cooperate with the formulation of a National Urban Policy and link up with existing government initiatives. Methodologies to implement proposed actions should be proposed and/or included.

A new HCPD should also be a starting point for aligning UN-Habitat activities in Sudan to the Sustainable Development Goals (SDGs), expected to be adopted in September 2015. Especially the localisation of the SDG 11 along the three pillars economic, social, and environment, should be explored at the national and state levels.

Photo: Evaluator and project beneficiaries at farm in Salha in Blue Nile State (2015)



## 8. ANNEXES

### ANNEX 1: TERMS OF REFERENCE

United Nations Human Settlements Programme

P.O. Box 30030, Nairobi 00100, KENYA

Tel: +254-20 7623120, Fax: +254-20 7624266/7

infohabitat@unhabitat.org, www.unhabitat.org

#### EVALUATION OF THE UN-Habitat SUSTAINABLE URBAN DEVELOPMENT PROGRAMME IN SUDAN, 2012-2015

##### 1. Background and Context

UN-Habitat, the United Nations Human Settlements Programme, is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for all urbanization and human settlement matters within the UN system.

UN-Habitat envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. To achieve these goals, derived from the Habitat Agenda of 1996, UN-Habitat has set itself a medium-term strategy approach for each successive six-year period. The previous and the current strategic plans, *Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013* and *Strategic Plan 2014-2019* are of relevance to UN-Habitat's Sudan Programme. Here, the major focus of UN-Habitat's interventions underscores the economic, social and environmental inter-relationship and interdependence that exist between rural and urban areas vital to sustainable development at a national level.

UN-Habitat's work on sustainable urbanization links with humanitarian type interventions. UN-Habitat is currently implementing the project 'Emergency flood response in Khartoum States for Vulnerable Communities' project to address these urgent needs through training and capacity building on resilient to floods, urban planning management and construction standards. The overall goal is to strengthen government and community capacities to conduct emergency construction of public facilities and necessary infrastructure through adaptation and implementation of resilient to floods urban planning and building techniques.

In its approach, UN-Habitat bridges development of settlements in rural and urban areas. UN-Habitat with the state Ministries of Planning and other government and community partners and stakeholders in Darfur have developed a Regional Special Planning Strategy for Darfur that advocates for the establishment of a network of urban settlements in Darfur, which can support each other and work as productive and interconnected nodes benefiting their surrounding rural areas. This network can efficiently integrate socio-economic, basic services and infrastructure aspects that will benefit the population of Darfur as a whole, constituting the territorial foundations of its future development.

As articulated in the final draft (October 2014) of UN-Habitat's Regional strategy 'Arab States Regional Strategy for Sustainable Urbanization' developed in response to the challenges to the region and identified in the State of Arab Cities 2012, the following priorities for common action are prioritized for future action:

- (1) Improving the Integration of Comprehensive Urban Strategies in their National and Regional Development Plans
- (2) Responding to Demands for Inclusive Economic Opportunities, Affordable Housing, and Access to Services for all
- (3) Improving Urban Management and Promoting Participatory Governance
- (4) Mitigating Climate Change.

##### 1.1 The context of Sudan

##### Sudan after the cessation of South Sudan

The year 2011 marked a turning point that underscored the continuing complexity of the national development context. South Sudan voted to secede from Sudan and became a sovereign country in July 2011. The independence of South Sudan has compounded existing economic challenges for the Republic of Sudan and coincided with a broader global economic crisis as well as ongoing internal conflicts. Among Sudan's remaining 17 states, the longstanding conflict in the Darfur region persists, while fighting has renewed in the strategically important areas of Abyei and South Kordofan, and hostility also commenced in the Blue Nile State.

#### Situation in Darfur

Due to prolonged conflict in Darfur, around 2.3 million people have been displaced. This is corresponding to almost a third of its population. They have been forced to flee to major cities thus contributing to an accelerated urbanization process. Such phenomenon implies an enormous pressure on the government and the urban fabric in providing the necessary services to new settlers, in some settlements even doubling the existing urban population. Additionally, the formation of IDP camps and migration to urban areas create enormous environmental threats, particularly due to the growing need of wood for producing fired bricks which accelerates the deforestation process in an already fragile ecosystem. The camps also contribute to increased social stress resulting from overcrowding and difficult living conditions provoking recurrent conflicts between different factions and with the host communities.

The conditions of the urban centers in Darfur have been assessed in multiple studies, especially through the recent United Nations Joint Assessment Mission that highlighted the following main problems: (i) scarce qualified human resources across the whole spectrum of technical and administrative urban management functions; (ii) serious vacuum in terms of legal, regulatory, and institutional mechanisms to guide urban development and management; (iii) shattered productive and social infrastructure; (iv) limited job opportunities; (v) precarious services and infrastructures; and (vi) depressed or non-existent revenue bases due to lack of updated fiscal mechanisms and poor financial and asset management. Land issues - as it typically occurs in post-conflict scenarios - are particularly complex to manage, and access to adequate shelter and basic services for the poor is among the most critical and urgent matters to be addressed. The absorptive capacity of the urban centers to provide serviced land with infrastructure has been strained by massive migration of returnees, IDPs exiting the camps, and the rural exodus provoked by the on-going conflict. Failing to provide urgently solutions to such challenges, there is a considerable risk of creating new conflicts and instability in the region.

#### Situation in Blue Nile State

The Blue Nile State is one of the three areas identified under the Comprehensive Peace Agreement (CPA) in January 2005 as transitional area subject to a special protocol. The state population is estimated at 832,112 (2008 Sudan census) with an annual growth of 3%. Limited livelihood opportunities, war and displacement have led to a high incidence of poverty among Blue Nile citizens, coupled with lack of basic services, particularly among rural households, according to available records from the Ministry of Social Affairs and Guidance, 85% of the state population is below poverty line. The state was also identified by the Joint Assessment Mission (JAM) as one of the poorest and most disadvantaged states in Sudan.

Poverty and the effects of war have resulted in a number of social problems in families and communities. The numbers of vagrants, orphans, school drop-outs and child laborers (often in physically demanding work, such as brick stacking) are increasing. During the last two decades, Blue Nile State has experienced two waves of displacement and return. The first took place in 1987, when the Sudan's People Liberation Army (SPLA) occupied Yabos, Kurmuk and Giessan towns in the southern part of the state. Hundreds of civilians fled to safe areas inside the state and to Ethiopia. IDPs from Kurmuk and Yabos settled in Damazin, Giessan IDPs settled in Roseires, the remaining IDPs settled in villages near to their origins (such as Dindro and Bulang). After the government army took Kurmuk and Giessan back, some IDPs returned home. Others left some of their family members in Damazin and Roseires and sent young people home to cultivate farms, engage in petty trade and cut wood and bamboo. The year 1997 witnessed the second assault of the SPLA on Yabos, Kurmuk and Giessan. At the same time, the National Democratic Alliance (NDA) forces captured the Kedallo area in the southeast of Roseires locality. An estimated 120,000 IDPs and refugees resulted from this situation. After the end of the civil war in 2005, some IDPs and refugees went home with assistance from UNHCR, IOM and international NGOs. From 2006 to date, about 2,973 IDPs and 20,962 refugees have returned home in Blue Nile state

#### Flood effect in Khartoum State

At the beginning of August 2013, Khartoum experienced heavy rainfall and flooding that led to at least 38 deaths with several people injured. In particular, the Eastern Nile region and Karari locality were

hardest hit. The heavy rains and flooding led to the closure of schools and have left many without electricity and clean water supply. The flooding of roads has left many areas inaccessible. Moreover, the impact of floods is exacerbated by the continued expansion of rural and urban settlements in flood prone areas, as well as by inadequate housing and settlements development practices. In order to break the annual cycle of emergency response and its humanitarian consequences and economic losses, urgent action is required in applying effective mitigation measures to protect the most vulnerable communities, as well in developing strategies for the incremental application of mitigation actions at all levels of government and communities.

## 1.2 UN-Habitat in Sudan

Since 2005, UN-Habitat has supported the Government of Sudan in developing and implementing sustainable urbanization strategies. Following an urban-rural linkage approach, the main objective of UN-Habitat's work in Sudan is to bring together national and international expertise and encourage decision makers to promote sustainable urbanization processes, and at the same time assist people in need through the implementation of durable and environmentally sustainable solutions in order to reduce their dependency from humanitarian aid, hence project activities address both humanitarian as well as developmental type interventions. Different methodologies and activities are implemented according to specific needs of the region of intervention. UN-Habitat's approach links policy advisory with informed technical support together with demonstration projects implemented on the ground. It makes use of mainstreaming participatory approaches, institutional capacity development and active community engagement. UN-Habitat's work in Sudan focus on participatory urban and regional planning, awareness-raising and training, the construction of housing and social services using eco-friendly and low cost construction technologies as well as slum upgrading.

Recently, UN-Habitat has finalized the Institutional Capacity Development program in Darfur on Urban and Regional Planning and Land Management Project with the objective of developing the capacity of the local government for tackling the effects of rapid urbanization due to many displaced people and issues related to urban reintegration. It is in this context that UN-Habitat supported the Sudanese State Ministries of Planning and other government institutions and community stakeholders in Darfur in the development of a Regional Spatial Planning Strategy for Darfur that advocates for the establishment of a network of urban settlements in Darfur, which can support each other and work as productive and interconnected nodes benefiting their surrounding rural areas. This network can efficiently integrate socio-economic, basic services and infrastructure aspects that will benefit the population of Darfur as a whole, constituting the territorial foundations of its future development.

A major focus of UN-Habitat's work has been on emergency flood response in Khartoum State and the provision of support to vulnerable communities. The main focus of the project is on providing for urgent needs at neighborhood level training through capacity building on urban resilience, urban planning management and construction standards. Hereby, the overall goal is to strengthen government and community capacities to conduct emergency construction of public facilities and necessary infrastructure through adaptation and implementation of flood resilient mechanisms in urban planning and building techniques.

In the Eastern States, Khartoum, and Darfur States of Sudan, UN-Habitat's work has contributed to developing innovative approaches on how to settle rural low-income communities in emerging urban settlement structures. In Eastern Sudan, UN-Habitat carried out the *Sustainable Options for Livelihood Security in Eastern Sudan (SOLSES)* project, promoting equitable access to sustainable basic services by refugee and refugee-hosting communities through rapid and tangible interventions and effective involvement of CBOs, NGOs and local administrations, building on their capacities to rehabilitate and sustain community services. In Khartoum, UN-Habitat implemented projects with the objective of eradicating urban poverty through effective urban planning and pro-poor policies. The project promoted a new paradigm for urban planning based on principles of participation, involvement of key stakeholders and actors at various levels to identify the strategic needs and entry point; integration of sectors, through a holistic approach including visioning, action planning and decision making.

In Darfur, UN-Habitat has implemented 'woodless' building techniques utilizing Stabilized Soil Block (SSB) Technology for the reconstruction of self-help housing, and building education and health facilities and other community infrastructure. This project was implemented as follow-up to a preparatory programme which aimed at providing long-term shelter, and developing community infrastructure and land tenure recovery programmes in all the States of Darfur.

For the period 2013-2015 the focus is to work with government partners at different levels (federal, state and local/municipality levels) to support them to strengthen all aspects of governance and management in urban areas: effective urbanization, urban planning, and local governance; improved land

management and administration; increased emphasis on pro-poor housing; and improved infrastructure and basic services.

### 1.3 UN-Habitat Country Programme Management

The Sudan Country Programme is implemented by the staff of the UN-Habitat Sudan Country Office located in Khartoum and field offices in various States of Sudan, in close coordination with the UN-Habitat Regional Office for Arab States (ROAS) in Cairo, Egypt. The Chief Technical Advisor represents the Head of Country Programme, ultimately responsible for the implementation of the work programme in Sudan. He provides technical and managerial guidance to national professional staff in Khartoum and the field offices.

### 2. Purpose of Evaluation

UN-Habitat is undertaking this evaluation of the UN-Habitat Sudan Country Programme and relevant Projects in order to assess to what extent the overall support and technical assistance of UN-Habitat has been relevant, efficient and effective, and sustainable.

This evaluation is part of UN-Habitat's effort to perform systematic and timely evaluations of its programmes and to ensure that UN-Habitat evaluations provide full representation of its mandate and activities, including evaluation of work at country level and humanitarian and development interventions. The evaluation was commissioned by the Sudan Country Programme Manager and the Regional Office for Arab States and deemed strategic and timely in order to synthesize on achievements and lessons learned from key projects implemented in the Sudan portfolio that are coming to an end in 2014. Subsequently, the evaluation is to be included in the revision of the 2014-2015 UN-Habitat Evaluation Plan.

The sharing of findings from this evaluation will inform UN-Habitat and key stakeholders, including the Sudanese partners and donor agencies, on what was achieved and learned from the Programme on Building Capacity for Managing Sustainable Urbanization in Sudan.

### 3. Objectives of Evaluation

The evaluation of UN-Habitat's Sudan Programme (2012-2015) is to provide the agency, its governing bodies and donors with an independent and forward-looking appraisal of the agency's operational experience, achievements, opportunities and challenges. What will be learned from the evaluation findings are expected to play an instrumental role in shaping the focus of UN-Habitat in planning and programming projects in Sudan in influencing strategies, adjusting and correcting as appropriate, exploiting opportunities, replicating and up-scaling the implementation approach used, and generating credible value for targeted beneficiaries and addressing national priorities. Evaluation results will also contribute to UN-Habitat's planning, reporting and accountability.

Based on donor requirements and the UN-Habitat Evaluation Policy, the UN-Habitat Sudan Programme allocated dedicated funds to cover the Country Programme Evaluation. Relevant funds are pooled from projects commenced in 2012, hence the period of the evaluation will mostly cover the past two years from 2012 – 2014. However, the evaluation will cover also the wider history of the UN-Habitat Country Programme since the beginning of the UN-Habitat activities in Sudan in order to address overarching programmatic issues based on the long history in the country.

Key objectives of evaluation are:

- To assess progress made towards the achievement of results at the outcome and outputs level of project implemented in Sudan, specifically in the four project selected for in-depth evaluation;
- To assess the relevance of UN-Habitat in promoting sustainable national, regional and urban development by focusing on early recovery and sustainable reconstruction in Sudan, beyond emergency relief interventions;
- To assess the efficiency and effectiveness of the projects in achieving their expected results. This will entail analysis of delivery of actual outcomes against expected outcomes, in terms of delivery of outputs, achievement of outcomes and long term effects;
- To assess the extent to which implementation approaches worked well and did not work that were enabling for UN-Habitat to define the results to be achieved, to effectively deliver projects and to report on the performance of UN-Habitat;
- To assess the extent to which UN-Habitat has incorporated cross-cutting issues of gender, climate change, youth, human rights in the design, planning and implementation, reporting and monitoring of the Sudan programme;

- To assess the extent to which participation, social transformation, inclusiveness and empowerment toward gender equality were achieved in the design, planning and implementation, reporting and monitoring of the four projects implemented in Sudan;
- To bring forward programming opportunities that indicate potential for long-term partnership between UN-Habitat and other organizations working in Sudan;
- To make recommendations on what needs to be done to effectively promote and develop UN-Habitat's support to sustainable urban development in Sudan.

#### 4. Evaluation Scope and Focus

The evaluation is expected to assess achievement, challenges and opportunities of UN-Habitat's Sudan Programme, 2012-2015 through an in-depth evaluation of four projects implemented during that period.

