

Ex-post evaluation

Strengthening basic social services for vulnerable children, Sudan

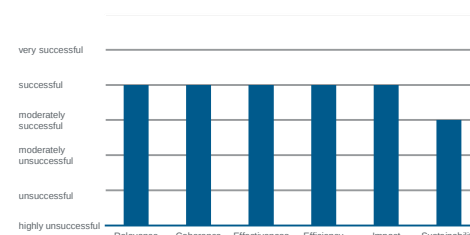
Title	Quality Social Services for Vulnerable Migrants and at-Risk Children in Kassala and Gedaref, Sudan		
Sector and CRS code	11220 Primary education (60%), 14030 Basic drinking water supply and basic sanitation (40%)		
Project number	BMZ No. 2016 18 610		
Commissioned by	German Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Project-executing agency	United Nations International Children's Emergency Fund (UNICEF)		
Project volume/ Financing instrument	EUR 6.0 / transitional aid (Crisis Management and Reconstruction, Infrastructure budget title)		
Project duration	July 2016 – August 2018		
Year of report	2024	Year of random sample	2020

Objectives and implementation of the project

The objective at outcome level was to ensure that at least 25,000 children and young people use better quality services in the areas of education, water and sanitation, and to improve the protection of vulnerable children and young people with migrant backgrounds

At impact level, the aim was to reduce the number of children without access to school and to increase the protection of vulnerable children with migrant backgrounds and in host communities through improved advisory services and care.

Overall rating:
successful



Key findings

Taking into account the difficult framework conditions, positive results dominated, and the project also demonstrated development effectiveness, although context-related sustainability was at risk.

- The main reason for the successful assessment of relevance was the focus of the measures on improving school infrastructure and on water and sanitation supplies for minimum hygiene standards in order to meet the most pressing needs of the target group.
- Effectiveness is rated as successful because, despite the complex and volatile framework conditions, the objectives were largely achieved at outcome level.
- From the perspective of the project executing agency and target group, the efficiency of the project is rated as successful, even in comparison with similar projects in fragile contexts.
- As a transitional aid project, a limited sustainability claim was assumed in order to achieve quick and immediate benefits for the target group.
- At the time of the evaluation, it was not possible to determine with certainty whether the positive results could persist in the event of a continuing civil war in Sudan.
- Nevertheless, sustainability is rated as moderately successful, as UNICEF has received financing commitments for follow-up projects so as to continue the positive effects of the previous measures in eastern Sudan.

Conclusions

- Joint local follow-up by UNICEF and KfW helps to identify and counteract weaknesses in the implementation of the project in good time.
- Where state structures are weak, UN organisations acting as project-executing agencies for a first-time FC project in a fragile context facilitate successful implementation of the measures.
- Transitional structural aid projects require concepts for maintaining temporary structures in the long term, regardless of external donor support.
- The experiences gained during the project led to conceptual changes in follow-up projects with regard to the target group, catalogue of measures and project duration.

Ex-post evaluation – Rating according to OECD-DAC criteria

Overview of sub-ratings:

Relevance	2
Coherence	2
Effectiveness	2
Efficiency	2
Impact	2
Sustainability	3
Overall rating:	2

Overall context

Since the 1989 military coup that Omar al-Bashir used to seize power in Sudan, the situation there has repeatedly been characterised by armed conflicts and serious human rights violations. In addition, the East African country was destabilised by the decades-long civil war in South Sudan, which led to the state independence of the region in 2011. Following nationwide demonstrations and unrest, Sudan's authoritarian President al-Bashir was ousted in April 2019 by a military council, which however, refused the transfer of political power to a civilian government as demanded by opposition groups. Following another military coup in 2021, the intent was for the transition to free elections to begin within two years. However, violent disputes occurred within the military junta in April 2023 between the Sudanese Armed Forces (SAF) under the command of the de facto Head of State General Abdel Fattah Burhan and the paramilitary group Rapid Support Forces (RSF), commanded by General Mohammed Hamdan Dagalo.¹ The RSF succeeded in taking over power in large parts of the country outside the capital Khartoum at the beginning of 2024, aided by a network of supporters and smuggling routes outside Sudan.² An end to the civil war and a transition to a democratic system in Sudan are not in sight at the moment. The interests of external actors such as Russia, Iran, Turkey and the United Arab Emirates are opposed to a political solution to the conflict, as are conflicting group identities and resource conflicts within the tribally fragmented Sudanese society. Sudan is classified as a fragile state at a "high alert" level – almost on par with countries such as Afghanistan and the Central African Republic.³ Increasing fragility threatens to throw Sudan's development back by decades.⁴ Since the outbreak of armed fighting between the SAF and RSF, the number of internally displaced persons rose to over 6.3 million by January 2024 compared to 3.6 million at the end of 2022; as well as about 1 million refugees from neighbouring countries, who are being looked after by UNHCR.⁵

Widespread violence against civilians, including sexual violence against girls and women, mass executions, torture and forced relocation due to ethnicity have been documented.⁶ According to the United Nations, 24 million children were exposed to brutality and violations of their rights at the beginning of 2024.⁷

¹ For background, see Assal, Munzoul A. M. (2023): War in Sudan 15 April 2023: Background, Analysis and Scenarios, International Institute for Democracy and Electoral Assistance, Stockholm

² Hager, Ali (2023): The War in Sudan: How Weapons and Networks Shattered a Power Struggle, GIGA Focus Middle East, 2, p. 8. In the ACLED Conflict Index, Sudan was one of the ten countries worldwide with extreme conflict intensity at the end of 2023. <https://acleddata.com/conflict-index/#overview> (accessed: 14 May 2024)

³ Fund for Peace (2023): Fragile States Index. Annual Report 2023, Washington DC, p. 7.

⁴ World Bank (2023): Sudan Economic Update. Missed Opportunities amidst Deepening Fragility, Washington DC, p. 27.

⁵ OCHA (2024): Sudan. Humanitarian Response Dashboard, <https://www.unocha.org/publications/report/sudan/sudan-humanitarian-response-dashboard-january-2024>; UNHCR (2024): Refugee Data Finder, <https://www.unhcr.org/refugee-statistics/download/?url=a4B1vr>. (Accessed: 18 March 2024)

⁶ UNHCR (2024): Report of the United Nations High Commissioner for Human Rights. Situation of human rights in the Sudan. New York. (Accessed: 14 May 2024)

⁷ OHCHR (2024): Sudan conflict: 24 million children exposed to a year of brutality and rights violations, UN committee says, <https://www.ohchr.org/en/press-releases/2024/03/sudan-conflict-24-million-children-exposed-year-brutality-and-rights> (accessed: 24 March 2024)

The economic situation in Sudan has been tense for years; overall economic value creation fell by 12% year-on-year in 2023, and, at most, very modest economic growth is expected for the coming years.⁸ Although runaway inflation weakened after peaking in 2021 at 359% compared to the previous year, it remained at a highly volatile level during the following years.⁹ Gross national income per capita fell from USD 3,939 to USD 3,515 between 2019 and 2022.¹⁰ Corruption is also perceived in all areas in Sudan.¹¹ 24.8 million people, more than half of the country's population,¹² depend on humanitarian aid and protection, and they do not have secure access to food or a stable water supply.¹³ The share of the population that has to make do with less than USD 2.15 per day increased from 30.6% in 2021 to 32.3% the following year.¹⁴ Basic social services can only be maintained with the help of the international community. While the inflow of Official Development Assistance (ODA) was USD 809 million in 2016, it increased fivefold to USD 3.76 billion in five years; in 2016, ODA flows to Sudan USD 20.55 per capita, and four times that figure (USD 82.47) in 2021. Germany resumed long-suspended bilateral development cooperation with Sudan in 2020, but interrupted it again after the military coup in October 2021. However, it continued to take measures to support the population as far as the security situation allowed.¹⁵