The following four projects will be evaluated in-depth:

- C308: Institutional Capacity Development in Darfur on Urban and Regional Planning and Land Management (USAID/ OFDA: USD2,128,000), Expected accomplishment: Improved on-the-job capacity of Ministry of Planning and Urban Development (MPUD) staff to tackling the rapid urbanization in the 2 States of Dafur that have elevated numbers of displaced people and urban re-integration dynamics;
- C333 – Sustainable Urban Reintegration of Displaced Populations in Blue Nile State (Norway: USD1.8million), Expected accomplishments: 1) Improved capacity of government to better plan and manage urban settlements for better provision of services and integration of displaced people, 2) Improved access to basic services and capacities for sustainable livelihoods for displaced people and recipient communities;
- C341: Peace Building in Darfur Through Resource Management and Livelihoods (UNDP Trust Fund: USD800,000), Expected accomplishments: 1) Capacity developed in Darfur for social peace building, 2) Livelihoods improved in communities along the transhumance routes in Darfur;
- C379: Emergency Flood Response in Khartoum for Vulnerable Communities (Japan: USD1.6million), Expected accomplishments: 1) Improved technical capacities of state and locality level government institutions and local communities to better plan and manage resilience to floods in urban settlements, 2) Improved and more resilient to floods building standards/ norms and construction materials adopted and disseminated, 3) More resilient emergency construction of drainage systems and access to roads to the main roads applied.

The focus should be on the completed and ongoing activities of these projects and advise on the programmatic focus areas of the Sudan Country Programme in the future.

The evaluation analysis will be based on the Theory of Change of the four projects i.e., outlining the results chain and integrated with the projects' Log Frame (see Annex I: UN-Habitat Evaluation Model).

#### 5. Evaluation Questions Based on Evaluation Criteria

The evaluation will base its assessments on the criteria of relevance, efficiency, effectiveness, impact and sustainability in line with standards and norms of evaluation in the United Nations system:

##### **Relevance**

- To what extent are the objectives and implementation strategies of the UN-Habitat Sudan Programme/ Projects consistent with UN-Habitat's strategies and requirements of the beneficiaries (national and local government, local communities)?
- To what extent are these implementation strategies responsive to UN-Habitat's MTSIP and Strategic Plan and human development priorities such as empowerment and gender equality?
- To what extent are the UN-Habitat Sudan Programme/ Projects intended outputs and outcomes consistent with national and local policies and priorities, and the needs of target beneficiaries?

##### **Effectiveness**

- To what extent have the UN-Habitat Sudan Programme/ Projects' intended results (outputs and outcomes) been achieved or how likely they are to be achieved in line with the Theory of Change (i.e., causal pathways) of the projects? In this context cost-effectiveness assesses whether or not the costs of the UN-Habitat Sudan Programme/ Projects can be justified by the outcomes.

- What types of products and services did UN-Habitat provide to beneficiaries? What kind of positive changes to beneficiaries have resulted from products and services delivered?
- To what extent have the projects proven to be successful in terms of ownership in relation to the local context and the needs of beneficiaries? To what extent and in what ways has ownership, or lack of it, impacted on the effectiveness of the projects?

### **Efficiency**

- To what extent did the UN-Habitat country programme management, Regional Office for Arab States and national partners have the capacity to design and implement the projects? What have been the most efficient types of projects implemented?
- To what extent were the institutional arrangements of UN-Habitat (at country, regional and headquarters levels) adequate for the four projects? What type of (administrative, financial and managerial) obstacles did the projects face and to what extent has this affected the projects?
- To what extent did actual results contribute to the expected results at output and outcome levels?

### **Impact Outlook**

- To what extent the projects have (or are expected to attain) attained development results to the targeted population, beneficiaries, participants, whether individuals, communities, institutions, etc.?

### **Sustainability**

- To what extent did UN-Habitat projects engage the participation of beneficiaries in design, implementation, monitoring and reporting?
- To what extent was the theme of the projects aligned with national development priorities and contributed to increased national investments to accelerate the achievement of priorities at national, provincial and city/local level?
- To what extent will the projects be replicable or scaled up at national or local levels or encourage collaboration between states, counties and urban settlements local level?
- To what extent did the projects foster innovative partnerships with national institutions, NGOs, vulnerable groups and other development partners?

The evaluation team may expound on the following issues, as necessary, in order to carry out the overall objectives of the evaluation.

- Responsiveness to specific priority areas of the Sudanese Government;
- UN-Habitat Sudan Programme's coherence with UN-Habitat's mandate and comparative advantage;
- UN-Habitat Sudan Programme's harmonization with other United Nations programmes in Sudan, including use of joint (or common) mechanisms for resource mobilization;
- Performance issues: effectiveness of monitoring and reporting of delivery and results of the Sudan Programme/ Projects;
- Adequacy of institutional arrangements for the Sudan Programme and relevance of structures to achieve the planned results;
- Identification of contribution to success or failure of certain performances (responses to these issues should be categorized by design, management and external factors, particularly context);
- Provisions of Sudan Programme to contain adequate mechanisms for effective mainstreaming of gender and youth issues, so as to impact favourably on the lives of women and girls in Sudan.

### **6. Stakeholder involvement**

It is expected that this evaluation will be participatory, involving key stakeholders. Stakeholders will be kept informed of the evaluation processes including design, information collection, and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance its utilization. Relevant UN-Habitat entities, United Nations agencies, national partners, beneficiaries of the projects, donors, and other civil society organizations may participate through a questionnaire, interviews or focus group discussions.

### **7. Evaluation methods**

The evaluation shall be independent and be carried out following the evaluation norms and standards of the United Nations System. A variety of methodologies will be applied to collect information during evaluation. These methodologies include the following elements:

- **Review of documents relevant to the Sudan programme and its projects.** Documents to be provided by the Sudan Programme staff, and documentation available with the partner organizations (such documentation shall be identified and obtained by the evaluation team).

Documentation to be reviewed will include:

The National Development Plan;

The United Nations Development Framework (UNDAF);

Original project documents and implementation plans;

Annual Work Plan;

Monitoring Reports;

Reviews;

Previous evaluation documents;

Donor reports and evaluations.

- **Key informant interviews and consultations, including focus group discussions** will be conducted with key stakeholders, including each of the implementing partners. The principles for selection of stakeholders to be interviewed as well as evaluation of their performance shall be clarified in advance (or at the beginning of the evaluation). The informant interviews will be conducted to obtain qualitative information on the evaluation issues, allowing the Evaluation Team to assess programme relevance, efficiency and effectiveness of the Programme.
- **Field visits** to assess selected activities of the four Sudan projects selected for in-depth evaluation. The Team Leader will conduct two missions of five days, at the beginning of the assignment in order to discuss with the Sudan Country Office and the National Consultant the work plan and methodology, and at the conclusion of the Evaluation in order to review findings with key partners. If possible, from a security perspective, the National Consultant will carry out weeklong missions to the respective project areas in Sudan (Khartoum, Darfur and Blue Nile State) to assess the projects and document relevant observations from the visits and interviews.

The Evaluators will describe expected data analysis and instruments to be used in the inception report. Presentation of the evaluation findings should follow the standard format of UN-Habitat Evaluation Reports (see checklist for UN-Habitat Evaluation Reports).

#### 8. Accountability and Responsibilities

UN-Habitat Sudan Country Programme and ROAS will commission a Decentralized Evaluation, technically supported by the UN-Habitat Evaluation Unit. A Joint advisory group with members from the Evaluation Unit, the Regional Office for Arab States (ROAS), and the Sudan Country Office will be responsible for comments on the inception report and drafts of the evaluation report.

The Sudan Country Office - in close conjunction with the Evaluation Unit and supported by ROAS - will lead the evaluation by guiding and ensuring the evaluation is contracted to suitable candidates. The Evaluation Unit will provide advice on the code of conduct of evaluation; providing technical support as required. The Sudan Country Office and ROAS- supported by the Evaluation Unit - will ensure that contractual requirements are met and approve all deliverables (Inception Report/ Workplan, Draft and Final Evaluation Reports).

The evaluation team is to comprise of two consultants: A **Team Leader** (International Consultant) and a **Senior Evaluator** (National Consultant). They are responsible for meeting professional and ethical standards in planning and conducting the evaluation, and producing the expected deliverables. The role of the National Consultant will be to support the Lead/ International Consultant.

The Evaluation Team will be supported by the UN-Habitat Office in Sudan, particularly the Chief Technical Advisor and the National Coordinator.

#### 9. Qualifications and Experience of the Evaluation Team

The evaluation shall be carried out by two consultants (Team Leader – International Consultant and National Consultant). The International Consultant is expected to have:



- Extensive evaluation experience. The consultant should have ability to present credible findings derived from evidence and putting conclusions and recommendations supported by the findings.
- Country specific knowledge and understanding of UN-Habitat and the organizational context of the Sudan Programme.
- Experience in working with projects/ programmes in the field of urban development, local governance, housing or infrastructure. Familiarity with post-conflict environment is required.
- Advanced academic degree in urban development, housing, infrastructure, local governance or similar relevant fields.
- Recent and relevant experience from working in developing countries (ideally within the Arab world).
- It is envisaged that the consultant would have a useful mix of experience and academic training from various parts of the world.
- The National Consultant should have good local working knowledge, be proficient in English, and have experience in implementation, management and monitoring of donor-funded development projects.

#### 10. Work Schedule

The evaluation will be conducted over the period of 12 weeks, including the desk review, from March 2015 to June 2015. The consultants (Evaluation Team) are expected to prepare an inception work with a work plan that will operationalize the evaluation. In the inception report understanding of the evaluation questions, methods to be used, limitations or constraints to the evaluation as well as schedules and delivery dates to guide the execution of the evaluation should be detailed.

A provisional timetable is as follows in section 13.

#### 11. Deliverables

The three primary deliverables for this evaluation are:

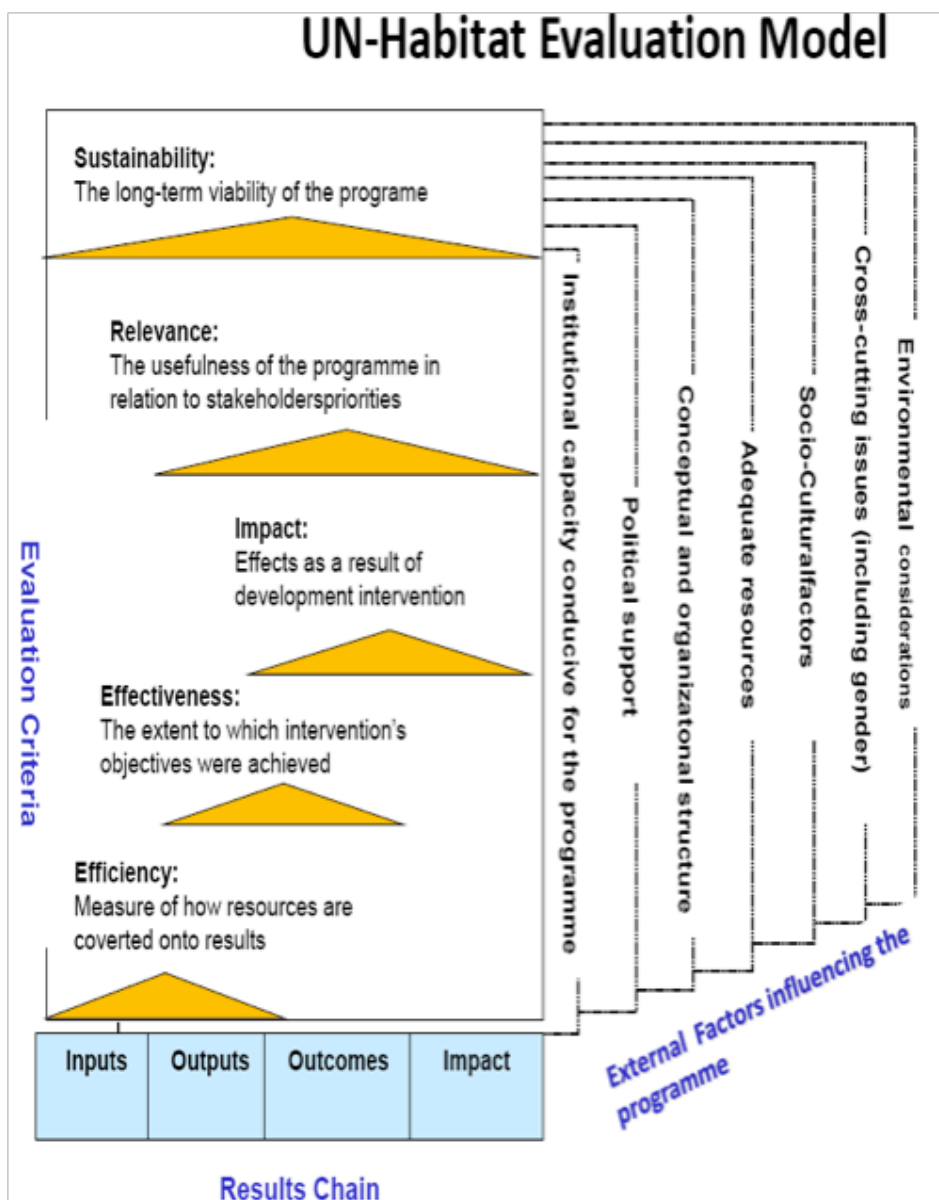
- Inception Report with evaluation work plan. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat's expectations throughout the performance of contract.
- Draft Evaluation Reports. The evaluation team will prepare evaluation report draft(s) to be reviewed by UN-Habitat. The draft should follow UN-Habitat's standard format for evaluation reports.
- Final Evaluation Report (including Executive Summary and Appendices) will be prepared in English and follow the UN-Habitat's standard format of an evaluation report. The report should not exceed 40 pages (excluding Executive Summary and Appendices). The Arabic translation of the Evaluation Report should also be presented. In general, the report should be technically easy to comprehend for non-specialists.

#### 12. Resources

The funds for the evaluation of the Sudan Programme are available within three of the four projects being evaluated, namely C333 – *Sustainable Urban Reintegration of Displaced Populations in Blue Nile State* (Norway), C341 – *Peace Building in Darfur Through Resource Management and Livelihoods* (UNDP Trust Fund), and C379 – *Emergency Flood Response in Khartoum for Vulnerable Communities* (JICA). The evaluation budgets are pooled in order to avail adequate funds for the UN-Habitat Sudan Programme Evaluation in addition to project level evaluation of the particular projects.

Daily subsistence allowance will be paid only when working outside the official duty stations of consultants. The consultants to conduct this evaluation should be of equivalent to P-5 for the Lead Consultant (International Consultant) and NOC for the Senior Evaluator (National Consultant).

Annex TOR: UN-Habitat Evaluation Model



## ANNEX 2: FOUR PROJECTS DETAILED ASSESSMENT

**PROJECT C308: INSTITUTIONAL CAPACITY DEVELOPMENT IN DARFUR ON URBAN AND REGIONAL PLANNING AND LAND MANAGEMENT (2011-2014)****RELEVANCE**Relevance to UN-Habitat's mandate and strategies and to national priorities

The project is responsive to MTSIP's FA2 'Participatory Planning, Management and Governance' for 65%; to FA3 'Promote pro-poor land and housing' for 25%; and to FA4 'Environmentally sound basic urban infrastructure and services' for 10%. It is in line with MDG 1 - extreme poverty and MDG 7 - environmental sustainability. It was conceived within the framework of the Protocol of Understanding between the State Ministry of Planning of Southern Darfur State and UN-Habitat of 2010. It was approved in October 2011 in the aftermath of the signing of the Doha Document for Peace in Darfur (DDPD) in May 2011 and as such its set in an *early-recovery context* in line with national policies.

Relevance to the transition to early recovery

The project operates in areas of intervention relevant to early recovery:

- It pursues longer-term *economic development*. The Regional Planning Strategy is directed towards attracting investment and stimulating economic growth through the development of a system of cities. Economic Development Areas, Development Corridors and Nodal Towns are proposed to effect this. The Strategy is especially directed towards large scale capital investment.
- The project undertakes *strategic land-use planning* at different scale levels. The Regional Strategy was elaborated, returning IDPs villages were assessed and villages/local authorities were supported with plans and strategies to receive returning IDPs.
- Five pilot urban projects on *housing reconstruction and infrastructure development* supported the restoration of urban environments and the provision of infrastructure.
- The State Ministries of Planning were strengthened in *land management* and they received land survey and registration equipment.
- The *situation regarding the large number of IDPs* was tackled on various levels. A Regional Strategy identified areas suitable for settlement of returning IDPs, villages were assessed and assisted with longer-term plans and strategies and plots were demarcated.
- The *institutional capacity* the State Ministries of Planning and the DRA were strengthened in urban and regional planning and in land management.

The project tackles physical development issues with impact on the peace process:

- It balances spatial development in the country as the Regional Strategy promotes economic development in other regions than the centre around Khartoum.
- The Regional Strategy analyses climate change and environmental degradation.
- Land management is adequately treated throughout the project.

Relevance to the target beneficiaries

The direct beneficiaries are the 'residents of Darfur including IDPs'. The State Ministries of Planning, although not indicated as direct beneficiaries, were most directly supported by the project. Returning IDPs will benefit in the longer-term through better planning of their living environment.

Relevance of the Regional Spatial Strategy

The Strategy proposes a hierarchical system of cities which is in line with UN-Habitat's guidelines on forming systems of cities. It promotes mixed-use land development and the concentration of urban development in nodal areas, which is in line with UN-Habitat's guidelines on a compact urban form as a vital component for sustainable urban development. The Strategy aims at assembling the different stakeholders including the private sector and communities and enhances coordination between government institutions, which is in line UN-Habitat's holistic approach to urban development. It is however not clear how integration of dimensions and of stakeholders will be achieved. The preparatory workshops enhanced collaboration between government institutions.

Relevance of trainings and workshops

## Overview of capacity building under C308 project

C308 TRAINING AND WORKSHOP SUBJECT	# PARTICIPANTS	# WOMEN	# Men
Urban and regional planning, land management* - total	395	38	232
	10	-	-
	42	-	-
	30	-	-
	24	1	23
	48	5	43
	35	5	30
	43	-	-
	94	20	74
	69	7	62
Gender where recorded	270	38	232
	100%	14%	86%
GIS and computer aided design - total	82	14	68
	12	2	10
	45	5	40
	25	7	18
Gender	100%	17%	83%
<b>TOTAL C308</b>	<b>477</b>	<b>52</b>	<b>300</b>

\*Training in planning and land management not accurate as the same participants participated in various trainings

Comments:

Gender imbalance in training due to: project's focus on planning and construction; and women are currently underrepresented in the State Ministries of Planning.

**EFFECTIVENESS**Overview of results achieved under the C308 project

C308 RESULTS	ACHIEVEMENT	RATING
<b>Component 1. Functional Institutional settings established in State Ministries of Planning</b>		
1) Five State Ministries of Planning strengthened with a fully operational technical adviser.	Five technical advisers were recruited on consultancy basis.	Achieved
2) Capacity of MEFPD, of the DRA and the State Ministries of Planning strengthened; Improved inter-State coordination regarding physical development; Elaboration of participative Regional Spatial Planning Strategy for Darfur supported; Participative urban plans of the main settlements revised.	Seven workshops were delivered; Technical assistance was delivered to State Ministries of Planning; A Regional Spatial Planning Strategy was elaborated; It was planned that urban plans of the main cities would be revised; no plans were revised as there were not available/existing.	Partly Achieved
3) State Ministries of Planning equipped with land survey and registration equipment.	Packages land survey and registration equipment delivered to the five State Ministries of Planning and they are used.	Achieved
<b>Component 2. Pilot integrated urban projects in housing reconstruction and infrastructure development fully operational</b>		
4) Rapid Urban Sector Profiles for Sustainability	Five pilot projects receive on-the-job training in RUSPs	Achieved
5) Land Conflict Management Tool produced and tested and registered plots allocated to IDPs	Five pilot projects received on-the-job training in land management; 5.500 plots were demarcated	Achieved
6) Increased capacity in housing reconstruction and infrastructure development	Five pilot projects received on-the-job training in construction	Achieved

<b>Component 3. Urban planning and land management tools delivered to institutions and HLP awareness raised in institutions and in communities</b>		
7) Five State Ministries of Planning equipped with illustrated urban planning and land management guidelines	This EA was delivered as part of the Regional Strategy	Achieved
8) Awareness-raising campaigns in 5 pilot areas delivered.	No awareness-raising campaigns were delivered as it was judged to be too early in the recovery process for this activity, and due to shortage of funds.	Not achieved
9) Returning IDPs villages assessed	25 Village Assessments Reports elaborated and disseminated.	Achieved
10) Villages/ local authorities supported with plans and strategies to receive returning IDPs	25 Short and longer-term plans and strategies were produced.	Achieved

### Achievement of the expected accomplishments

Regarding results (activities and outputs):

The table above gives an overview of the *delivery of activities and outputs*, indicating that they have largely been achieved. During implementation the project became more ambitious and shifted focus from the 'outcome' of institutional strengthening and reintegrating IDPs to the 'output' of delivering the Regional Strategy since (i) some of the other project's activities became integrated into the process of elaborating the Strategy and (ii) the original project funds and time frame became inadequate. This might well have been justified but no justification thereof is recorded. Since the costing tables don't show the cost per activity, the extend of the shift could not be established.

Regarding the outcomes:

Outcome 1: Improved coordination regarding physical development and increased capacity of ministries of planning in urban and regional planning and land management.

The workshops delivered improved inter-State cooperation, which is especially effective into integrating the three new State Ministries of Planning, created during the implementation of the project. The Ministries were strengthened in physical planning and land management in terms of staff capacity and equipment. The General Director of the Planning Ministries confirmed during the evaluation mission that the planning of voluntary return villages is better supported. The head of the survey department indicated how the project allows him to build a full-blown GIS Unit. Staff was also capacitated into using the GIS and planning software. The revision of urban plans of the main settlements was not carried out, since no plans existed at that time.

Outcome 2: Improved housing reconstruction and infrastructure development for IDPs and better conflict management.

Integrated urban pilot projects were implemented in each of the States targeting IDPs resettlement in new areas. They received training in RUSPs, in land management and in construction. A number of plots were demarcated.

Outcome 3: Communities including weak groups taking up responsibility in HLPs, returning IDPs better supported and urban-rural linkages improved.

Village assessments, plans and strategies to receive returning IDPs adequately supported planning of returning IDPs. Guidelines in the form of a manual were not delivered. The awareness-raising campaigns, although found an important element in the project's strategy were not delivered. The reporting documents don't give a justification but the Country Team explained that it was too early in the recovery process for this activity and funds were short.

Regarding the project overall objective:

The overall project goal is 'supporting peace building and initiate a recovery process to lay the foundation for sustainable urbanisation and breaking the vicious cycle of dependency on humanitarian aid'. No indicators were set.

### Role of the Theory of Change

The role of the theory of change is not established as elements of the log frame in terms of activities and outcomes are not indicated and reporting against the log frame is not shown in the project reports.

However, the activities and outputs certainly capacitated the State Ministries of Planning and assisted in determining preferred locations for return villages. The elaboration of a Regional Strategy within the context of Darfur itself is a major achievement. It gives a good analysis of the existing situation at a time when information on the Darfur Region was scarce.

#### Impact of the context

The impact of the context on the project's achievements is substantive: awareness-raising campaigns could not be delivered; some areas are left blank in the Regional Plan as they were just not accessible and no information was available; weak planning capacity of the Ministries was an impediment; a changing context such as the addition of three new States; amongst other factors.

#### Effectiveness of the project institutional arrangements

Institutional arrangements were adequate to implement the project as three field offices/PIUs were set up in Darfur. The project received ample support from HQ to elaborate the Regional Strategy.

#### Cost-effectiveness and time frame

The project was estimated at USD1.128.315 with a project period of 12 months. During project implementation, the three States of Darfur were further subdivided into five States. The scope of the project was expanded, an additional amount of 1.000.000 USD was granted and the project time frame extended to 24 months. The total estimated and actual cost is 2.128.315 USD. During project implementation the project received a no-cost time extension of 5 months bringing the project period to 29 months.

This additional amount of USD1.000.000 granted, is large considering that the project amount nearly doubled but the efforts of serving two more Ministries does not justify the additional amount. No additional field offices were opened either. It should be mentioned that the elaboration of the Strategy was not an output in the project document but the process served to capacitate the Ministries, admittedly the project document is ambiguous in this regard.

The original time frame of 12 months was underestimated but tight time frames are a donor requirement when working in an early recovery context. The mechanism of no-cost extension is mostly applied.

If not overambitious, the elaboration of the Regional Strategy in the Darfur context was ambitious considering: (i) the limited time frame, (ii) no guidelines available, (iii) scarce data and (iv) a difficult context. The Strategy, to be apolitical, applied a technocratic approach to planning but regional planning has inevitably a political capture.

#### Effectiveness of monitoring and reporting of delivery and results

Overview reporting on the C308 project

C308 REQUIREMENTS		REQUIREMENTS		REPORTI NG
By donor				
Quarterly narrative and financial progress report	7	Field Progress Report	1	114%
		Quarterly Report	3	
		Training report	4	
By UN-Habitat				
Six-monthly reporting in computerized system	5	-	0	
Final financial report	1	Financial Statement 31 03 2014	1	100%
Mission report	-	-	0	-
Final report	1	-	0	0%

The reports reviewed are captured in the above table and they are listed in Annex 6. Regular quarterly reports were required to be shared with the donor. Seven reports have been reviewed representing 114% of the required reports. Four of the seven reports were training reports. Monitoring and reporting complies with donor's and UN-Habitat's requirements of narrative reporting, except for the missing final report. Training activities are well captured and documented. Reporting on project delivery and results is not comprehensive as (i) not all results/activities are captured, (ii) progress not reported against the log frame and (iii) no problems, recommendations or lessons learnt recorded. It is a missed opportunity that stakeholders did not participate in monitoring and reporting. No feedback moments were planned which would have been useful in view of the volatile project context.

#### Indicators

Indicators are set in the log frame. Not all activities are captured and no separate indicators are set for activities, output, outcomes and objectives. The UN-Habitat Performance Indicators Framework is not followed such as to measure the overall development objective, to measure the impact of capacity building, etc., a factor being that insufficient baseline data were available.

#### Effectiveness of approaches applied in an early recovery context

##### Ensuring national ownership

National ownership was envisaged through consultation, consensus building and assuring buy-in from stakeholders: (i) Strategies and plans were developed in participation with the State Ministries of planning, community leaders and selected IDPs and (iii) the Regional Strategy was validated by the federal Minister of Planning. More co-productive processes would have been more effective into assuring ownerships and creating synergies between stakeholders. Agreements on tangible projects might then have been forged during the elaboration of the Regional Strategy. But weak government capacity and limited private sector involvement were an impediment.

##### Context specific approach

Limited information and restricted access have been an impediment for the elaboration of the Regional Strategy. The Regional Strategy therefore purposely used international planning concepts.

##### Integrated approach

The aspects of institutional capacity building are treated along the three project components and on different scale levels. The village assessments and village plans and strategies compensate the Strategy's weak focus on local development.

##### Strategic approach

The Regional Strategy addresses long-term development of the Darfur region. It focuses on large investments in the longer-term and less on short-term actions. Participation was applied as a third pillar of strategic planning.

##### DRR and mitigation approach and project risk design and management

The project document includes a risk analysis and risk mitigation strategies: political instability, weak government institutions and lack of knowledge on planning concepts were recorded. No risk analysis was carried out but instead the project worked with staff knowledgeable about the local context. The Regional Strategy analysis risks regarding climate change and environmental degradation but these merit to be further elaborated in the proposed development plans.

#### Effectiveness of working with partners

The project is a stand-alone project. Implementing partners were the State Ministries of Planning and the DRA through the Darfur Land Commission, Line Ministries, localities, the South Darfur Strategic Plan Council and Fashir University of Darfur. IOM assisted with the Village Assessments and local and international technical assistants supported project implementation. At project start, the DDS was not yet elaborated. The Darfur region resorted under the UN Humanitarian Work Plan.

## **EFFICIENCY**

#### Efficiency in project design and implementation (management)

The project design broadly follows the UN-Habitat's format. Participation on the project design by national government and other stakeholders is not recorded but the project follows the recommendations of the national conference on sustainable urbanization in Sudan in 2010. The Ministries of Planning were involved throughout the implementation of the project. The Regional Office for Africa and Arab States (ROAAS) delivered substantive support into defining the approach and methodology to elaborate the Regional Strategy. An assessment framework for the Regional Strategy was elaborated by UN-Habitat, but after the completion of the project<sup>54</sup>.

Factors influencing project implementation were: strong political will, confidence in UN-Habitat's competence and good knowledge of the local context by project staff on the one hand; limited access and information, weak government capacity, a complex State context and absence of clear guidelines on regional planning on the other hand were challenges.

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<sup>54</sup> UN-Habitat (2014), An Assessment Framework for the Strategic Result of Sub-Programme 2: Urban Planning and Design

### Efficiency of institutional arrangements

The three field offices were adequate to implement the project. The two extra States that were formed complicated project implementation f.e. increasing travel needs in the region. The human resource mix of a senior human settlements officer, a human settlements officer and a mapping specialist from the regional office; an international urban planner; part-time support by a consultant land management expert and a consultant urban and regional planner delivering part-time support, were adequate. Cost-efficiency in terms of productivity per employee and project cycle processing time is not evaluated in detail as no detailed information is available.

## **IMPACT OUTLOOK**

### The merits of spatial planning

The Project changed the government's perception on the merits of urban and regional planning. Planning in Sudan in the past was performed on a crisis basis, attending to problems as they presented themselves. The elaboration of the Regional Strategy took a large step forward into demonstrating the potential merits of longer-term spatial planning for economic development and the address the problem of IDP settlement. The process of the elaboration of the Strategy not only served to strengthen the Ministries in planning but also enthused and motivated staff as is shown in the project reports.

### Early recovery, development and the peace process

The project benefitted the peace process in the longer-term working on creating synergies between stakeholders, improving planning and land management, assisting with the resettlement of IDPs, etc. The project improved collaboration between the five State Ministries of Planning of Darfur. The Regional Strategy is well received by government and development partners and UN-Habitat currently discusses capital investments such as on the railway with them.

### Impact of the spatial concepts

The Strategy in Darfur led to the development of similar strategies. A Regional Strategy for Blue Nile State has been developed. It will support the development of a National Urban Policy.

The spatial concepts of Economic Development Areas (EDAs) and Development Corridors applied in the Strategy create a strong image and expectations with the public. The extend of the impact of the myriad of EDAs and Corridors in Darfur needs following up.

### Impact on the lives of the target beneficiaries

Land management efforts directly benefited the target beneficiaries that are the residents of Darfur including IDPs as 5.500 plots were demarcated. The beneficiaries interviewed regretted that no funds/mechanisms were available to support actual housing construction.

## **SUSTAINABILITY**

### Financial sustainability

The State-specific Spatial Action Plans of the Regional Strategy list major capital investments but the General Director of the Ministry of Planning expressed regret that currently no funds are committed to implement them. It is a missed opportunity that no tangible projects could be committed by government or other stakeholders during the process of elaborating the Regional Strategy. The Country Team is confident that the Strategy will lead to increased investment in infrastructure in Darfur.

### Social and cultural sustainability

The Regional Strategy enhanced collaboration between the five States of Darfur.

### Environmental sustainability

The Regional Strategy analyses climate change and environmental degradation and advocates efforts to building resilience.

### Institutional sustainability

Sudan's National Council for Physical Development together with the DRA will follow up on overall implementation of the Regional Strategy. No feedback mechanism has been designed to support this activity.



The provision of land survey and registration equipment, laptops and software is sustained by the formation of the staff in the use of the applications. Some computerized tools and software for analysis and planning delivered to the Ministries of Planning are specific in view of the limited capacity of the Ministries and need follow-up<sup>55</sup>.

It is regretted that the government could not recruit the technical advisers that were imbedded in the Planning Ministries after project completion.

## **CROSS-CUTTING ISSUES**

### Gender

Project design:

- The project follows the recommendation from HQ's gender unit(s) that 'women representatives from the different stakeholders will participate at the different stages of the project and female staff will be trained'.