The July 2016 – August 2018 implementation period of the evaluated project was characterised by crises and war, especially as the situation in the neighbouring state of South Sudan had a negative impact on the intervention area – the two southeastern states of Kassala and Gedaref. Kassala hosted Sudan's third largest refugee population, with over 116,000 refugees and asylum seekers (in February 2023), mostly from South Sudan.¹⁶ The region is considered a transit route for human trafficking and migration from Ethiopia and Eritrea to Europe. In 2023, around 770.000 refugees, internally displaced persons, returnees and other vulnerable groups were dependent on humanitarian aid in the neighbouring state of Gedaref, south of Kassala, with a population of 2.6 million.¹⁷ According to data from the Uppsala Conflict Data Program (UCDP), the clashes between the SAF and RSF in Kassala resulted in more than 1,000 deaths, while Gedaref was less severely affected;¹⁸ however, tensions and sporadic battles between the SAF, the Ethiopian National Defence Forces (ENDF) and the Ethiopian Amhara militia continued to occur in the border area to Ethiopia.

Project summary

The FC project "Strengthening basic social services for vulnerable children within host communities in Kassala and Gedaref" Sudan (BMZ No. 2016 18 610) aimed to reduce the high number of children and young people without access to educational opportunities in the project area and to improve the protection of vulnerable children and young people against abduction, kidnapping and trafficking. The activities implemented included (i) the construction of new school infrastructure and the rehabilitation of sanitary facilities, (ii) construction/expansion/rehabilitation of water supply systems in schools and local communities, (iii) establishing facilities near borders to identify and care for unaccompanied refugee children and guaranteeing children's rights for Sudanese children in conflict with the law; and (iv) hygiene awareness-raising campaigns; data collection and follow-up measures to strengthen knowledge management were also prepared.

⁸ World Bank (2024): Global Economic Prospects, January, Washington DC, p. 93.

⁹ Inflation rate in 2023 compared to the previous year was 256%, and 152% in the following year; Statista (2024): Sudan inflation rate, <https://de.statista.com/statistik/daten/studie/326806/umfrage/inflationsrate-im-sudan/>. (Accessed: 16 March 2024)

¹⁰ In constant USD purchasing power parities of 2017; World Development Indicators (2024), <https://data-bank.worldbank.org/source/world-development-indicators>. (Accessed: 20 March 2024)

¹¹ In the 2023 Corruption Perceptions Index, Sudan ranked one of the last places, alongside Tajikistan and Myanmar; Transparency International (2024): Corruption Perceptions Index 2023, Berlin, p. 3.

¹² Population figures for Sudan and sub-national divisions are predominantly volatile estimates, as inflows and outflows of internally displaced persons and cross-border migration movements are constantly changing population figures.

¹³ UNICEF Sudan (2024): Humanitarian Situation Report, 15, January, <https://www.unicef.org/sudan/media/13696/file/UNICEF%20Sudan%20-%20Humanitarian%20Situation%20Report%20-%20January%202024.pdf>. (Accessed: 18 March 2024)

¹⁴ World Bank (2023): Sudan: Macro poverty outlook, April, <https://documents1.worldbank.org/curated/en/099602104132320298/pdf/IDU0f81220a60bca104f0408e2200a4406d9569f.pdf> (accessed: 24 March 2024)

¹⁵ German Federal Foreign Office (2024): Sudan, <https://www.bmz.de/en/countries/sudan>. (Accessed: 18 March 2024) KfW Development Bank (2021): Sudan – important and rapid support for a country in transition, https://www.kfw-entwicklungsbank.de/International-financing/KfW-Development-Bank/About-us/News/News-Details_633664.html. (Accessed: 11 April 2024)

¹⁶ UNHCR (2023): Overview of Refugees and Asylum-seekers in Sudan, <https://data.unhcr.org/en/documents/details/99710>. (Accessed: 19 March 2024)

¹⁷ OCHA (2023): Gedaref State Profile, March; in Gedaref there are the two large camps Um Rakuba and Um Gargour as well as Tunaydbah and Babikri as refugee settlements. <https://reliefweb.int/report/sudan/ocha-sudan-gedaref-state-profile-march-2023>. (Accessed: 16 March 2024)

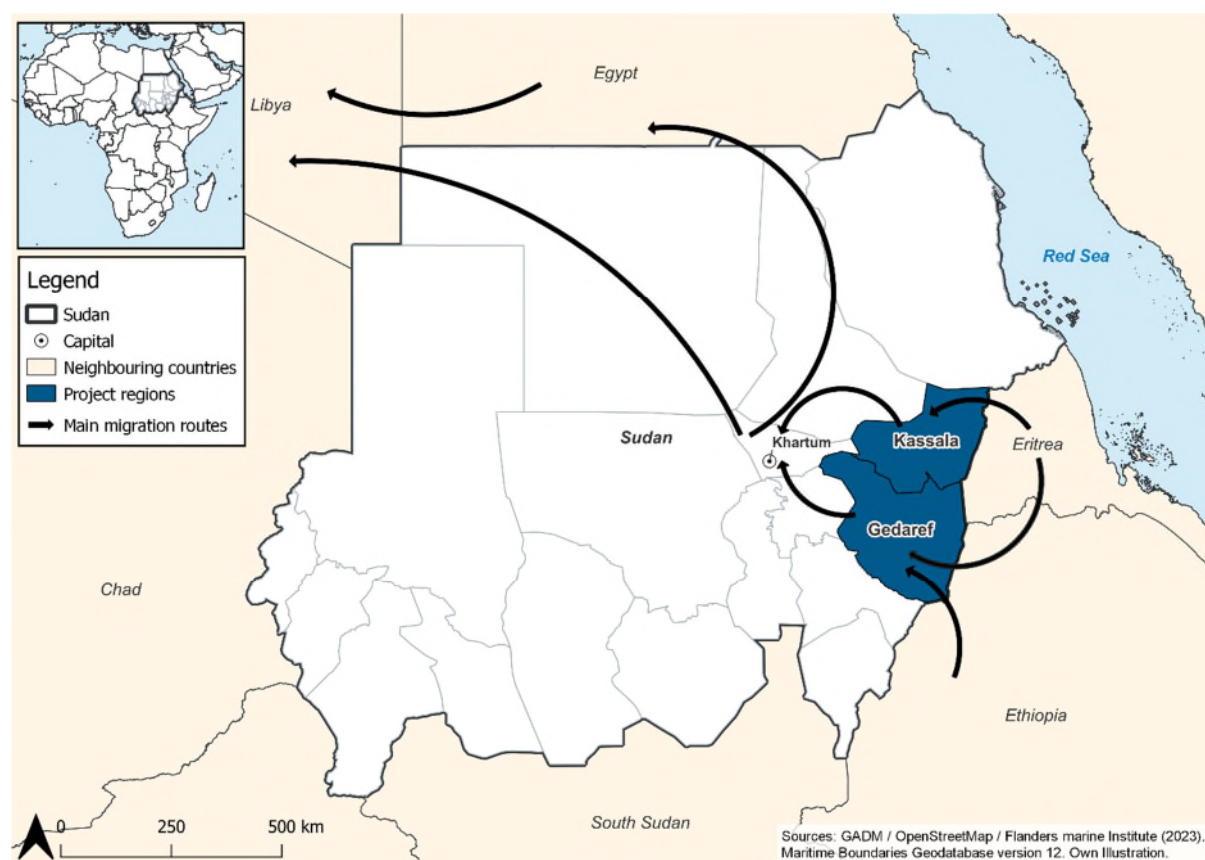
¹⁸ Uppsala Conflict Data Program (2024). <https://ucdp.uu.se/country/625> (accessed: 14 May 2024)