Project planning and implementation:

- Participation of 17% women was recorded in training on urban and regional planning and land management and GIS and computer aided design. Woman participated in consultations on the Regional Strategy
- 10% of the project staff consisted of women.
- The Regional Strategy analyses gender issues in IDP camps, in government and in trade.
- Low participation of women in training and project implementation is explained by (i) the insecure situation in Darfur and (ii) only few women work as engineers in government. The Regional Strategy analyses gender aspects but no approaches or concept are proposed to address them.
- No gender specific studies were performed.
- Woman empowerment:  
Legal empowerment: n/a  
Political and economic empowerment: 52 women participated in Regional Strategy workshops  
Social empowerment: n/a

Project reporting and monitoring:

- Indicators are not gender-disaggregated
- Gender-disaggregated reporting on some training is performed.

### Climate change

Project design:

- No record.

Project planning and implementation:

- The Regional Strategy analyses climate change and environmental degradation, however climate resilience at the regional level merits elaboration in the development proposals. No EIAs were carried out under the project, which is remarkable. The Regional Strategy raised awareness on climate change and the environment.

Project reporting and monitoring:

- No records

### Youth

Project design:

- Need for youth employment indicated

Project planning and implementation:

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<sup>55</sup> According the Country Team, senior human settlements officer of ROAAS interviewed, and the evaluator

- The Regional Strategy raised awareness on youth mentioning: the exclusion from positions of leadership and; youth employment.

Project reporting and monitoring:

- No record.

#### Human rights

Project design:

- A 'human rights perspective' is adopted in the project design:  
The urban and regional strategies will propose solution on land conflict management and land rights.

Project planning and implementation:

- The Regional Strategy raises awareness on land conflict management and land rights.
- Project implementation is underpinned by relevant human rights principles of non-discrimination, participation, transparency.

Project reporting and monitoring:

- No record.

## **ASSESSMENT**

### Strengths

- The project is relevant into triggering the transition to early recovery as it (i) operates in all relevant areas of intervention and (ii) it operates on physical development issues that impact on the peace process.
- Validation or testing of new concepts:  
The approach to elaboration of the Regional Strategy was new in the region. It focuses on technical aspects with the purpose to avoid socio-political bias. The Strategy itself suggests that a similar approach could be used in other regions/countries.
- The elaboration of a Regional Strategy in the complex context of Darfur is an achievement on its own merit. Discussions on follow-up capital investments are ongoing with government and development partners.
- The different project components are well integrated into achieving the overall project goal of 'better management of displaced people and urban settlements by government'. Enhanced capacity of the State Ministries of Planning as well as enhanced collaboration between the five State Ministries are important achievements.

### Challenges

- The Regional Strategy merits elaboration as some important aspects are not captured in a vision/ development proposals: the natural/ ecological structure, the regional dimension of climate change, a policy for the rural areas, gender, etc. The elaboration of an implementation strategy and methodology is advised.
- The outcomes and impact of the Regional Strategy merit follow up to demonstrate the validity of the spatial concepts applied. The elaboration of the Strategy was an ambitious project in view of the limited time frame, the political context, scarcity of information and the weak local planning capacity.
- The project missed out on some opportunities: gender-focus, private sector involvement, local context, co-productive partnerships forging tangible short-term actions. No structures could be maintained to sustain a horizontal coordination after project completion.
- A flexible project design is an asset when working in an early recovery context but changes in activities/project focus should be recorded and justified.

**C333: PARTICIPATORY AND GENDER-BALANCED URBAN AND REGIONAL PLANNING, LAND MANAGEMENT, ENVIRONMENTAL-FRIENDLY CONSTRUCTION AND SUSTAINABLE LIVELIHOODS IN BLUE NILE STATE (2013-2015)**

## RELEVANCE

### Relevance to UN-Habitat's mandate and strategies and to national priorities

The project is responsive to MTSIP's FA2 'Participatory Planning, Management and Governance' for 65%; to FA3 'Promote pro-poor land and housing' for 25%; and to FA4 'Environmentally sound basic urban infrastructure and services' for 10%. The project was set in an *early-recovery context* in line with national and state priorities.

### Relevance to the transition to early recovery

The project operates in areas of intervention relevant to early recovery:

- It pursues longer-term *economic development*. The Regional Planning Strategy is directed towards attracting investment and stimulating economic growth through the development of a system of cities similar to the C308 project. The project improves the livelihoods of IDPs and poor communities.
- The project undertakes *strategic land-use planning* at different scale levels: Regional Spatial Strategy and two urban plans elaborated; State Ministries of Planning capacitated in spatial planning and land management.
- The project *restores urban environments* and improves *basic infrastructure and services* delivery through the promotion of construction using SSB and demonstration projects in social infrastructure.
- The project supports *secure land tenure and land management* through its activities in land management and in land conflict resolution.
- The project supports *integration of IDPs* and improves reconstruction and shelter.
- The project supports *institutional capacity building* through capacity building of the State Ministry of Planning.

The project tackles physical development issues with impact on the peace process:

- It balances spatial development in the country as the Regional Strategy promotes economic development in other regions than the centre around Khartoum.
- The Regional Strategy analyses climate change and environmental degradation.
- The Regional Strategy analyses the problem of transhumance routes.
- Land management is adequately treated throughout the project.

### Relevance to the target beneficiaries

The direct beneficiaries are the State Ministry of Planning and poor communities including IDPs and unemployed youth. The Ministry is capacitated in planning and management of urban areas and in land management. Poor communities including IDPs benefit directly through improved livelihood opportunities. They will benefit through better planning and management of their living environment.

### Relevance of trainings and workshops

Overview of capacity building under C333 project

C333 Training and workshop subject	# Participants	# WOMEN	# Men
Urban and regional planning	89	24	65
SSB production	484	6	478
Vocational Training in SSB	72	0	72
Construction related skills	55	0	55
Training of trainers on SSB	5	0	5
Textile Printing, needle work and henna	40	40	0
TOTAL	745	70	675
Gender	100%	9%	91%

- Gender imbalance in training due to: project's focus on construction; women currently underrepresented in Ministry of Planning
- Separate training for women introduced; undertaken by CBO

## EFFECTIVENESS

Overview of results achieved under the C333 project

C333 RESULTS	ACHIEVEMENT	RATING
<b>Component 1 Improved capacity of government to better plan and manage urban settlements for better provision of services and integration of IDPs</b>		
1) Strategy on population dynamics and urban growth applied	Population dynamics assessed; study on urban growth performed; results incorporated in Regional Spatial Strategy	Achieved
2) Illustrated urban planning and management guidelines and training tools applied	Set of illustrated urban planning and management guidelines and training tools distributed as part of the Regional Strategy	Achieved
3) Workshops delivered at state and local levels for developing regional and urban plans	4 workshops delivered at state and locality levels on developing regional and urban plans	Achieved
4) Regional Strategy adopted	Regional Strategy drafted. To be validated in workshop	Partly achieved
5) Priority interventions identified for local plans	6 participatory planning sessions delivered identifying priority interventions and linked to community infrastructure	Achieved
6) Participatory local urban plans elaborated and adopted by community and government	Urban Plans for two cities are being developed and will be adopted. Implementation rate to date is 80%.	Partly achieved
7) Awareness of communities on HLP rights, gender mainstreaming and the environment	1,000 awareness-raising materials disseminated and radio awareness programmes emitted	Achieved
8) Strategy on land conflict adopted	1 assessment of the different typologies of land conflict and disputes in Blue Nile performed and strategy developed	Achieved
9) Improved inter-sectoral coordination on land issues	2 Inter-sectoral coordination meetings held on land issues	Achieved
10) State Ministry of Planning operational in land surveying and registration	1 Set of land surveying and registration equipment delivered to State Ministry of Planning and staff trained on application of the equipment	Achieved
11) State Ministry of Planning's Land Management Department strengthened with training tools and/or guidelines for urban land management and land dispute resolution	One set of land survey and one set of land registration equipment are delivered	Achieved
12) State Ministry of Planning's Land Management Department strengthened on land dispute resolution and urban land management	Training delivered application of equipment	Achieved
13) Land demarcated for IDP families by states authorities	200 plots demarcated by the States authorities for IDP families in selected areas	Achieved
<b>Component 2 Improved access to basic services and capacities for sustainable livelihoods for displaced people and recipient communities</b>		
1) SSB producing machines borrowed to targeted community associations and small entrepreneurs	30 manual machines delivered	Achieved
2) Construction using SSB production enhanced	More than 500 unemployed youth trained on SSB production and application	Achieved
3) Accelerated construction of public facilities using SSB	2 hydraform block making machines delivered to government counterparts for accelerating the construction of public facilities	Achieved

4) Community infrastructure operational	1 youth centre constructed and handed over the user and 1 health facility under constructed, implementation rate to date is 60%.	Partly achieved
5) Stakeholders strengthened in construction techniques incl. SSB production	Vocational trainings carried out	Achieved
6) Technical and vocational institutes strengthened in construction	Capacities of 2 technical institutes enhanced to undertake training of unemployed youth on construction trades	Achieved
7) Small entrepreneurs with focus on SSB production established	Instead of forming entrepreneurs under the project, an agreement has been signed with a group of CBOs, and SSB producing machines have been delivered	Achieved
8) Peri-urban agriculture schemes promoted	Peri-urban agriculture scheme at El Salhah women farm completed; Scheme at farm in Roseries near completion	Partly achieved

#### Achievement of the expected accomplishments

Regarding results (activities and outputs):

The table above gives an overview of the *delivery of activities and outputs*, indicating that they will all be achieved. Some activities are still being finalised (as of July 2015) as shown in the table.

Regarding the outcomes:

1. Improved physical development and land management to serve returning IDPs and refugees:

The indicators of #1 Regional Spatial Strategy; and #2 community infrastructure projects established, has been met.

2. Returning IDPs and refugees working, better housed and having access to basic services:

The indicators are: # of IDPs with increased access to basic shelter, social services and environmentally sound infrastructure in selected urban areas; and #500 families with prospect to sustainable livelihoods. No target is set for the first indicator; 656 people received training in livelihoods.

Regarding the project overall objective:

For the overall project objective is 'Urban settlements are better planned and managed by the government to provide security and opportunities for sustainable livelihoods for targeted communities in a gender-responsive manner'. No indicators and targets were set at this level.

#### Role of the Theory of Change

The Regional Strategy enhanced awareness regarding the merits of regional planning and it is expected to enhance economic development once tangible projects result from the Strategy. Improved land management and land conflict resolution will lead to more secure tenure. These activities support improved legal and regulatory frameworks, admittedly these will need combined efforts to be achieved in an early recovery context. Pilot projects in construction using SSB and construction of social infrastructure support sustainable construction and improved service delivery.

#### Impact of the context

The project start was delayed due to security issues in the State as the project sites were not accessible. The elaboration of the Urban Structure Plans was delayed due to unforeseen circumstances related to a changing political situation in Egypt.

#### Effectiveness of the project institutional arrangements

Institutional arrangements were adequate to implement the project with a field office/PIU in Blue Nile State established. UN-Habitat is currently the only UN-Agency in Blue Nile State with a representation, which reinforces its position in UN and its reputation with the State authorities. The project received support from a Human Settlement Officer international staff and a Construction Engineer in addition to two Trainers/Technicians in the field office. A consultant Land Management Expert, two consultants Urban and Regional Planners and a consultant GIS Expert part-time supported the project.

#### Cost-effectiveness and time frame

With a project cost of 1.860.068 USD and a time frame was 18 months, the Blue Nile State projects is more cost-effective than the similar project in Darfur above. However it built on experience from the Darfur project as the Regional Plans are similar and the same international consultant was hired. Also the Darfur State area is approximately then time larger than Blue Nile State. No detailed cost per activity

is available to evaluate internal cost-effectiveness. The time frame was extended from 18 months to 28 months due to reasons mentioned above.

### Effectiveness of monitoring and reporting of delivery and results

#### Overview reporting on the C333 project

C333 REQUIREMENTS		REQUIREMENTS		RE PO RTI NG
By donor				
Six month narrative and financial progress report	5	Progress Report	2	160%
		Mid-Term Progress Report	1	
		Training report	5	
By UN-Habitat				
Six-monthly reporting in computerized system	5	-	0	
Final financial report	1	Financial Statement 30 04 2015	1	100%
Mission report	-	-	0	-
Final report	1	-	0	0%

The reports reviewed are captured in the above table and they are listed in annex 6. The donor requirements regarding reporting were met with a reporting rate of 169%. Five of the 8 reports reviewed were training reports. Monitoring and reporting complies with donor's and UN-Habitat's requirements of narrative reporting, except for the missing final report. Training activities are well captured and documented. Reporting on project delivery and results is not comprehensive as (i) not all results/activities are captured, (ii) progress not reported against the log frame and (iii) no problems, recommendations or lessons learnt recorded. It is a missed opportunity that stakeholders did not participate in monitoring and reporting. No feedback moments were planned which would have been useful in view of the volatile project context. Objectives are indicated differently in various documents/reports.

#### Indicators

Indicators are set in the log frame. Not all activities are captured. Outcome indicators merit to be more accurately defined. No indicators are set for the overall project objective. The UN-Habitat Performance Indicators Framework is not followed such as to measure the overall development objective, to measure the impact of capacity-building, etc., a factor being that insufficient baseline data were available.

#### Effectiveness of approaches applied

##### Ensuring national ownership

National ownership was envisaged through consultation, consensus building and assuring buy-in from stakeholders: (i) Strategies and plans were developed in participation with the State Ministry of Planning, community leaders and selected IDPs and (iii) the Regional Strategy is planned to be validated by the federal Minister of Planning. More co-productive processes would have been more effective into assuring ownerships and creating synergies between stakeholders to: (i) forge agreements on tangible projects during the elaboration of the Regional Strategy and (ii) form sustained partnerships. But weak government capacity and limited private sector involvement were an impediment.

##### Context specific approach

Assessments on population dynamics and urban growth and on land conflict were carried out during project implementation and improved grasping the local context.

The 'proposed spatial structure' for Blue Nile State is similar to the one for Darfur since it is using international planning concepts. However it demonstrates improved capture of the local context by for example addressing 'transhumance routes'.

The peri-urban agriculture scheme to capacitate women well fitted the context as woman traditionally work on the field and in small trade.

##### Integrated approach

Internal integration: Sectors and themes are well integrated within the project. The activities in (i) capacity building in planning, (ii) urban and regional planning, (iii) land management and demarcation,

(iv) livelihood training in construction and (v) pilot projects building social infrastructure, are well integrated to the project objective and they reinforce each other. The peri-urban agriculture scheme aimed at women livelihoods also fits in urban settlement planning. Livelihood training in 'textile printing, needle work and henna' is disconnected to the project's theme. A CBO was engaged to develop and implement training modules targeting women. The elaboration of the Regional Strategy and of the urban plan of two cities merit better integration.

Integration in the UNDAF: the project was a stand-alone project.

'Integrating' various sectors within the project: various sectors and themes are well integrated.

'Integrating' various scale levels: The Regional Strategy merit more integration in national and sub-regional/ trans-border scale levels, admittedly the volatile context was a factor.

Strategic approach

Both the Regional Strategies of Darfur and of Blue Nile States are strong in analysis but merit elaboration on vision and approaches/concepts to address the issues analysed. It is a missed opportunity that no short-term actions were/could be elaborated during the elaboration of the Strategies in terms of partnerships created and/or funds committed.

DRR and mitigation approach and project risk design and management

The project adequately addressed land conflict. The 'proposed structure' of the Strategy misses out on the opportunity to propose approaches/concepts to mitigate climate change.

Effectiveness of working with partners

The project (approved on 19 September 2012) is a stand-alone project and does not refer to the New UNDAF 2013-2016 (31 May 2012). But the project was supported by UNDP (studies), FAO (farm activities), and UNFPA (no record found).

## **EFFICIENCY**

Efficiency in project design and implementation (management)

The project design follows the UN-Habitat's format. It was based on consultations with the State Ministry, with the Land Commission and HAC; and with the UN partners and grassroots organisations. The project design built on experience of the C308 project above. With the elaboration of the New UNDAF 2013-2016, more information became available and was used.

Factors influencing project implementation were: strong political will, confidence in UN-Habitat's competence and good knowledge of the local context by project staff on the one hand; a political volatile context, weak government capacity, on the other hand were challenges.