Total costs

In EUR million	Investment (planned)	Investment (actual)
Investment costs* (total)	6.0	6.0
Counterpart contribution	0.0	0.0
Debt financing	6.0	6.0
<i>of which BMZ budget funds</i>	<i>6.0</i>	<i>6.0</i>

* Total grant to UNICEF Transitional Aid (Crisis Management and Reconstruction, Infrastructure budget title)

Overview of Sudan and project regions



Rating according to OECD-DAC criteria

Relevance

1. Alignment with policies and priorities

In the project's content orientation, two approaches were conceptually combined: the UNICEF "Strategy for Water, Sanitation and Hygiene" (WASH)¹⁹ and elements of the "No Lost Generation" (NLG) initiative.²⁰ In accordance with the United Nations 2016 Sudan Humanitarian Response Plan and the 2016 Sudan National Sanitation and Hygiene Strategic Framework (SNSHSF), the WASH strategy was intended to contribute to the realisation of human rights to water and sanitation in the intervention areas and thus also to Sustainable Development Goal (SDG) 6. The project's multifocal activities consistent with the NLG initiative aimed to provide access to (primary) education for children and young people traumatised by war, violence and fleeing in particular, as well as to create a protective environment for them that prevents the exploitation, abuse and neglect of vulnerable children.²¹ On the other hand, general education in Sudan's "Twenty-Five-Year National Strategy 2007–2031" was seen as part of a strategy for capacity building and community development.²² The NLG initiative's focus on children's and young people's rights and the promotion of education with the aim of fundamentally enabling people to improve their political, social, cultural, civic and economic situation also corresponded to the Federal Ministry for Economic Cooperation and Development's (BMZ) policies and priorities.

The implementation of the project in selected areas of the states of Kassala and Gedaref should take into account the large gap between regional education and health indicators and Sudanese averages.²³ In addition, the plan was to involve competent Sudanese specialist ministries, such as the Ministry of Education, the Ministry of Social Welfare, Ministry of Youth and Health, Family and Child Protection, and their local units in order to secure local support.

The project was planned and implemented even before the fall of President al-Bashir in 2019, and thus had to take into account the national policies and priorities of Sudan at the time. In addition, it was FC's first project with UNICEF Sudan, which meant that processes and modalities of cooperation as well as target definitions had to be coordinated at impact and outcome level.

2. Alignment with the needs and capacities of the beneficiaries and stakeholders

By focusing the project's measures on improving school infrastructure and creating water and sanitation supply systems for minimum hygiene standards, the most pressing needs of the target group were met. This was because the supply of basic services in the areas of education, water, sanitation or health for the population in the predominantly rural and sparsely populated areas was completely inadequate, and it was increasingly burdened by the continuous influx of migrants and refugees from neighbouring countries who lived in host communities close to the border for longer periods.

According to the most recent data available at the date of the project appraisal, the proportion of out-of-school children (OoSC) in 2010 was 45.1% in Kassala (52.6% for girls) and 37.5% in Gedaref (39.2% for girls), significantly above the national average (29.2%).²⁴ The low enrolment rates were attributed to a deficient school

¹⁹ UNICEF (2016): Strategy for Water, Sanitation and Hygiene 2016–2030. <https://www.UNICEF.org/media/91266/file/UNICEF-Strategy-for-WASH-2016-2030.pdf> (Accessed: 9 April 2024); also see UNICEF (2021): Global evaluation of UNICEF water, sanitation and hygiene programming in protracted crises, 2014–2019. <https://www.UNICEF.org/executiveboard/documents/UNICEF-global-evaluation-wash-programming-AS-2021> (Accessed: 9 April 2024)

²⁰ Launched in 2013, the NLG initiative aimed to provide donor-funded access to education, protection and opportunities for children and young people affected by the crisis in Syria and Iraq and in neighbouring countries to engage positively in their communities and societies, also as a contribution to UN SDG 4.

²¹ This was essentially in line with the measures planned for Sudan in the UNICEF Humanitarian Action for Children 2016.

https://www.UNICEF.org/media/50361/file/HAC_2016_Overview_ENG.pdf (accessed: 10 April 2024)

²² The National Council for Strategic Planning (2007): The Twenty-Five-Year National Strategy 2007–2031, Section 4a. <https://andp.unescwa.org/sites/default/files/2020-10/The%20Twenty-Five-Year%20National%20Strategy%20%28Vision%202031%29.pdf> (accessed: 10 April 2024)

²³ In 2016, the Human Development Index was 0.511 for Sudan, 0.462 for Kassala and 0.459 for Gedaref; Global Data Lab <https://global-datalab.org/shdi/table/shdi/SDN/?levels=1+4&years=~2021+2020+2019+2018+2017+2015+2014&interpolation=0&extrapolation=0>. (Accessed: 10 April 2024)

²⁴ UNICEF (2015): Sudan Country Report on Out-of-School Children, Khartoum, p. 27.

infrastructure (including the lack of gender-separated sanitary facilities) as a result of low government expenditure on education,²⁵ along with traditional role models and their effects (such as marriage of minors, work to support the family finances) and shares of nomadic populations as barriers to higher enrolment rates.²⁶

The WASH measures of the project to secure minimum hygiene standards through the provision of water and sanitation as well as awareness-raising campaigns also met the needs of the target group. In the final report from October 2018, UNICEF stated that the connection rate for adapted water supply systems for Gedaref was 28% and for Kassala 57%. Of the 718 schools in Kassala, 124 were not connected to water supply systems and more than half of the schools did not have any sanitary facilities. In Kassala, 29.3% of the population had access to improved sanitary facilities, and in Gedaref only 9.8%. Under these conditions, open defecation without any sanitary standards was widespread (44% of the population in Kassala and 43% in Gedaref). Lack of water and sanitation prevented even minimal hygiene practices, resulting in regular endemic disease outbreaks.

In addition to the lack of access to education and precarious sanitation conditions, the living conditions of children and their families in the intervention areas were characterised by multidimensional poverty.²⁷ Against this background, the target group within selected municipalities in Kassala and Gedaref included children and young people from the local population, internally displaced persons and migrants as well as recognised refugees. Special protection should be given to unaccompanied refugee children and young people whose rights and care were insufficiently guaranteed by the Sudanese authorities. After crossing the border, they were therefore particularly vulnerable to exploitation, abuse, violence and child trafficking.

The FC project was financed with transitional aid funds, which were intended to contribute to restoring the capacity of local structures to act at the interface between humanitarian aid and long-term development cooperation by quickly restoring basic social services.²⁸ All measures were coordinated between UNICEF and the responsible state institutions of Sudan.²⁹

3. Appropriateness of design

Conceptually, the project was largely based on the UNICEF project proposal, which envisaged achieving positive effects at outcome level with the planned measures in the states of Kassala and Gedaref in the components infrastructure (C1), training/awareness-raising campaigns (C2) and data collection/follow-up (C3). At impact level, the target formulation in the evaluation concept was checked to determine whether a contribution to cohesion, tolerance and peace could be made in accordance with the peace and security marker FS1 in the project proposal. Accordingly, the modified objective at impact level is to reduce the number of children without formal school access and increase the protection of vulnerable children with migrant backgrounds in host communities through improved counselling and care, as well as to promote the capabilities of local government structures to provide basic social services through cooperation with UNICEF. In addition, increased provision of water, sanitation and education services within host communities was to lead to a decrease in resource conflicts in the intervention areas, thus contributing to cohesion, tolerance and peace in local societies (dual objective).

The theory of change assumed for the project was explicitly described in the project documents, with detailed formulation of the outcome objectives in the individual components, supported by output indicators. In principle, the target system followed the evidence-based impact logic that (i) improving access to basic social services through the construction of school and sanitation infrastructure; and (ii) increasing the quality standard of services offered as a result of establishing and conducting various training courses, and (iii) the data-based strengthening of project-specific knowledge management involves numerous positive social and economic interactions and has a direct impact on aspects such as income, health, learning outcomes of the target group or, under certain conditions, also on conflict prevention and management. In addition, integrated measures, such as those bundled in

²⁵ The World Bank's DataBank for Education Statistics last reported government education spending for Sudan in 2009; according to these data, government education spending accounted for 10.8% of total government spending and 2.2% of gross domestic product; compared to the overall group of low-income countries, the comparative figures were 17.4% and 4.0%. <https://databank.worldbank.org/source/education-statistics-%5e-all-indicators> (accessed: 10 April 2024)

²⁶ The OOSC share was well over 90% in 2008 among the nomadic population groups in Kassala and Gedaref; UNICEF (2014): Regional Report on Out-Of-School Children, p. 34.

²⁷ For example, in 2015, 46.3% of the population in Kassala lived below the poverty line. <https://www.dabangasudan.org/en/all-news/article/almost-half-of-sudan-s-kassala-below-poverty-line> (accessed: 10 April 2024)

²⁸ At the time of the programme proposal, the BMZ policy paper from 2013 "Strategy for Developmental and Structural Transition Assistance (ESÜH)" was decisive. <https://www.giz.de/en/downloads/bmz-strategiepapier.pdf> (accessed 10 April 2024).

²⁹ UNICEF as a UN organisation cooperated with Sudanese government agencies at a technical level during the implementation phase of the project; bilateral German DC with Sudan was suspended at that time.

C1 and C2 as part of education, improved hygiene standards and child and youth protection, can have an effect of increasing the impact. For this reason, the combination of measures is assessed as meaningful from a conceptual point of view and also as feasible, as UNICEF, as the project executing agency, had the necessary expertise for implementation, which was gained as an executing agency for similar projects in fragile contexts.

4. Adaptability – response to change

Despite a very high overall risk with no or little influenceability, the project was largely implemented as planned in the three components. The flexibility of UNICEF as the project executing agency to make context-specific adjustments to the measures in consultation with KfW during the project term, which became necessary due to changed political and economic framework conditions, among other things, also contributed to this. The economic crisis with high inflation rates and resulting cost increases required adjustments to individual measures within the available budget, such as the expansion or rehabilitation of existing infrastructure instead of new buildings in C1. Saved budget funds were used within the same component. Adjustments were also necessary when access to some project sites was impossible, such as in the first quarter of 2018 due to the declaration of a state of emergency in Kassala. Access restrictions due to heavy rainfall had delayed planned construction measures in 2017, especially in Gedaref, and the outbreak of waterborne diarrhoeal diseases in parts of the intervention areas led to a delayed start of the school year. It was not possible to conclude planned data collections (C3) until after the end of the project, as the necessary approvals from the Sudanese authorities were not available in time.

Rating summary

From a conceptual point of view, the core problem of a high number of OoSC was addressed appropriately and no significant deficiencies can be identified with regard to the various evaluation dimensions of relevance. With a result that fully meets expectations, the relevance of the project is assessed as successful.

Relevance: 2

Coherence

5. Internal coherence

Since 2016 – the first year of the project's implementation – German involvement in Sudan has included 18 other projects within the framework of FC that focused on improving basic social services in neglected regions of Sudan, education and child protection, as well as peace development and crisis prevention, mainly with UNICEF as the project partner. TC focused on the sectors of food safety and security of food supply, employment opportunities for refugees, internally displaced persons and host communities, promotion of civil society and social cohesion.

During the implementation period of the FC project, division of work was evident with the TC project "Vocational Training and Food Security for Refugees and Adjacent Communities in Gedaref and Kassala States, Sudan". There was also complementarity with the UNHCR project "Improving the Livelihoods of Refugees and Host Communities in Eastern Sudan" (BMZ No. 2016 40 481). In addition, all projects were consistent with international standards and norms to which German DC is committed, such as the 2030 Agenda and its "leave no one behind" principle. This coherence with international standards and norms also applied to the project evaluated here, which focused in particular on guaranteeing the rights and protection of vulnerable children and young people. This was in line with the UN Convention on the Rights of the Child 44/25 ratified by Germany as a guiding principle of German development policy.

6. External coherence

The activities of the project were carried out in accordance with the objectives of the annual Regional Refugee Response Plan (RRP) for Sudan, which formed the framework for other humanitarian measures to avoid double financing. Against the background of the four principles of humanity, impartiality, neutrality and independence, recognised in 1991 by UN Resolution 46/182 as the basis for global humanitarian aid, the RRP was developed for the purpose of orientating and coordinating donor activities in Sudan.

The framework for the conceptual design of the project was formed by the 2013–2016 UNICEF Country Programme for Sudan,³⁰ which supported Sudan's development priorities in accordance with the 2007 national strategy.³¹ The 2013–2016 UNDP Country Programme for Sudan also aimed to implement them as part of the United Nations Development Assistance Framework (UNDAF).³² Responsible Sudanese ministries and their local divisions were involved in the UNICEF country programme in order to obtain local support for implementation and to secure backing for the measures. In addition, UNICEF, as the project executing agency, coordinated the implementation of the measures with activities of the World Health Organization (WHO), the World Food Programme (WFP), the United Nations Food and Agriculture Organization (FAO), the United Nations Population Fund (UNFPA) and the United Nations Development Programme (UNDP), for example.³³ UNICEF coordinated the financing of the activities in Kassala and Gedaref with other bilateral donors, including the USA, the UK Department for International Development (DFID), the Dutch Fund for Climate and Development (DFCD) and the Nordic Development Fund (NDF) during the implementation period. In particular, UNICEF coordinated the WASH components with other donors down to the local level. According to the project executing agency, the evaluated FC project accounted for approximately 30% of the financing of UNICEF's WASH measures in Kassala and Gedaref during the implementation period.

Rating summary:

The evaluation of coherence takes into account that Germany suspended bilateral DC with Sudan several times due to events in the country. The evaluation of coherence is therefore based in particular on the fit accuracy of the WASH and NLG approach in the context of other projects to support the target group (external coherence). Against this background, coherence is assessed as successful due to the coordination with and use of common UN-organisation systems.