Efficiency of institutional arrangements and cost-efficiency

The institutional arrangements were adequate to implement the project. Cost-efficiency in terms of productivity per employee and project cycle processing time is not evaluated in detail as no detailed information is available.

## **IMPACT OUTLOOK**

The merits of spatial planning

Change in perception of government, beneficiaries and donors; similar to C308 project above.

Early recovery, development and the peace process

The project benefitted the peace process in the longer-term working on creating synergies between stakeholders, improving planning and land management, creating livelihoods, etc.

Impact on the lives of the target beneficiaries

The State Ministry of Planning benefitted directly through capacity building and the delivery of computers and software.

Poor communities including IDPs, unemployed youth benefitted directly through the livelihood opportunities created and will benefit from better planning of their living environment in the long term.

Impact on the environmental

The promotion of SSB directly benefits the environment.

Environment merits more attention in the Regional Strategy through approaches/concepts.

## **SUSTAINABILITY**

### Financial sustainability

The Regional Strategy lists major capital investments but an implementation methodology, targets and commitments are not indicated. The Country Team is confident that the Regional Strategy will lead to increased national investment; see C308 project above.

### Social and cultural sustainability

The Regional Strategy enhanced collaboration between government levels. It is a missed opportunity that no permanent collaborative structures were formed. Poor communities were empowered in HLP rights and strengthened through livelihood trainings.

### Environmental sustainability

The Regional Strategy analyses climate change and environmental degradation and advocates efforts to building resilience.

### Institutional sustainability

Sudan's National Council for Physical Development together with the DRA will follow up on overall implementation of the Regional Strategy. No feedback mechanism have been designed to support this activity.

The provision of land survey and registration equipment, laptops and software is sustained by the formation of the staff in the use of the applications. Some computerized tools and software for analysis and planning delivered to the Ministries of Planning are specific in view of the limited capacity of the Ministries and need follow-up.

It is regretted that the government could not recruit the technical advisers that were imbedded in the Planning Ministry after project completion.

## **CROSS-CUTTING ISSUES**

### Gender

Project design:

- Ensuring equal participation of women in the proposed participatory urban planning pilot project, training opportunities and decision making
- Integrating gender perspectives in proposed urban and regional strategy and land management tools, by giving equal realisation of women and men of Housing, Land and Property Rights
- Integrating a gender perspective in the design and implementation of environmentally sound and sustainable infrastructure. The project does not have specific allocations of funds to address gender gaps; however the Expected Results will benefit women and men in equitable manner.

Project planning and implementation:

- 9% Women participated in the project's activities.
- 30% of the project staff consisted of women.
- Two peri-urban agriculture schemes specifically targeted women but numbers are not recorded.
- CBOs assisted with livelihoods for women.
- No gender specific studies were performed under the project. The project specifically targets gender-balance in urban and regional planning, but gender is not addressed in the development proposals of the Strategy. 27% Women participated in the workshops on the Regional Strategy compared to 14% in Darfur.
- Woman empowerment:  
Legal empowerment: n/a



Political and economic empowerment: 24 women participated in Regional Strategy workshops  
 Social empowerment: no record

Project reporting and monitoring:

- Gender disaggregated data recorded on trainings and workshops except on farm activities.
- No information is recorded on the gender perspective in infrastructure or secure tenure.

#### Climate change

Project design:

- No record

Project planning and implementation:

- The promotion of construction using SSB benefits climate change by preserving forests
- The Regional Strategy analyses climate change and environmental degradation but merits elaboration on approaches to mitigate climate change at the Regional level.

Project reporting and monitoring:

- No record

#### Youth

Project design:

- Technical trainings for unemployed youth planned including support to creating small entrepreneurs
- Construction of youth centre

Project planning and implementation:

- Livelihood trainings especially targeted unemployed youth. It is regretted that no new small enterprises and entrepreneurs could be formed as was planned.
- A new youth club/centre was built and established.

Project reporting and monitoring:

- No record

#### Human rights

Project design:

- A 'human rights perspective' is adopted in the project design:  
 A standard of living for health and wellbeing;  
 Access to employment, basic services

Project planning and implementation:

- The project promotes human rights standards through awareness-raising in LHP rights and pilot projects constructing social infrastructure.
- Project implementation is underpinned by relevant human rights principles of non-discrimination, participation, transparency.

Project reporting and monitoring:

- No special recordings

### **ASSESSMENT**

Strengths

- The Regional Strategy is tailored to the similar Strategy in Darfur. The local context is captured through: (i) assessments on population dynamics and urban growth and on land conflict; (ii) more information was available on the local context from UN agencies. The project also acknowledges the added value of involving weak groups such as women and youth in the development process.

Challenges

- The project design especially targeted 'gender-balance' which it failed to deliver. Women are better represented in staff and training than in the C308 project.
- Private sector involvement in urban and regional planning and in the training activities merits to be enhanced. Involving private sector in planning could lead to tangible projects. The small entrepreneurs in SSB production were not formed, but instead CBOs were engaged in the lending of SSB machines. SSB is being promoted in Sudan but insufficient SSB- blocks are available on the market<sup>56</sup>. Creating entrepreneurship is a crucial.

**C341: PEACE BUILDING IN DARFUR THROUGH RESOURCE MANAGEMENT AND LIVELIHOODS (First phase: 2013-2015)**

## RELEVANCE

### Relevance to UN-Habitat's mandate and strategies and to national priorities

The project is responsive to MTSIP's FA4 'Environmentally sound basic urban infrastructure and services' for 75% and FA3 'Promote pro-poor land and housing' for 25%. It is financed by the Darfur Community Peace and Stabilization Fund (DCPSF), a Multi Donor Trust Fund managed by UNDP. DCPSF promotes community level peace-building activities in Darfur, in line with national priorities.

### Relevance to the transition to early recovery

The project operates in areas of intervention relevant to early recovery:

- The project pursues longer-term *economic development*: It restored a transhumance route, an activity deemed crucial in the DDS to diversify the employment scope and for longer-term economic development of the region; 95 people received training in livelihoods.
- The project supports *secure land tenure and land management*: Various activities supported land conflict mitigation and a transhumance route was demarcated.
- The project supports *integration of IDPs* and improves reconstruction and shelter: IDPs received training in livelihoods and training in construction supporting reconstruction and shelter.
- The project supports *institutional capacity building*: the activities on peace building and land conflict manages are directly aimed at improving institutions in the longer-term.

The project tackles physical development issues that impact on the peace process:

- It balances spatial development in the country as it promotes economic development in other regions than the centre around Khartoum.
- Climate change and environmental degradation.
- The problem of transhumance routes
- Land management.

### Relevance to the target beneficiaries

The direct beneficiaries are: 600 families of pastoralists, agriculturists, IDPs, returnees, disadvantaged groups including women, children, youth and elders along the transhumance route. They directly benefit from improved economic activities and enhanced peace.

### Relevance of trainings and workshops

Overview of capacity building under C341 project

C341 TRAINING AND WORKSHOP SUBJECT	# PARTICIPANTS	# WOMEN	# MEN
Radio magazine production	30	13	17
Food processing	65	65	0
Ironwork and electricity	30	0	30
Conflict management	34	6	28

<sup>56</sup> Source: interview with community mobilizer

TOTAL C341	159	84	75
Gender	100%	53%	47%

## Comments:

- Gender-balance in training due to women trained in food processing
- Livelihood trainings especially targeted women and youth
- Training in conflict management and radio magazine production directly benefitted the project implementation.

**EFFECTIVENESS**

Overview of results achieved under the C341 project

C341 RESULTS	ACHIEVEMENT	RATING
<b>Component 1: Promotion of social peace</b>		
1) Communication Strategy developed	1 Communication strategy was developed and shared with 10 CBOs and Media personnel (target: 50 participants; not recorded)	Achieved
2) CBOs strengthened in peace building	10 CBO's trained on conflict sensitive planning (target: 50 CBOs)	Achieved
3) Peace Building and Land Policy Platform established	2 peace building and land conflict platforms established (target: 2 platforms)	Achieved
4) Documentary film on social peace broadcasted	4 Radio message were developed and broadcasted instead of a film, because the affected people have rather access to radio than TV; twice broadcasted (target: 1 film)	Achieved
5) Two Peace Centres operational	Two community/peace centres were built and handed over to communities (target: 2 centers)	Achieved
6) Livestock routes demarcated	115 km long livestock route demarcated in participation with agriculturists and pastoral committee (target: 1 livestock route)	Achieved
7) Establish water yard along livestock route	30% completed in July 2015 as communities agreed to change the location which delayed the work (target: 1 watering facility)	Partly achieved
<b>Components 2: Improvement of livelihoods with the focus on youth and women.</b>		
8) Selected beneficiaries trained in livelihoods and provided with start-up kits	95 People were trained in livelihoods (target: 95 training certificates)	Achieved

Achievement of the expected accomplishments

Regarding results (activities and outputs):

The table above gives an overview of the *delivery of activities and outputs*, indicating that they will all be achieved. Only the drilling of a watering yard was delayed because of a dispute between communities on its location.

Regarding the outcomes:

1. Improved environment for social peace

2. Improved livelihoods for communities along the transhumance routes with the focus on youth and women

No specific indicators are set at outcome level.

Regarding the project overall objective:

For the overall project objective of 'sustainable livelihood systems promoted by informing legal and policy reform processes in land rights, coordinating existing conflict management mechanisms and implementing direct interventions designed to consolidate alliances among community stakeholders around shared interests'. No indicators and targets were set at this level.

#### Role of the Theory of Change

The project, in line with the DCPSF, aims at inclusive peace building and development from bottom-up, taking an early recovery approach. The DDS explains how addressing transhumance routes and creating livelihoods support peace building through creating economic opportunities. Awareness-raising, peace centres installed and conflict management also support peace building. The project works bottom-up to inform legal and policy reform processes.

#### Impact of the context

The drilling of a water yard was delayed because of a dispute between communities on its location; the project staff did not include women because the difficult context of the project site; widespread insecurity and restricted movement in the project area has been a challenge throughout project implementation; price increase and inflation have complicated the project.

#### Effectiveness of the project institutional arrangements

Institutional arrangements were adequate to implement the project. The project started with consultative meetings at high level and with localities and grass-root organisations. Various assessments were carried out to better understand the local context. National consultants performed trainings. The project collaborated with many partners. Participatory planning was identified a key factor in handling sensitive land issues related to live-stock demarcation and natural resource management.

#### Cost-effectiveness and time frame

The project is financed by the UNDP/MPTF for the amount of USD795.935. The time frame was 24 months which is extensive compared with the C308 and the C333 project.

#### Effectiveness of monitoring and reporting of delivery and results

Overview reporting on the C341 project

C341 REQUIREMENTS		REQUIREMENTS		RE PO RTI NG
By donor				
Quarterly narrative and financial progress report	8	Progress Report	10	160%
By UN-Habitat				
Six-monthly reporting in computerized system	-		0	-
Final financial report	1	Financial Statement 31 12 14	1	100%
Mission report	-	-	0	-
Final report	1	-	0	0%

The reports reviewed are captured in the above table and they are listed in annex 6. The donor requirements regarding reporting were met with a reporting rate of 160%. Monitoring and reporting complies with donor's and UN-Habitat's requirements of narrative reporting, except for the missing final report. Reporting on project delivery and results has improved compared to the C308 and the C333 projects as (i) results/activities are captured and documented, (ii) progress is mostly reported against the log frame, (iii) financial information included, (iv) problems, recommendations and lessons have been recorded. The reporting *has much improved* compared to the C308 and the C333 projects.

#### Indicators

Indicators are set in the log frame. Outcome indicators merit to be more accurately defined. No indicators are set for the overall project objective. The UN-Habitat Performance Indicators Framework is not followed such as to measure the overall development objective, to measure the impact of capacity-building, etc.

#### Effectiveness of approaches applied

##### Ensuring national ownership

To ensure active community participation and local ownership, the project extensively engaged and collaborated with local NGOs, CBOs, and other grassroots organisation to jointly design and implement the activities.

To inform the larger public on the project activities and objectives and to enhance the impact of the project, radio messages were developed and broadcasted themed to peaceful co-existence.

##### Context specific approach

The local context was well address through:

Extensive collaboration with grassroots organisations;

Assessments carried out under the project: land use study in cooperation with Sudan Peace building and Development Project; a geophysical study on the water yard; an Environmental Impact Study; assessment on selection of transhumance route by Nyala University's Peace Studies and Development Centre.

##### Integrated approach

Internal integration: The different project activities are well aligned into reaching the project objectives of sustainable livelihood systems and reform processes in land rights. Except for the themes of the livelihood trainings of 'food processing' and 'construction techniques' that don't relate to land management nor the core activities of pastorals and agriculturists.

Integration with sectors and partners: The project is situated in the context of the Darfur Community Peace and Stabilization Fund (DCPSF). As a result a more strategic approach, better information and improved project implementation was recorded. An integration with the Regional Spatial Strategy for Darfur under the C308 project above, would have been expected.

##### Strategic approach

Fit in the overall strategy of the DDS regarding peace building and economic development, the project's short-term activities are well aligned to the longer-term vision on early recovery in Darfur. Participation constituted the third pillar of the strategic approach.

##### DRR and mitigation approach and project risk design and management

Risks are well captured in the project document and mitigation measures addressed. The 'do-no-harm' approach is used for conflict management but no conflict assessment has been reviewed. Local knowledge of partners has been used.

##### Effectiveness of working with partners

The project is designed and implemented in close collaboration with UNDP and within the framework of the DDS and DCPSF. It was well supported by UN agencies and other partners:

- FAO, UNAMID, UNICEF
- South Darfur Ministry of Planning, Darfur Regional Authority (DRA) including Land Commission
- World Bank (cooperation with Sudan Peace building and Development Project)
- Mobaderoon Transconflict Network, NGO Ajaweed, Nomads network, Nomads Commission and the Darfur Nomads Council, Nyala Peace Centre
- Nyala University's Peace Studies and Development Centre
- NGO SUDIA worked on peace building along the transhumance route; NGO Ajaweed build capacity of grass-root organisations

## **EFFICIENCY**

### Efficiency in project design and implementation (management)

The project design follows the UN-Habitat's format. It originated from a call for proposals from the DCPSF and is based on the DDS. Factors influencing project implementation in the positive sense: framework of the DCPSF and the DDS; more data available on Darfur at that time, support from bottom-up and top-down partners; etc. The difficult context hampered project implementation: difficulty to find consultants, local conflict over the location of the water yard, etc.

#### Efficiency of institutional arrangements and cost-efficiency

The institutional arrangements were adequate to implement the project. Cost-efficiency in terms of productivity per employee and project cycle processing time is not evaluated in detail as no detailed information is available.

### **IMPACT OUTLOOK**

#### Early recovery, development and the peace process

The project is informing legal and policy reform processes in land rights but changes in these will need continued effort. Linking bottom-up and top-down stakeholders (i) grassroots organisations better informed about legal and institutional aspects and (ii) institutions better informed about the needs of the people on the ground.

Improved economic prospects and conflict resolution between pastorals and agriculturalist directly benefits the peace process.

Enhanced peace also benefits the region

#### Impact on the lives of the target beneficiaries

Families of pastoralists, agriculturalist, IDPs, returnees and disadvantaged groups along the transhumance route benefit from improved economic opportunities and enhanced peace.

The training in food processing will improve the health of the elderly and children in the Balil community who suffered from malnutrition related diseases.

### **SUSTAINABILITY**

#### Financial sustainability

A phase 2 project for the amount of USD499.435 is committed.

#### Social and cultural sustainability

The two Multi Purpose Peace Centers continue to benefit the peace process.

#### Environmental sustainability

Environmental construction using SSB has been demonstrated in the construction activities.

#### Institutional sustainability

No records

### **CROSS-CUTTING ISSUES**

#### Gender

Project design:

- Equal participation of women in the proposed participatory planning, training opportunities and decision making
- Integrating gender perspectives in planning and land management, by giving equal realization of Housing, Land and Property Rights
- Integrating a gender perspective in the design and implementation of diversified livelihood activities. The project does not have specific allocations of funds to address gender gaps; however the expected results will benefit women and men in equitable manner.