Coherence: 2

Effectiveness

7. Achievement of (intended) objectives

The target achievement at outcome level is summarised in the table below: In the most disadvantaged locations in Kassala and Gedaref, the intent was to guarantee access to and integrated use of higher-quality services in the areas of education, water and sanitation and hygiene (WASH) and child protection for at least 25,000 vulnerable girls and boys, in particular vulnerable children from migrant backgrounds and children in host communities. In order to reach the target group, the communities were selected according to the following (vulnerability) criteria: (i) high proportion of migrant population, (ii) deficits in the areas of education (main criterion), WASH and child protection, (iii) vulnerable groups have access to existing facilities, (iv) educational, WASH and child protection facilities are accessible to the target group by foot.

Indicators with status quo values (baseline) and target values were defined for the intended outcome and almost all planned FC-financed activities. These indicators could then be used to check target achievement at the end of the implementation period.

³⁰ UNICEF (2013): Sudan Country Programme Document 2013–2016. https://sites.unicef.org/about/execboard/files/2012-PL34_Sudan_CPD-final_approved-English.pdf?_gl=1*m727hi*_ga*MTcxMzExNzYyLjE3MTM4NjM2MzA.*_ga_ZEPV2PX419*MTcxMzg2MzYyOS4xLjAuMTcxMzg2MzYyOS42MC4wLjA (Accessed: 18 April 2024)

³¹ The National Council for Strategic Planning (2007): The Twenty-Five-Year National Strategy 2007–2031. https://planipolis.iiep.unesco.org/sites/default/files/ressources/sudan_twenty_five_year_national_strategy_2007-2031.pdf (Accessed: 18 April 2024)

³² UNDP (2012): Draft country programme document for the Republic of Sudan (2013–2016) <https://digitallibrary.un.org/record/730846?ln=fr&v=pdf> (Accessed: 18 April 2024); United Nations Development Assistance Framework for the Republic of Sudan 2012. <https://www4.unfccc.int/sites/NAPC/Country%20Documents/Parties/SUD-UNDAF-FINAL-2-July-2012.pdf> (Accessed: 18 April 2024)

³³ In Kassala, a joint project was carried out between 2014 and 2017 by FAO, WFP and UNICEF to strengthen the resilience of disadvantaged children in rural communities, which included a WASH component; FAO (2018): Final Evaluation of the Joint Resilience Project in Kassala, Rome.

Table: Target achievement outcome

Indicator	Status at PP	Target value at PP/EPE	Actual value at final inspection (2018)	Actual value at EPE
(1) Gross enrolment rate (GER) in Kassala and Gedaref	Kassala: 50.6% Gedaref: 66.7%	Kassala: 52% Gedaref: 69%	Kassala: 52.9% ** (boys: 54%, girls: 52%) → achieved Gedaref: 68.5%** (boys: 70% girls: 67%) → achieved	Beyond the scope of the evaluation.*
(2) Proportion of the population in Kassala and Gedaref that uses an improved drinking water supply and has improved sanitation facilities	Kassala: 24.8% Gedaref: 4%	25.3% Kassala 5% Gedaref	Kassala: 34.0%*** → achieved Gedaref: 4.3%*** → partially achieved	Beyond the scope of the evaluation.*
(3) Changed for EPE: Number of vulnerable boys and girls exposed to risks such as illegal migration, human trafficking and kidnapping, with legal and social support from one-stop shops and child-friendly facilities	Kassala: 338 Gedaref: 1,050	Kassala and Gedaref: 10,000	3,443 children Kassala: 1,715 (1,376 boys, 339 girls) Gedaref: 1,728 Data disaggregated by gender n.a. → partially achieved	Beyond the scope of the evaluation.*

* The target values defined in the PP were derived from the FC funds planned for the implementation of the UNICEF country programme for Sudan. This means that the increase in indicator values was to be financed with FC funds during the project's term. Therefore, only the actual values of the indicators at the time of the project completion report say something about the effectiveness of the FC project, but not the actual values at the later time when the EPE took place.

** Weighted arithmetic mean of GER for boys and girls; Kassala cohort: boys 48.8%, girls 51.2%; Gedaref cohort: boys 48.6%, girls 51.4%.

*** Percentage values are not specified in the project completion report, only approx. 25,000 inhabitants in Kassala and Gedaref, who have also been given access to improved water and sanitation, thus meeting the target. In 2014, if the population in Kassala was 1.58 million and the user population 24.8% of the inhabitants, then 391,840 people had a drinking water supply and used sanitary facilities; accordingly, for Gedaref with a population of 1.92 million and a user population of 4%, 76,800 people had access to water and sanitary facilities there. If the additionally beneficiary population of 25,000 is divided according to the population distribution in the two intervention areas at the time of the project completion report (Kassala: 35.5%, Gedaref: 64.5%), then the user population in Kassala comprised 400,715 inhabitants or 33.96% of the population, and in Gedaref 92,925 inhabitants or 4.34% of the population.

Data source: PP 2016; PCR 2018; UNICEF Final Report to KfW Development Bank and German Cooperation, 1 July 2016 – 21 August 2018, submitted 10 October 2018; communication from the project executing agency dated 5 June 2024.

8. Contribution to the achievement of objectives

The volatile political environment, the sporadically precarious security situation and missing or late official approvals made it difficult to implement individual FC measures. Nevertheless, the planned measures were largely realised and the associated results were achieved in full or in part at outcome level. In Kassala and Gedaref, the gross enrolment rates at the time of the project completion report were in line with the target values or even slightly higher.³⁴ The improved access of the population to drinking water and sanitation facilities was only

³⁴ At the time of the evaluation, 90% of schools were closed due to civil war and no data were collected for the Education Management Information System (EMIS).

partially achieved in Kassala and in Gedaref.³⁵ The target of 10,000 vulnerable children in Kassala and Gedaref receiving legal and psychosocial support from one-stop shops (OSSs) and child-friendly facilities was only 34% achieved. One of the reasons for this was the late collection and analysis of data on migration movements, as well as delays in the completion of the OSSs and child-friendly spaces near the border, as places both for caring for unaccompanied refugee children and for guaranteeing rights for children from surrounding communities in conflict with the law.

In C1, the improvement of school infrastructure (new construction and rehabilitation of 42 classrooms, 21 faculty rooms, 27 school sanitary facilities and latrines, of which 9,500 children benefited, more than twice the planned target value of 4,200 children) contributed to the full or partial achievement of the target values. In accordance with the Community Approach to Total Sanitation (CATS), 140 members of youth groups were involved in the excavation of latrine pits in 16 selected communities, who also participated in awareness-raising campaigns on hygiene practices. For 2,605 children and adolescents without access to formal education, 12 centres for alternative learning programmes were set up to prepare them for age-appropriate re-enrolment with special training plans and intensive teaching. Improved water and sanitation services were provided not only to 24 selected schools, but also to 58,928 people in 16 surrounding communities. UNICEF strictly adhered to do-no-harm principles in order to avoid potential discriminatory conflicts as a result of unilateral promotion. The municipalities with improved water and sanitation services were certified as open defecation free due to the measures taken, which helped to contain the frequent outbreak of water-induced diarrhoeal diseases. At the time of the project completion report, the five planned OSSs, including child-friendly spaces with supplies and washing facilities, were not completed, which led to a late start to the consulting and support operations conducted by trained personnel.