Project planning and implementation:

- Equal participation of women in training was realised by training 65 women in food processing

- No record on participation in planning and decision making
- Project staff did not contain women.
- Woman empowerment:
  - Legal empowerment: n/a
  - Political and economic empowerment: women participated in peace building, but no numbers recorded
  - Social empowerment: women participated in peace building

Project reporting and monitoring:

- Indicators are not gender disaggregated.
- Gender disaggregated data recorded on trainings

#### Climate change

Project design:

- No record

Project planning and implementation:

- The promotion of construction using SSB benefits climate change by preserving forests

Project reporting and monitoring:

- No record

#### Youth

Project design:

- Role of youth acknowledged in project design

Project planning and implementation:

- Livelihood trainings especially targeted unemployed youth.
- Youth union was partner in the project
- Youth represented as a member of Peace Committees

Project reporting and monitoring:

- No record

#### Human rights

Project design:

- A 'human rights perspective' is adopted in the project design:
  - Right to equality, freedom from discrimination
  - Right to own property
  - Freedom of opinion and information
  - Right to adequate living standard
  - Community duties essential to free and full development.
- Participative approaches
  - Mobilization of communities
  - Coordination between the governments and the communities, etc.

Project planning and implementation:

- Project implementation is underpinned by relevant human rights principles of non-discrimination, participation, transparency.

Project reporting and monitoring:

- No special recordings

## **ASSESSMENT**

### Strengths

Implementation of this project located outside the main centres of Darfur is an *achievement on its own merit* in view of the difficult context.

- The project is situated within the framework of the DDS and DCPSF. Collaboration with UNDP and many other partners substantially *improved overall project performance*: good strategic focus, improved reporting format, improved follow-up, outreach activities planned etc.
- Assessments, connecting to grass-root organisations and involving women in decision-making, improved knowledge on the local context and project performance.
- The project theme of *transhumance routes* is deemed crucial into longer-term economic development and peace building of the region.

#### Challenges

The complex context remained a challenge beyond the projects control.

- Regional Strategy for Darfur was not used in this project.
- Identifying income-generating opportunities for women remains a challenge.

### **PROJECT C379: EMERGENCY FLOOD RESPONSE IN KHARTOUM FOR VULNERABLE COMMUNITIES (2014-2015)**

#### **RELEVANCE**

##### Relevance to UN-Habitat's mandate and strategies and to national priorities

The project is responsive to Focus area 6 'Risk Reduction and Rehabilitation' of the Strategic Plan 2014-2019. The State of Khartoum and HAC requested assistance to alleviate the suffering of the affected people and assist the State Government to increase the city's resilience to flooding and develop a rapid response plan. The project is set in an emergency response context. Emergency response in case of natural or man-made disaster is a key area of work for UN-Habitat. The normative framework for UN-Habitat's work in this arena is its Strategic Policy on Human Settlements and Crisis, together with the Sustainable Relief and Reconstruction Framework<sup>57</sup>.

##### Relevance to emergency response

The project operates in areas of intervention relevant to emergency response<sup>58</sup>:

- Basic service provision and critical infrastructure: restoration of drainage and access roads
- Immediate support for health provision, education, and governance systems: establishment of one health centre and two schools
- Adoption and enforcement of more appropriate land-use planning and building codes: development of rapid response plan and sensitisation of government to build resilience through improved land-use planning
- Rapid restoration of homes and livelihoods: enhanced capacity of government and communities in flood resistant construction and supply of SSB manual press machines and other equipment for the construction of self-help houses

Set in an emergency response context, the project also takes the opportunity to work in areas of intervention relevant to early recovery by: sensitizing the government to build resilience through spatial planning, working on the restoration of urban environments, the provision of basic infrastructure, institutional capacity building, etc.

##### Relevance to the target beneficiaries

The direct beneficiaries are 'flood affected communities of two Localities' of Khartoum. These communities benefitted directly through improved livelihood opportunities and improved access to social services. Two Localities build resiliency to floods.

<sup>57</sup> UN-Habitat (2013), 53 UN-Habitat Model Projects

<sup>58</sup> UN-Habitat (2011), Brochure



The capacity of the State Ministry of Planning was enhanced in flood resilient urban planning, land management, housing and social services delivery. They received Rapid Assessments to flood prone area maps to improve the city's resilience to flooding and assist with developing a rapid response plan.

#### Relevance of trainings and workshops

Overview of capacity building under C379 project

C379 TRAINING AND WORKSHOP SUBJECT	# PARTICIPANTS	# WOMEN	# MEN
Construction related trades	30	0	30
Leather craft	20	20	0
TOTAL	50	20	30
Gender	100%	40%	60%

- Construction related trades fit the theme of the project and directly benefit reconstruction activities.
- Gender balance in training due to specific livelihood training targeting women undertaken by CBO

### EFFECTIVENESS

Overview of results achieved under the C379 project

C379 RESULTS	ACHIEVEMENT	RATING
<b>Component 1: Rapid assessment to flood vulnerable locations in Khartoum</b>		
1) Rapid Assessment of flood prone areas elaborated in a participatory planning session	Assessment conducted and submitted to the State Ministry of Planning (target: 1 assessment)	Achieved
2) State Ministry of Planning, localities, community leaders and international and national NGOs strengthened in Rapid Assessment to Flood Vulnerable Location Maps	Package of workshops delivered by African University (target: 1 package)	Achieved
<b>Component 2: Emergency construction of public facilities in vulnerable areas in Khartoum and awareness-raising on flood resistant construction standards</b>		
3) Capacity of State Ministry of Planning, locality staff, community leaders and NGOs strengthened in (i) flood resilient urban planning, (ii) land management; (iv) housing and social services design using environmental friendly and low cost technologies	Package of technical training courses delivered  1 Training session at State Ministry of Planning, in drainage design, management and maintenance by UNOPS 100% completed 2 Training session at Localities in drainage design, management and maintenance by UNOPS (target: 3 government partners/ local organizations)	Achieved
4) Based on the approved urban plans, State Ministry of Planning and the localities supported to conduct land demarcation, allocation and registration activities in the selected areas	2 Training session by national consultant 4 Plots for public facilities demarcated and registered (4 plots)	Achieved
5) Technical designs for public facilities elaborated in participatory process with State Ministry of Planning and the localities and public facilities built	1 Health centre, 2 schools and youth centre built and handed over to the user (target: 4 public facilities)	Achieved
6) State Ministry of Planning and localities equipped with SSB manual press machines and other equipment for the construction of public facilities and self-help houses	12 Manual press machines for SSB and other equipment delivered and agreement signed with NGO to lend of machines to the community (target: 12 machines)	Achieved
7) Small entrepreneurs and trainers-of-trainers formed in on flood resilient construction standards and entrepreneurship	3 Trainings in SSB production; 4 in flood resilience by African University and national consultant (target: 7 training session)	Achieved

8) Awareness-raising tools and materials on flood resilient housing, participatory planning and environmentally friendly building technologies (SSB) developed and disseminated	Awareness-raising tools and materials disseminated (target: 1 set)	Achieved
<b>Component 3 Support to the Government of Sudan in the Emergency Construction of Drainage Systems and Access Roads to the main roads</b>		
9) Needs assessment in capacity building in the construction of drainage and access roads in flood prone areas	1 Technical report by UNOPS incorporated in Rapid Assessment to Flood Vulnerable Location Report (target: 1 report)	Achieved
10) Government partners capacitated in the construction of drainage and access roads in flood prone areas (assessment, planning, design, implementation and management); Improved inter-institutional cooperation	On-the-job training package delivered by UNOPS (target: no)	Achieved
11) Demonstration in the construction of drainage and access roads in flood prone areas delivered	On-the-job training package delivered by UNOPS (target: no)	Achieved

#### Achievement of the expected accomplishments

Regarding results (activities and outputs):

The table above gives an overview of the *delivery of activities and outputs*, indicating that they are all achieved.

Regarding the outcomes:

Outcome 1 and 2 : Improved resilience to floods through improved planning, land management and public services delivery in flood-prone areas. More resistant construction standards for housing and public infrastructure adopted: More resistant construction standards for housing and public infrastructure have been promoted, but standard are not adopted. Indicator and target set in the project design of '4 community facilities established' not accurate to deliver outcome.

Outcome 3: Improved capacity in emergency construction of drainage and access roads: Through 'more resilient to emergency construction of drainage systems and access roads applied' in 2 flood affected neighbourhoods. Capacity in emergency construction has been enhanced in Ministry, Localities and with communities.

*Regarding the project overall objective:* Improved adaptation and resilience to floods in selected areas: No indicator/target set.

#### Impact of the context

Set in an emergency response context, it was a donor requirement to finalise the project in the very short period of time of 9 months.

#### Effectiveness of the project institutional arrangements

Institutional arrangements were adequate to implement the project with 2 PIUs installed in the 2 target Localities, incorporated in existing structures. A team of national consultants assisted with project implementation. An Agreement of Cooperation was signed with UNOPS to implement the construction activities.

#### Cost-effectiveness and time frame

The project managed to disburse a large sum in a very limited time frame. The location in Khartoum was a factor and good local knowledge by the Project Team. No detailed cost per activity is available to evaluate internal cost-effectiveness. The time frame was extended from 9 months to 12 months.

#### Effectiveness of monitoring and reporting of delivery and results

Overview reporting on the C379 project

C379 REQUIREMENTS	REQUIREMENTS		RE PO RTI NG
By donor			
Six month narrative and financial progress report	2	Progress report	4 200%
By UN-Habitat			
Six-monthly reporting in computerized system	-	Not reviewed	-
Final financial report	1		0 0%
Mission report	-		-
Final report	1	Final report	125%

The reports reviewed are captured in the above table and they are listed in annex 6. The donor requirements regarding reporting were met with a reporting rate of 200%. Four project reports have been reviewed as well as the final report. Training activities are well captured and documented. Reporting on project delivery and results is not comprehensive as (i) not all results/activities are captured, (ii) progress reporting against the log frame not complete and (iii) problems, recommendations or lessons learnt recorded. It is a missed opportunity that stakeholders did not participate in monitoring and reporting. Collaboration with UNOPS benefitted improved project reporting.

#### Indicators

Most indicators are set in the log frame. Outcome indicators merit to be more accurately defined. No indicators are set for the overall project objective. The UN-Habitat Performance Indicators Framework is not followed such as to measure the overall development objective, to measure the impact of capacity-building, etc.

#### Effectiveness of approaches applied

Full *participation* of beneficiaries throughout the process was the cornerstone of the implementation strategy, which ensured ownership at Ministry, Locality and community level.

The project followed a *context specific* approach and the local situation was well captured due to: good knowledge of the context by the Country Team and by the national consultants and various assessments carried out.

The project followed an *integrated approach* as most activities are well aligned to the project theme of 'emergency flood response' except for livelihood training in 'leather craft'. The project collaborated with UNOPS. Un-Habitat well integrates 'emergency with 'early recovery'.

The project followed a *strategic approach*: Pilot interventions are directed towards the longer term vision of better planning for floods by government. Participation constituted the third pillar of the strategic approach.

The project follows a DRR and mitigation approach: The project design included a risk analyses. Risks were assessed low, except for the limited time frame of 9 months. Therefore preparatory works such as assessment of needs at the community would be carried out before project start. According to the information available such preparatory work was not carried out. Do-do-harm approach to conflict management is used, although no real risk of violence existed.

#### Effectiveness of working with partners

The project is a stand-alone project and does not refer to UNDAF 2013-2016. The project collaborated with UNOPS on construction. This collaboration improved overall project performance: improved reporting format used, good quality construction works, etc.

## **EFFICIENCY**

### Efficiency in project design and implementation (management)

The project design follows the UN-Habitat's format. Factors influencing project implementation were: normative framework in place, competent staff and partners, good knowledge of the local context.

### Efficiency of institutional arrangements and cost-efficiency

The institutional arrangements were adequate to implement the project. Cost-efficiency in terms of productivity per employee and project cycle processing time is not evaluated in detail as no detailed information is available.

## **IMPACT OUTLOOK**

### The merits of spatial planning

Change in perception of government about the importance of longer-term planning against floods.

### DRR

Government sensitised to build resilience through spatial planning, drainage and flood resilient construction.

### Impact on the lives of the target beneficiaries

The State Ministry of Planning benefited directly through capacity building and the delivery of flood assessment maps.

The communities of two Localities, benefited directly through the livelihood opportunities created, improved social infrastructure and improved resilience against climate change.

### Impact on the environmental

The promotion of SSB directly benefits the environment as well as improved climate change resilience.

## **SUSTAINABILITY**

### Financial sustainability

The project document suggests that the project could be replicated. No record on follow up yet.

### Social and cultural sustainability

The project enhanced collaboration between government levels. It is a missed opportunity that no permanent collaborative structures were formed. Poor communities were empowered.

### Environmental sustainability

See above.

### Institutional sustainability

The project worked towards improved planning against flood by government but such will need joint efforts and could not be achieved within the scope of this fast-track project.

## **CROSS-CUTTING ISSUES**

### Gender

Project design:

Recognises the important role of women in 'recovery and rehabilitation'. 'Women and children are usually most vulnerable and most affected by natural disasters like floods. They should be capitalized upon to improve disaster management. Their specific needs should be addressed. This project should construct women centres and girls schools. Special training should be designed women'.

Project planning and implementation:

- 40% of the training were directed towards women. 20 Women received training in leather crafts and entrepreneurship.
- 30% of the project staff consisted of women.
- Women participated in the awareness-raising to flood activities. No gender specific studies were performed under the project.
- Woman empowerment:  
Legal empowerment: n/a

Political and economic empowerment: Women participated in awareness-raising  
 Social empowerment: no record

Project reporting and monitoring:

- No gender disaggregated indicators set.
- Gender disaggregated data on training.

#### Climate change

Project design:

- Through advisory services, the project aims at improving in local disaster risk reduction and climate change strategies/plans.

Project planning and implementation:

- The project mitigates the impact of floods/climate change in two Locality through construction of drains and promotion of flood resistant construction technology.
- The project sensitizes the government to build resilience to floods/climate change and assists directly with assessments to flood prone area maps.

Project reporting and monitoring:

- No record

#### Youth

Project design:

- Technical trainings target unemployed youth

Project planning and implementation:

- Livelihood trainings in construction and entrepreneurship especially targeted unemployed youth.
- A new youth centre was built and established.

Project reporting and monitoring:

- No youth disaggregated indicators.

#### Human rights

Project design:

- Human rights strategy: 'safe land plots will be provided for the families who will be relocated from the flood affected areas'.

Project planning and implementation:

- The project promotes human rights standards through awareness-raising in LHP rights and pilot projects constructing social infrastructure.
- Project implementation is underpinned by relevant human rights principles of non-discrimination, participation, transparency.

Project reporting and monitoring:

- No special recordings

### ASSESSMENT

#### Strengths

- The C379 Emergency Response Project in Khartoum is atypical compared to the three previous projects as it falls under 'emergency relief'. Nevertheless it used 'emergency reconstruction' to also work on 'development' by sensitizing the government to develop flood emergency plans in the longer-term and it supported the government directly with assessment of flood prone areas. Un-Habitat has proven its good understanding of 'emergency relief' as well as 'early recovery' and how to integrate both.
- Un-Habitat has proven its comparative advantage into responding fast to emergencies.

- 30% of the project staff consisted of women because Khartoum is a safe working environment.
- The Country Team supports and advises clients (the Ministry, etc) after project completion.

#### Challenges

- More work needs to be undertaken in the future to improve these Localities: public transport, social infrastructure, improved spatial planning, public spaces, etc.
- Indicators should be more accurately set.
- UNOPS mentioned challenges to be addresses in future construction projects: lengthy bank transfers by UNON causing delays; pilot interventions location and other preparatory actions to be determined before project start in an emergency relief project to save valuable time.

## ANNEX 3: PERFORMANCE TRACKING MATRIX FOR THE FOUR PROJECTS

PROJECT C308: INSTITUTIONAL CAPACITY DEVELOPMENT IN DARFUR ON URBAN AND REGIONAL PLANNING AND LAND MANAGEMENT (2011-2014)		
OBJECTIVE: Improved physical development by MEFPD and State Ministries of Planning of Darfur and better planned urban settlements in the five States of Darfur especially benefiting returning IDPs		
OUTCOMES		
Outcome 1: Improved coordination regarding physical development and increased capacity of ministries of planning in urban and regional planning and land management		
Outcome 2: Improved housing reconstruction and infrastructure development for IDPs and better conflict management		
Outcome 3: Communities including weak groups taking up responsibility in HLPs, returning IDPs better supported and urban-rural linkages improved		
OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION
<b>Component 1. Functional Institutional settings established in State Ministries of Planning</b>		
1) Five State Ministries of Planning strengthened with a fully operational technical adviser	5 technical advisers recruited on consultancy basis	Progress reports
2) Capacity of MEFPD, of the DRA and the State Ministries of Planning strengthened; Improved inter-State coordination regarding physical development	7 workshops delivered	Progress reports; Interviews with key informants
Elaboration of participative Regional Spatial Planning Strategy for Darfur supported	Technical assistance delivered to State Ministries of Planning	Progress reports; Interviews with key informants
Participative urban plans of the main settlements revised	Regional Spatial Planning Strategy elaborated	Regional Strategy document
	Plans revised were not revised as no plans were available	
3) State Ministries of Planning equipped with land survey and registration equipment	5 packages land survey and registration equipment delivered and used	Progress reports; Direct observation
<b>Component 2. Pilot integrated urban projects in housing reconstruction and infrastructure development fully operational</b>		
4) Rapid Urban Sector Profiles for Sustainability	5 pilot projects receive on-the-job training in RUSPs	Progress reports and interviews with key informants
5) Land Conflict Management Tool produced and tested and registered plots allocated to IDPs	5 pilot projects receive on-the-job training in land management	Progress reports; Interviews with key informants
	5.500 plots demarcated	Direct observation in Zitouna Survey Department
6) Increased capacity in housing reconstruction and infrastructure development	5 pilot projects receive on-the-job training in construction	Progress reports; Interviews with key informants
<b>Component 3. Urban planning and land management tools delivered to institutions and HLP awareness raised in institutions and in communities</b>		
7) Five State Ministries of Planning equipped with illustrated urban planning and land management guidelines	5 guideline packages on urban planning and land management delivered	Regional Strategy document

8) Awareness- raising campaigns in 5 pilot areas delivered	2000 awareness-raising materials on HLP rights produced and disseminated; Radio programmes emitted	-
9) Returning IDPs villages assessed	25 Village Assessments Reports disseminated	Progress reports; Interviews with key informants
10) Villages/ local authorities supported with plans and strategies to receive returning IDPs	25 short and longer-term plans and strategies produced	Progress reports and interviews with key informants

**PROJECT C333: PARTICIPATORY AND GENDER-BALANCED URBAN AND REGIONAL PLANNING, LAND MANAGEMENT, ENVIRONMENTAL-FRIENDLY CONSTRUCTION AND SUSTAINABLE LIVELIHOODS IN BLUE NILE STATE (2013-2015)**

**OBJECTIVE:** Urban settlements are better planned and managed by the government to provide security and opportunities for sustainable livelihoods for targeted communities in a gender-responsive manner

**OUTCOMES:**

Outcome 1: Improved physical development and land management to serve returning IDPs and refugees

Outcome 2: Returning IDPs and refugees working, better housed and having access to basic services

OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION
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**Component 1 Improved capacity of government to better plan and manage urban settlements for better provision of services and integration of IDPs**

OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION
1) Strategy on population dynamics and urban growth applied	Population dynamics assessed	Study results incorporated in the Regional Strategy
2) Illustrated urban planning and management guidelines and training tools applied	Set of illustrated urban planning and management guidelines and training tools distributed	Incorporated in the Regional Strategy
3) Workshops delivered at state and local levels for developing regional and urban plans	3 workshops delivered at state and locality levels on developing regional and urban plans	Progress reports; Interviews with key informants; Regional Strategy
4) Regional Strategy adopted	Regional Strategy drafted and validated	Regional Strategy
5) Priority interventions identified for local plans	6 participatory planning sessions delivered identifying priority interventions	Linked to community infrastructure under output 2
6) Participatory local urban plans elaborated and adopted by community and government	2 Participatory local urban plans elaborated and adopted	Progress reports; Interviews with key informants;
7) Awareness of communities on HLP rights, gender mainstreaming and the environment	1,000 awareness-raising materials disseminated and radio awareness programmes emitted	Progress reports; Interviews with key informants;
8) Strategy on land conflict adopted	Study on land conflict	Progress reports; Interviews with key informants;
9) Improved inter-sectoral coordination on land issues	2 Inter-sectoral coordination meetings held on land issues	Progress reports; Interviews with key informants;
10) State Ministry of Planning operational in land surveying and registration	1 Set of land surveying and registration equipment delivered at state level	Progress reports; Interviews with key informants; Direct observation



11) State Ministry of Planning's Land Management Department strengthened with training tools and/or guidelines for urban land management and land dispute resolution	Set on tools for land management and land dispute resolution delivered	Progress reports; Interviews with key informants; Direct observation
12) State Ministry of Planning's Land Management Department strengthened on land dispute resolution and urban land management	Training delivered on land dispute resolution and urban land management	Progress and training reports; Interviews with key informants;
13) Land demarcated for IDP families by states authorities	At least 200 plots demarcated by the States authorities for IDP families in selected areas	Progress reports; Interviews with key informants
<b>Component 2 Improved access to basic services and capacities for sustainable livelihoods for displaced people and recipient communities</b>		
1) SSB producing machines borrowed to targeted community associations and small entrepreneurs	30 SSB producing machines produced and borrowed to targeted community associations and small entrepreneurs	Progress reports; Interviews with key informants; Direct observation; Agreement with BNON
2) Construction using SSB production enhanced	At least 500 people trained in SSB production	Progress reports; Interviews with key informants
3) Accelerated construction of public facilities using SSB	2 hydroform blocks machines delivered to the government counterparts for accelerating the construction of public facilities	Progress reports; Interviews with key informants
4) Community infrastructure operational	At least 2 priority interventions carried out through community involvement	Progress reports; Interviews with key informants Direct observation
5) Stakeholders strengthened in construction techniques incl. SSB production	At least 5 vocational trainings carried out, with special focus on construction techniques	Progress and training reports; Interviews with key informants
6) Technical and vocational institutes strengthened in construction	Capacities of 2 technical institutes enhanced to undertake training of unemployed youth on construction trades	Progress and training reports; Interviews with key informants
7) Small entrepreneurs with focus on SSB production established	At least 4 small entrepreneurs, especially for promoting the production of SSB, formed	Progress and training reports; Interviews with key informants
8) Peri-urban agriculture schemes promoted	Peri-urban agriculture schemes and related activities established in at least 2 locations	Progress and training reports; Interviews with key informants

**PROJECT C341: PEACE BUILDING IN DARFUR THROUGH RESOURCE MANAGEMENT AND LIVELIHOODS (PHASE 1: 2013-2015)**

OBJECTIVE: Sustainable livelihood systems promoted by informing legal and policy reform processes in land rights, coordinating existing conflict management mechanisms and implementing direct programmatic interventions designed to consolidate alliances among community stakeholders around shared interests

OUTCOMES

Outcome 1: Improved environment for social peace

Outcome 2: Improved livelihoods for communities along the transhumance routes with the focus on youth and women

OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION
<b>Component 1: Promotion of social peace</b>		
1) Communication Strategy developed	1 Communication strategy developed in a participative strategic planning session with minimum 50 participants	Communication Strategy Report
2) CBOs strengthened in peace building	10 CBO's trained on conflict sensitive planning	Workshop report; Interview with Ministry of Finance Focal point
3) Peace Building and Land Policy Platform established	1 Peace Building and Land Policy Platform established and operational	Workshop report; Interview with Ministry of Finance Focal point
4) Documentary film on social peace broadcasted	1 Film broadcasted	Communication Strategy Report; Workshop report; Interviewed with media and public relation officer of Nomadic Commission
5) Two Peace Centres operational	2 Multi Purpose Peace Centers built and operational	Direct observation; Focus Group Discussion
6) Livestock routes demarcated	1 livestock route demarcated according to applicable standards	Progress reports; Interview with General Secretary of Nomads Commission
7) Establish watering facilities along livestock routes	1 Water yard constructed	Progress reports; Interview with General Secretary of Nomads Commission
<b>Components 2: Improvement of livelihoods with the focus on youth and women</b>		
8) Selected beneficiaries trained in livelihoods and provided with start-up kits	Women and youth trained and received start-up kits	Direct observation; Activity report

**PROJECT C379 EMERGENCY FLOOD RESPONSE IN KHARTOUM FOR VULNERABLE COMMUNITIES (2014-2015)**

OBJECTIVE: Improved adaptation and resilience to floods in selected areas

**OUTCOMES**

Outcome 1: Improved resilience to floods through improved planning, land management and public services delivery in flood-prone areas

Outcome 2: More resistant construction standards for housing and public infrastructure adopted

Outcome 3: Improved capacity in emergency construction of drainage and access roads

OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION
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**Component 1: Rapid assessment to flood vulnerable locations in Khartoum**

1) Rapid Assessment of flood prone areas elaborated in a participatory planning session	1 Rapid assessment to flood vulnerable locations conducted	Rapid Assessment Report
2) State Ministry of Planning, localities, community leaders and international and national NGOs strengthened in Rapid Assessment to Flood Vulnerable Location Maps	Package of workshops delivered	Progress reports; Interviews with key informants; Direct observation

**Component 2: Emergency construction of public facilities in vulnerable areas in Khartoum and awareness-raising on flood resistant construction standards**

3) Capacity of State Ministry of Planning, locality staff, community leaders and NGOs strengthened in (i) flood resilient urban planning, (ii) land management; (iv) housing and social services design using environmental friendly and low cost technologies	Package of technical training courses delivered	Progress reports; Interviews with key informants; Direct observation
4) Based on the approved urban plans, State Ministry of Planning and the localities supported to conduct land demarcation, allocation and registration activities in the selected areas	4 Plots for public facilities demarcated and registered	Progress reports; Interviews with key informants; Direct observation
5) Technical designs for public facilities elaborated in participatory process with State Ministry of Planning and the localities and public facilities built	1 Health centre, 2 schools and youth centre built and handed over to the user	Progress reports; Interviews with key informants; Direct observation
6) State Ministry of Planning and localities equipped with SSB manual press machines and other equipment for the construction of public facilities and self-help houses	12 Manual press machines for SSB and other equipment delivered and agreement signed with NGO to lend of machines to the community	Progress reports; Interviews with key informants; Direct observation
7) Small entrepreneurs and trainers-of-trainers formed in on flood resilient construction standards and entrepreneurship	Woman trained in livelihoods; Man trained in construction; Trainings in SSB production and in flood resilience delivered	Progress reports; Focus Group Discussion Direct observation
8) Awareness-raising tools and materials on flood resilient housing, participatory planning and environmentally friendly building technologies (SSB) developed and disseminated	2 Sets of awareness-raising tools and materials disseminated	Progress reports; Focus Group Discussion; Direct observation
<b>Component 2 Support to the Government of Sudan in the Emergency Construction of Drainage Systems and Access Roads to the main roads</b>		
9) Needs assessment in capacity building in the construction of drainage and access roads in flood prone areas	Institution assessment report delivered	Assessment report
10) Government partners capacitated in the construction of drainage and access roads in flood prone areas (assessment, planning, design, implementation and management); Improved inter-institutional cooperation	State Ministry of Planning and 2 Localities strengthened in drainage design, management and maintenance	Progress reports; Interviews with key informants; Direct observation
11) Demonstration in the construction of drainage and access roads in flood prone areas delivered	4 Drainage systems and access roads constructed in flood prone areas	Progress reports; Interviews with key informants; Direct observation

## ANNEX 4: FOUR PROJECTS' COST

Object class	Class/ code name	AMOUNT IN USD
<b>C308: INSTITUTIONAL CAPACITY DEVELOPMENT IN DARFUR ON URBAN AND REGIONAL PLANNING AND LAND MANAGEMENT</b>		
421	Project personnel - TOTAL	979.500
	International experts	306.000
	National experts	300.000
	Consultants	252.000
	(Administrative) support personnel	54.000
	Volunteers	
	Travel on official business	30.000
	Mission cost	37.500
422	Subcontracts - TOTAL	185.000
	National experts and consultants	75.000
	Grants to institutions	110.000
423	Training - TOTAL	340.000
	Individual fellowships	
	Group training - MPUD	240.000
	In-service training - communities	100.000
	(Awareness-raising)	0
424	Equipment and premises - TOTAL	376.000
	Equipment to beneficiaries	150.000
	Expendable equipment	50.000
	Non expendable equipment	20.000
	Premises	156.000
425	Miscellaneous - TOTAL	108.579
	Operation and maintenance of equipment	
	Reporting cost	
	Information and evaluation activities	
	Sundry	108.579
	Direct cost	
427	Grants	0
	Grants for credit activities	
	Grants for other capital investment	
	Micro-capital grants	
999	Programme support cost	0
	Subtotal	1.989.079
	Administrative Costs (7%)	139.236
	TOTAL	2.128.315
<b>C333: SUSTAINABLE URBAN REINTEGRATION OF DISPLACED POPULATIONS IN BLUE NILE STATE</b>		
421	Project personnel - TOTAL	472.000
	International experts	264.000
	National experts	152.000
	Consultants	
	(Administrative) support personnel	16.000
	Volunteers	
	Travel on official business	16.000
	Mission cost	24.000
422	Subcontracts - TOTAL	540.000
	National experts and consultants	540.000
	Grants to institutions	
423	Training - TOTAL	150.000
	Individual fellowships	
	Group training - MPUDs	40.000
	In-service training - communities	80.000

Object class	Class/ code name	AMOUNT IN USD
	Awareness-raising	30.000
424	Equipment and premises - TOTAL	324.382
	Equipment to beneficiaries	190.000
	Expendable equipment	6.382
	Non expendable equipment	38.000
	Premises	90.000
425	Miscellaneous - TOTAL	152.000
	Operation and maintenance of equipment	54.000
	Reporting cost	30.000
	Information and evaluation activities	50.000
	Sundry	18.000
	Direct cost	
427	Grants	100.000
	Grants for credit activities	
	Grants for other capital investment	
	Micro-capital grants	100.000
999	Programme support cost	0
	Subtotal	1.738.382
	Administrative Costs (7%)	121.687
	TOTAL	1.860.069

#### **C341: PEACE BUILDING IN DARFUR THROUGH RESOURCE MANAGEMENT AND LIVELIHOODS**

421	Project personnel - TOTAL	75.738
	International experts	63.738
	(Administrative) support personnel	
	Volunteers	
	Travel on official business	
	Mission cost	12.000
422	Subcontracts - TOTAL	136.000
	National experts	40.000
	Consultants	96.000
	Grants to institutions	
423	Training - TOTAL	0
	Individual fellowships	
	Group training	
	In-service training	
424	Equipment and premises - TOTAL	55.800
	Expendable equipment	11.800
	Non expendable equipment	20.000
	Premises	24.000
425	Miscellaneous - TOTAL	46.327
	Operation and maintenance of equipment	10.500
	Reporting cost	
	Information and evaluation activities	21.241
	Sundry	14.586
	Direct cost	
427	Grants	0
	Grants for credit activities	
	Grants for other capital investment	
	Micro-capital grants	
	OTHER	430.000
-	Training activities - lump sum	180.000
	Studies - lump sum	10.000
	Works - lump sum	240.000
999	Programme support cost	
	Subtotal	743.865
	Administrative Costs (7%)	52.071