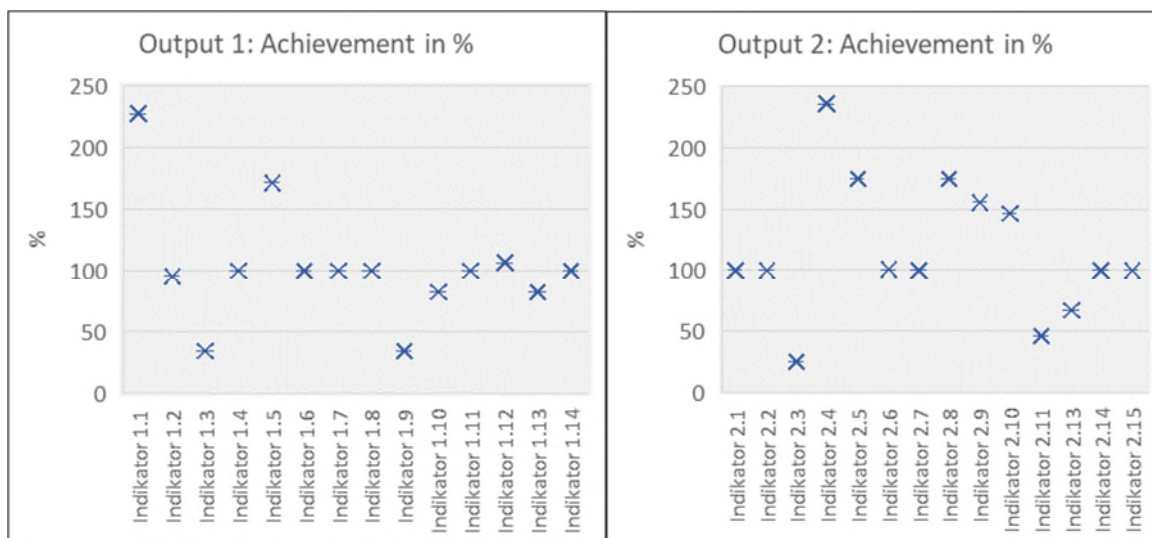
In C2 (training/awareness-raising campaigns), all planned measures to improve the learning environment for pupils in the supported schools as well as training for teachers in child-friendly learning methods were implemented. A total of 144 school committee members and 120 teachers were reached with the measures. CATS awareness-raising campaigns on hygiene practices reached 140 members of youth groups in 16 communities.³⁶ 262 social workers and child protection authority employees as well as 140 members (adults and children/young people) of locally established child protection networks were trained in the areas of children's rights and the prevention of child trafficking as well as in the identification of traumatised children. 472 young adults from host communities and refugees participated in vocational and life skills training.

The following charts show that the targets of the individual indicators were largely achieved, and in some cases even exceeded, for the outputs in C1 and C2. For example, for indicator 1.5, the target was to build or rehabilitate 35 water and sanitary facilities in schools. In fact, 60 such facilities were created, i.e. a target achievement of 171%. In output 1, the target values were not achieved for only five indicators,³⁷ in output 2, for only three indicators. The average target achievement – expressed as a percentage of the target – was 102.5% for the indicators of the C1 outputs and 116.1% for the indicators of the C2 outputs.

³⁵ This applies under the hypothetical assumptions for the calculation of the actual values at the time of the project completion report, as explained in note *** with regard to the table on target achievement outcome.

³⁶ These types of awareness-raising campaigns – as well as improved sanitary facilities in C1 – should help solve the problem of widespread open defecation, which has led to repeated outbreaks of disease nationwide, including in Kassala and Gedaref; cf. Al-Gasseer, Naeema et al. (2019): Countrywide Outbreak of Acute Watery Diarrhoea in Sudan, 2016–2018, EC Emergency Medicine and Critical Care, vol. 3.5, p. 274–284.

³⁷ No values were available at the time of the project completion report for indicator 1.14 (number of communities effectively carrying out community-based awareness-raising campaigns and calls for behavioural changes (good family practices) for children's rights).



Own data. Data source: 2018 PCR, Appendix 2 Impact Matrix.

The results of target achievement look less positive in C3 (data collection / follow-up). A baseline study on WASH in Kassala and Gedaref was to be carried out in cooperation with the Central Bureau of Statistics (CBS) of Sudan, but their results are not available at the time of the project completion report. The collection of data on the OSSs in order to obtain information on migration movements, living conditions and development opportunities of refugee children and young people could only be started in the course of 2018, as the necessary official approvals were delayed; the analysis of the data was also not completed by the end of the project implementation period.³⁸

It seems plausible that the FC funds could contribute to achieving the goals of UNICEF's overall commitment in eastern Sudan, even though these FC funds were only part of a much larger overall budget that was available to UNICEF to achieve the strategic goals of the United Nations Children's Fund at outcome level

9. Quality of implementation

UNICEF had solid experience in implementing education and sanitation projects in fragile contexts. UNICEF had achieved positive results in the implementation of the WASH strategy and the NLG approach in countries particularly affected by the Syrian crisis, such as Lebanon and Jordan, and was therefore valued by the international donor community as a powerful implementing project executing agency for projects in Sudan that competently manages, coordinates and monitors the planned measures in a result-oriented manner. In addition, UNICEF tried to take relevant gender aspects into account appropriately when implementing the project. This included, for example, the establishment of gender-separated sanitary facilities in schools, the absence of which was considered to be one of the main reasons for girls' absence, but also the raising of awareness among counselling and care staff in the OSSs and child-friendly shelters on issues of gender-based violence, exploitation and child trafficking faced by unaccompanied children and young refugees.³⁹

Quality issues were found in the implementation of infrastructure-related construction measures contracted to national construction companies; technical specifications were not always carried out in accordance with the construction plans, safety and environmental standards were not observed.⁴⁰ These shortcomings could have been avoided if UNICEF's monitoring partners had undertaken more stringent supervision of work.

³⁸ UNICEF was only able to present the studies during the EPE after several queries.

³⁹ However, an evaluation of the supra-regional NLG approach from 2019 concluded that more efforts need to be made to promote gender equality and the empowerment of women in education and effective child protection. <https://www.nolostgeneration.org/reports/nolost-generation-evaluation-2019-final-report> (accessed: 18 April 2024).

⁴⁰ Cf. Summary of main technical observations and comments made during the field visits carried out by the KfW Progress Review Mission to UNICEF implemented projects in Kassala and Gedaref States, Sudan from 23 to 27 September 2018

10. Unintended effects (positive or negative)

No unintended positive or negative effects were reported by UNICEF. No unintended effects of the FC measures could be identified as part of the EPE up to the time of the project completion report. However, there were non-verifiable indications that, for example, OSSs were at times misused by the military and police.

Rating summary

Despite the highly complex and volatile environment in which the measures were implemented, the objectives were largely achieved at outcome level. At the time of the EPE, it was not possible to determine with certainty whether these results were sustainable enough to be built upon in follow-up projects due to the ongoing civil war.⁴¹ Nevertheless, effectiveness during the project term is assessed as in line with expectations, with no material deficiencies.

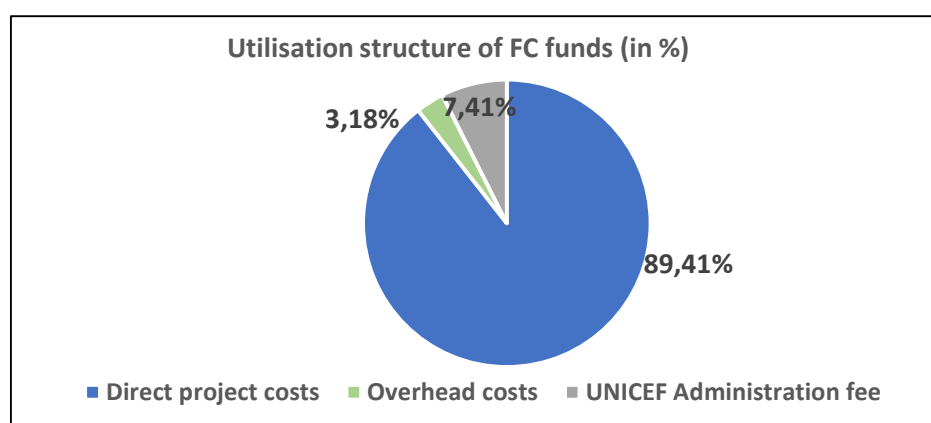
Effectiveness: 2

Efficiency

When assessing efficiency, it must be taken into account that UNICEF, as the project executing agency, was not obliged to submit a detailed cost and performance statement to KfW for the implemented measures. This was in line with the standard procedure (single-audit principle) for cooperation with UN organisations. Whether and to what extent UNICEF and/or the Sudanese government contributed to the financing of the project measures cannot be seen from the available cost statements. UNICEF contributed co-financing for at least individual measures, so that the FC funds provided for this could be used elsewhere. The Sudanese government agencies' counterpart contribution included, for example, the payment of teachers who were trained in child-friendly learning methods in the state project schools funded by FC funds; in addition, local government employees were trained in the management of water tariffs, for example. However, there is no quantifying evidence of these government counterpart contributions.

11. Production efficiency

The Final Certified Statement of Accounts prepared by UNICEF as of 31 October 2019 shows the following utilisation structure of the FC funds used for the project in the amount of EUR 6.0 million (USD 6,449,139):⁴² USD 5.766 million (89.41%) was attributable to direct costs of the project, in addition UNICEF invoiced USD 205 thousand (3.81%) for overhead costs and USD 478 thousand as a flat-rate administrative fee (7.41% of the total costs, 8.28% of the direct costs of the project).

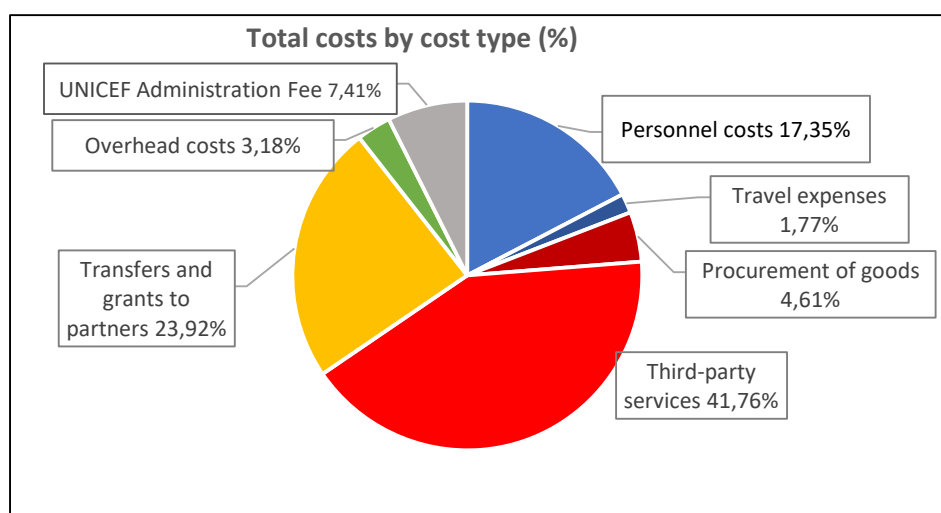


Own data. Data source: UNICEF Final Certified Statement of Accounts as of 31 October 2019.

⁴¹ For the follow-up projects, see section 19, footnote 52.

⁴² Conversion rate EUR 1 = USD 1.08516; of the USD 6,510,969 transferred to UNICEF, USD 61,630 was not used.

The breakdown of total costs by cost type shows that around 42% of FC funds were spent on services from third parties on behalf of UNICEF for the construction and rehabilitation of infrastructure, and a further 24% were allocated to transfers and grants to partners who implemented NLG and WASH measures for UNICEF.⁴³ UNICEF project management (including personnel, travel costs, procurement of goods, overhead costs) took up 27% of the financial input. The flat-rate UNICEF administration fee amounting to 7.41% of the total costs (or 8.0% of the project costs) corresponded to the UNICEF standard administration costs for comparable FC projects⁴⁴ and is assessed as appropriate in view of the extremely difficult operating environment in Sudan.



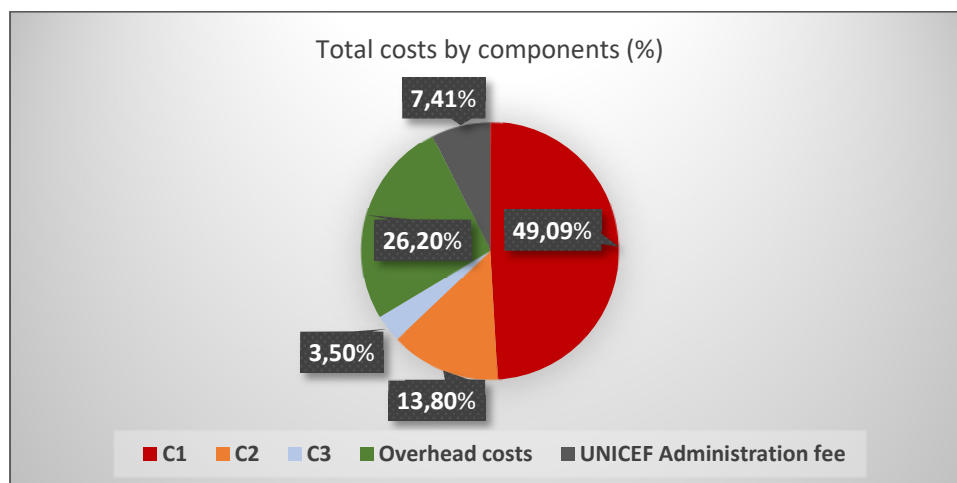
Own data. Data source: UNICEF Final Certified Statement of Accounts as of 31 October 2019.

The outputs planned in the project's design were largely provided in the infrastructure (C1) and training/awareness-raising campaigns (C2) components and were in some cases even exceeded (see section 9. Achievement of intended goals). C1 accounted for 49% of the total costs and C2 for 14%. With the use of around half of the financial inputs for the creation and rehabilitation of basic infrastructure in the areas of schools and sanitation, the project corresponded to the German Federal Ministry for Economic Cooperation and Development (BMZ) strategy of structural transitional aid in crisis contexts.⁴⁵ This also applies to the 14% of the financial inputs used in C2 for training and awareness-raising campaigns in the areas of NLG and WASH to provide access to employment-promoting education, protection and counselling for children and young people living in multidimensional poverty and social exclusion. Data collection and follow-up (C3), which accounted for 3.5% of FC funds, was part of a special conceptual position. Up-to-date, reliable data on migration movements, living conditions and development opportunities for children and young people as well as on water and sanitation conditions in selected municipalities in the states of Kassala and Gedaref were required to determine if the project's targets were achieved. However, the analysis of the data was not yet available at the end of the implementation period (see section 8. Contribution to goal achievement), and the actual costs exceeded the planned expenses by 28%. The project executing agency's follow-up, reporting and accountability efforts for the many small-scale measures of the project and its numerous implementation partners accounted for 26% of the cross-component overhead costs of the total costs.