Object class	Class/ code name	AMOUNT IN USD
	TOTAL PHASE 1	795.936
<b>C379: EMERGENCY FLOOD RESPONSE IN KHARTOUM FOR VULNERABLE COMMUNITIES</b>		
421	Project personnel - TOTAL	259.500
	International experts	124.500
	National experts	99.000
	Consultants	
	(Administrative) support personnel	27.000
	Volunteers	
	Travel on official business	9.000
	Mission cost	
422	Subcontracts - TOTAL	876.000
	National experts and consultants	126.000
	Grants to institutions	750.000
423	Training - TOTAL	109.000
	Individual fellowships	
	Group training - MPUD	40.000
	In-service training - communities	39.000
	Awareness-raising	30.000
424	Equipment and premises - TOTAL	134.200
	Equipment	89.200
	Expendable equipment	
	Non expendable equipment	
	Premises	45.000
425	Miscellaneous - TOTAL	116.630
	Operation and maintenance of equipment	45.000
	Reporting cost	31.430
	Information and evaluation activities	15.000
	Sundry	25.200
	Direct cost	
427	Grants	0
	Grants for credit activities	
	Grants for other capital investment	
	Micro-capital grants	
999	Programme support cost	0
	Subtotal	1.495.330
	Administrative Costs (7%)	104.673
	TOTAL	1.600.003

## ANNEX 5: LIST OF PERSONS INTERVIEWED

<u>UN-Habitat</u>	<u>UN-Habitat Projects in Blue Nile State</u>
Al-Ashhab Wael Chief Technical Advisor and Head of Country Programme, UN-Habitat Khartoum Office	Abdel-Hamid Mohamed Principal Damazin Technical Secondary School, Blue Nile State
Awad Eldouri Reem Community Mobilizer UN-Habitat Khartoum Office	Ali Mohammed Ali Director of Survey Department Roseires MPPU Blue Nile State
Bech Susanne Evaluation Officer UN-Habitat Evaluation Unit	Ali Zein Ali President of Network BNON Blue Nile State
Elmagboul Ola Elfatih Ibrahim Programme Assistant UN-Habitat Khartoum Office	Adam Squir Hamdan IT Specialist BNON Blue Nile State
Ibrahim Dalia Mahmoud Operations Analyst UN-Habitat Khartoum Office	Arif Mohammed Ibrahim Survey Engineer MPPU
Mustafa Abdel Rahman National Programme Coordinator UN-Habitat Khartoum Office	Hadi Ali Abbas Former Director General MPPU Blue Nile State
Schäfer Katja Human Settlements Officer UN-Habitat ROAS	Hatem Mohamed Osman Roads Director MPPU Blue Nile State
Spaliviero Mathias Senior Human Settlements Officer UN-Habitat ROAf	Jawaher Ibrahim Mohammed Public Relations BNON Blue Nile State
	Khadija Hussein Moussa Civil engineer Engineering Unit Ministry of Health Blue Nile State
<u>UN-Habitat Projects Darfur</u>	
Abdul Ghaffar Ali Unit Manager of Foreign Aid Coordination Ministry of Finance Darfur	Mak Yousif Al Fateh Advisor to the Governor Native Administration Blue Nile State
Afaf Ahmed Hamed Secretariat for Women Darfur	Mohammed Abdelnour Executive Director BNON Blue Nile State
Hisham Hassan Duma Secretary-General and Chairman of the Higher Routes Committee, Darfur	Mohammed Abdul Rahman Mohammed Architect Engineering Unit at Ministry of Health Blue Nile State
Hussein Ahmed Hussein State Coordinator Sudan Peace and Development Project, Darfur	Mohamed Yousif Mohammed Project Focal Point and Director of electricity and renewable energies Department, MPPU
Jibril Adam Mohammed Former Director General MPPPU Darfur	Nagwa Abdel Baki Abu Zeid Director of the Land Management Department MPPU Blue Nile State
Khadija Osman Idris Secretariat for Women's Union Darfur	Omer Mohamed Ibrahim State Coordinator Sudan Peace Building and Development Project (SPDP) Blue Nile State
Mansour Abdalla Yahia Director General MPPPU Darfur	Sahnoun Fadhil Mohamed Director Youth Center Roseires Blue Nile State
Mohamed Abd Alla Director of Training Management and Capacity Building, MPPPU Darfur	Salah al-Din Mohamed Ahmed Director General MPPU Blue Nile State
Omaima Mohamed Osman Head of Media and PR, Commission of Care and Development of Nomad Darfur	Sawsan Hassan Khairallah Survey Engineer MPPU Blue Nile State
Siham Taher Abdul-Jabbar Secretariat Student's Union Darfur	Qasim Ahmed Mohammed Project Coordinator Community Development Radio Project, Blue Nile State
Tahalil Hafiz Mohammad Secretariat for Young Women Darfur	<u>Khartoum Projects</u>

Tayeb Abdul Rahman Dir Gen Administration of Construction and Control of Urban Growth, MPPPU Darfur	Amel Abdo Hassan Construction Engineer Karari UN-Habitat Consultant in Karari
Qasima Abkar Mohammed Secretariat Islamic Movement Darfur	Mhamoud Nizar A.M.M Manager Karrary Locality Khartoum
Zein Al-Taheer Abdullah Head of GIS MPPPU Darfur	Wad Madani Urban Observatory Khartoum
Other	
Abbas Ahmed Program Officer Royal Norwegian Embassy Khartoum	Nakamura Hitoshi Deputy Chief of Mission, Head of Economic Cooperation Section, Embassy of Japan
Abbas Hatem Elbag Senior Economic and Economic Cooperation Analyst, Embassy of Japan Khartoum	x Multi-Donor Trust Fund UNDP Khartoum
Haukland Semund Counsellor Deputy Head of Mission Royal Norwegian Embassy Khartoum	Murillo Fernando. PHD Architect MD Urban Regional Planner Consultant for UN-Habitat



## ANNEX 6: LIST OF DOCUMENTS CONSULTED

**C308 Project: Institutional Capacity Development in Darfur on Urban and Regional Planning and Land Management**

UN-Habitat (), C308 Project Document

UN-Habitat (2011), C308 Cost Estimate

UN-Habitat (2011), C308 Modification Assistance Award

UN-Habitat (2011), C308 Project Proposal

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UN-Habitat (2015), C308 Regional Spatial Planning Strategy of Darfur

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UN-Habitat (2012 03), C308 2nd Quarterly Report

UN-Habitat (2012 05), C308 Progress report on Training workshop on Participatory planning and Land conflict Management in North and South Darfur States

UN-Habitat (2012 09), C308 4th Quarterly Report

UN-Habitat (2013 04), C308 Progress report on North and South Darfur Consultative Workshops

UN-Habitat (2013 07), C308 Progress report on Central Darfur Consultative Workshop

UN-Habitat (2013 09), C308 7<sup>th</sup> Quarterly Report

UN-Habitat (2013 11), C308 Progress Report on Training workshop on Participatory planning and Land conflict Management

**C333 Project: Sustainable Urban Reintegration of Displaced Populations in Blue Nile State**

GoS (2010), Government Appreciation Letter

UN-Habitat (), C333 Project Document

UN-Habitat (2012), C333 Agreement with Norway

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### **C341 Project: Peace Building in Darfur through Resource Management and Livelihoods**

UN-Habitat (), C341 Project Document

UN-Habitat (2012), C341 Project Application Form

UN-Habitat (2014), C341 Revised Project Budget

UN-Habitat (2014), C341 Phase 2 Project Budget

UNEP (2007), Sudan Post-Conflict Environmental Assessment

Reports:

UN-Habitat (2013 06), C341 Biannual Report

UN-Habitat (2013 08), C341 Progress Report

UN-Habitat (2013 09), C341 Biannual Report

UN-Habitat (2013 10), C341 Quarterly Update

UN-Habitat (2013 12), C341 Annual Report

UN-Habitat (2013 12), C341 Biannual Report

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UN-Habitat (2014 07), C341 Biannual-Annual Report

UN-Habitat (2014 12), C341 Annual Report

### **C379 Project: Emergency Flood Response in Khartoum for Vulnerable Communities**

UN-Habitat (), C379 Background Paper

UN-Habitat t (), C379 Project Document

UN-Habitat (2014), C379 Institutional Analysis with UNOPS

UNOPS (2014), C379 Advisory Services

UN-Habitat (2014), C379 Project Proposal

UN-Habitat (2014), C379 Institutional Analysis with UNOPS

Reports:

UN-Habitat (2014 11), C379 Progress Report N°7

UN-Habitat (2014 11), C379 Progress Report

UN-Habitat (2015 02), C379 Progress Report N°11

UN-Habitat (2015 03), C379 Progress Report N°13

### **Documents by UN-Habitat**

UN-Habitat and the Federal Ministry of Environment Forestry and Physical Development (2010 November) MoU

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Un-Habitat (2012), Supporting Urban Development Sudan Brochure

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UN-Habitat (2001), Guidelines for the Evaluation of Post Disaster Programmes
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## ANNEX 7: OVERVIEW OF ALL PROJECTS

YEAR	Project Title	Location	Area Goal Results	FINANCER Cost in USD
1999-2001	Urban Upgrading and Poverty Alleviation	Khartoum State	Area: poverty alleviation, training and capacity building, land management, etc Goal: improving the management capacities of local institutions for poverty alleviation Results: CBOs registered, credit mechanisms established with revolving fund, building materials quality and productivity improved, installation/ cost recovery basis, sustainable livelihood for IDPs	UNDP 2.181.223
2005-2008	Sustainable Options for Livelihood Security (SOLSES)	Eastern Sudan	Area: risk reduction and rehabilitation, post conflict assessment and reconstruction Goal: rehabilitation programme for refugee-impacted areas and communities, is an inter-agency partnership created to enhance livelihood security and wellbeing for people living in or adjacent to refugee camps in eastern Sudan Results: capacity-building and infrastructure upgrading projects, demonstration activities including rehabilitation of schools, water station, children's ward and teacher's housing	UNHCR 429.600
2006	Sustainable Options for Livelihood Security (SOLSES 2)	Eastern Sudan	Area: urban development and management, training and capacity building, environment, post conflict assessment and reconstruction Goal: environmental restoration of refugee-impacted areas and the rehabilitation of social and physical infrastructure Results: capacity building of authorities, enhanced local economic development, infrastructure maintenance, environmental management, environmental protection	UNDP/ UNHCR 890.000
MILESTONE - CPA AND OFFICIAL START OF UN-HABITAT'S PROGRAMME IN SUDAN in 2005				
2007-2011	Enhancing Capacity in Formulation and Implementation of Pro-poor Urban Planning and Policies	Khartoum State	Area: EA1: urban planning, EA2: land management, EA3: pro-poor housing, EA4: infrastructure and basic services Goal: assisting the State to formulate, adopt and implement an urban planning policy framework taking into account the most vulnerable population Results: state adopted resolutions: implementation of the Slum Upgrading Programmes; establishment of Khartoum Urban Observatory, RUSPS elaborated	EU and Italy 2,664,942
2007-2009	Darfur Early Recovery, Stabilized Soil Blocks for Sustainable Urban Growth	Darfur States	Area: training and capacity building, land and housing, building materials and technology, risk reduction and rehabilitation, post conflict assessment and reconstruction Goal: awareness-raising and consensus building on the adoption of alternative building technologies Results: 86 pilot demonstration buildings with SSB constructed	DFID 1.157.851
MILESTONE - UN-HABITAT'S MTSIP 2008-2013 APPROVED				

YEAR	Project Title	Location	Area Goal Results	FINANCER Cost in USD
2007-2009	Sustainable Reconstruction of Shelter, Community Infrastructure and Secure Land Tenure	Darfur States	Area: infrastructure and public services Goal: promoting mixed land use and multi-functional settlements equipped with basic services Results: social infrastructure built, improved capacity in sustainable construction technologies	DFID and Japan 2,000,000
2008-2009	C221: Ensuring Seamless Transition to Reconstruction	Darfur States	Area: promotion of environmentally friendly construction technology Goal: adapting and implementation woodless building techniques, strengthening capacity in land management, demonstrating technical leadership in early recovery Results: build consensus on "woodless" technologies among key stakeholders	Japan 1.141.904
2010- 2012	Slum Upgrading and Sustainable Housing Development in two settlements	Southern and Western Darfur State	Area: housing Goal: supporting a gradual shift from humanitarian assistance to early recovery and development interventions by applying eco-friendly building technologies Results: IDP families permanently housed, plots demarcated ,improved capacity in construction	UNHCR 1.400.000
2010-2012	C277: Slum Upgrading and Sustainable Housing Development in Sakali Settlement near Nyala	Darfur	area: housing and slum upgrading goal: demonstration of low-cost housing using woodless building technology and targeting vulnerable IDP results: IDP families permanently housed; plots demarcated; improved capacity in construction	UNHCR 468.905
MILESTONE: SECESSION OF SOUTH SUDAN IN 2011				
2011-	Strengthen Primary Health Care System in Darfur	Khartoum State	Area: infrastructure and public services Goal: promotion of mixed land use and multi-functional settlements equipped with basic services Results: demonstration social infrastructure built, improved capacity in sustainable construction technologies	USAID and WHO 1.400.000
2011-2013	C308: Institutional Capacity Development in Darfur on Urban and Regional Planning and Land Management	Darfur States	Area: ea2: land management, ea3: pro-poor housing, basic services Goal: better management of displaced people and urban settlements by GOS Results: increased capacity in planning and land management, improved housing and infrastructure, urban planning and land management tools used by GOS	USAID 2.128.315
2011-2013	C309: Strengthening Primary Health Care System in 3 States of Darfur	UN-HABITAT'S MTSIP 2008-2013 APPROVED	Area: urban basic services Goal: enhancing the quality of primary healthcare services in Al-Fashir, Nyala and Geneina, targeting the most vulnerable groups. Results: access to primary health care facilities ensured in selected localities, international guidelines on access to basic services adapted and implemented	USAID 1.356.589

YEAR	Project Title	Location	Area Goal Results	FINANCER Cost in USD
2012	C322: Slum Upgrading and Sustainable Housing Development in two Settlements	Darfur States	Area: urban planning and design, housing and slum upgrading Goal: demonstrating of low-cost housing and environmentally friendly building technology in Sakali settlement near el-Genienar, promoting community self-reliance, enhancing capacity in urban planning and land allocation Results: IDP communities empowered and jobs created, GOS and implementing partners supported in slum upgrading and prevention policies and strategies, enhanced capacity of GOS in housing and urban and land management	UNHCR 904.020
2012-2014	C333: Sustainable Urban Reintegration of Displaced Populations in Blue Nile State	Darfur States	Area: ea2: land management, ea3: pro-poor housing;, ea4: infrastructure and basic services Goal: reintegration of theIDPs in Blue Nile State in urban areas and promote early recovery, peace building and stabilisation Results: increased capacity in urban and regional planning and land management; increased gender-balance in urban and regional planning; improved access to basic social services and infrastructure; improved livelihoods	Norway 1.860.360
2013-2015	C341: Peace Building in Darfur through Resource Management and Livelihoods	Southern and Western Darfur State	Area: ea3: pro-poor housing, ea4: infrastructure and basic services Goal: improved environment for sustainable peace, through livelihood support and resource management Results: social peace promoted, livelihoods facilitated and diversified with focus on youth and women	DSPCF 793.982
2015-2016	C341 (phase 2); Peace Building in Darfur through Resource Management and livelihoods	Darfur	Area: ea3: pro-poor housing, ea4: infrastructure and basic services Goal: improved environment for sustainable peace, through livelihood support and resource management Results: social peace promoted, livelihoods facilitated and diversified with focus on youth and women	DCPSF 499,435
<b>MILESTONE: UN-HABITAT'S STRATEGIC PLAN 2014-2019 APPPROVED</b>				
2014	C379 Emergency Flood Response in Khartoum for Vulnerable Communities	Khartoum State	Area: FA2. urban planning and design, FA4. urban basic serviced Goal: strengthen GOS and community to conduct emergency construction of public facilities and infrastructure Results: improved resilience to flooding with focus on rapid assessment, urban planning, flood resilient construction, improved access to flood-prone localities	Japan 1.600.000