⁴³ Implementation partners are selected by UNICEF on the basis of defined criteria, whereby the quality of the implementation partners is expected to correspond to regional/national standards. KfW was not involved in the selection but was informed by UNICEF about the selected partners.

⁴⁴ Cf. EPE "UNICEF Syria: Strengthening resilience, education and child protection, Phase I", BMZ No. 2016 18 826.

⁴⁵ BMZ (2020): Transitional structural aid strategy. Managing crises, strengthening resilience, creating perspectives. BMZ Strategy 02, Bonn.



Own data. Data source: PCR transitional aid: Quality Social Services for Vulnerable Migrants and at Risk Children in Kassala and Gedaref, Sudan, BMZ No. 2016 18 610. UNICEF Final Report to KfW Development Bank and German Cooperation, BMZ No. 2016 18 610, 1 July 2016 – 21 August 2018.

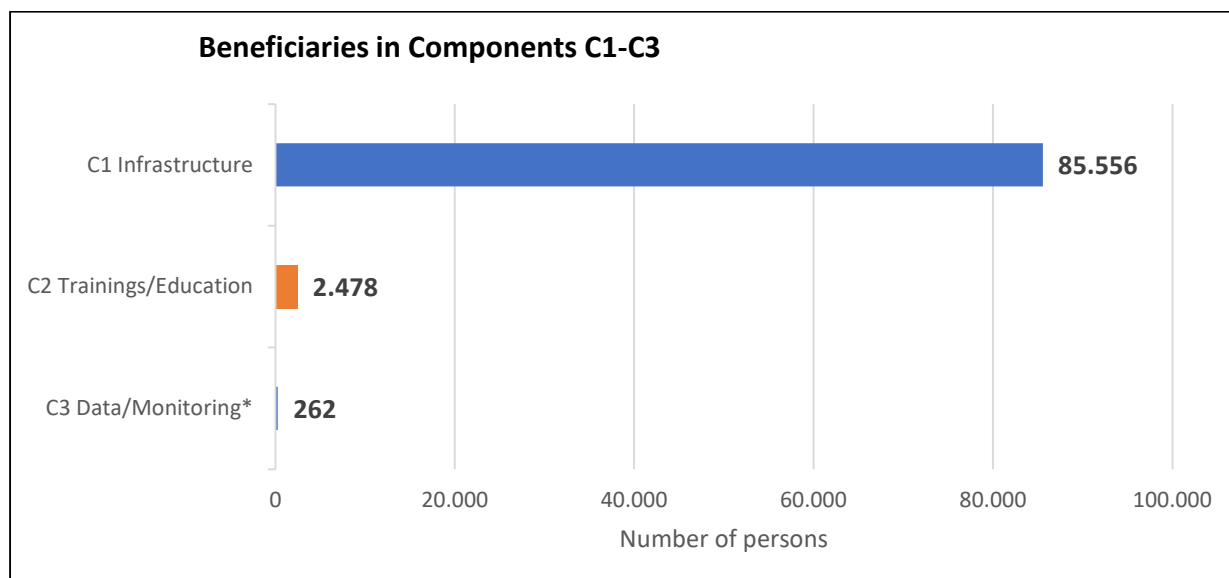
After signing the financing contract on 22 July 2016, the project was scheduled to run for a term of 18 months until 31 December 2017. Due to the tense security situation, which, for example, temporarily hindered access to selected communities, UNICEF requested a cost-neutral extension until 21 August 2018, resulting in an actual implementation phase of 25 months. The project completion report was submitted on site in October 2018 after a review of selected individual services. When assessing time efficiency, it should be taken into account that, at times, armed conflicts were commonplace in Kassala and Gedaref during the implementation period. In addition, the implementation of the measures was hampered, for example, by endemic outbreaks of watery diarrhoea and high fluctuation of trained teachers, as well as by delayed approvals from state authorities and the volatile political environment. In view of this situation, the time efficiency of the project is rated as moderately successful.

The cost-neutral adjustments to the budget lines and the time schedule requested by UNICEF were appropriate and understandable in the situation at the time. There are no significant shortcomings with regard to the project's use of the funds; the objectives were achieved economically. Taking into account the extremely difficult framework conditions, the production efficiency of the project can be assessed as successful overall from today's perspective, as the results are without significant deficiencies and meet expectations.

12. Allocation efficiency

Proven statements about the relationship between input and outcome in the FC project were not formulated in the project completion report, as the necessary data on the outcome indicators were not available at that time. Alternatively, statements on allocation efficiency were indirectly derived in the ex-post evaluation by interpreting the number of beneficiaries as an indicator of outcome use from the perspective of the target group and also assuming that the use of outputs had positive effects for the target group.⁴⁶

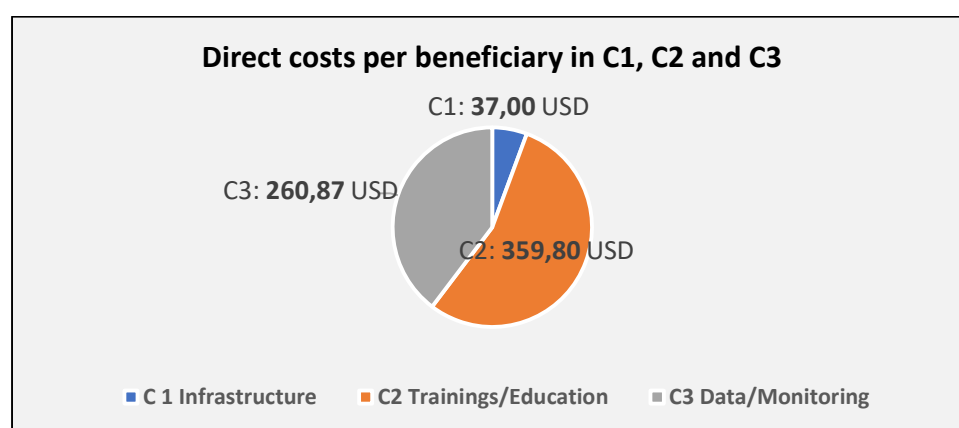
⁴⁶ The numbers of beneficiaries can contain instances of multiple counting, as identical persons may be eligible for measures in several components, such as in C1 Infrastructure and C2 Training/education.



* Only beneficiaries Output 3.3 Training materials.

Own data. Data source: PCR transitional aid: Quality Social Services for Vulnerable Migrants and at Risk Children in Kassala and Gedaref, Sudan, BMZ No. 2016 18 610. UNICEF Final Report to KfW Development Bank and German Cooperation, BMZ No. 2016 18 610, 1 July 2016 – 21 August 2018.

Outcome Infrastructure (C1) was used by close to 86 thousand people; of these, around 20 thousand benefited from output 1.1 (better equipped schools), at direct per capita costs of USD 31.64, and 59 thousand from output 1.2 (improved drinking water supply in communities), with costs of USD 6.72 per person.⁴⁷ For outputs 1.3 and 1.4, the cost per beneficiary was USD 38 and USD 237, respectively. The cost per capita was comparatively high at USD 1,318 for output 1.5, as only 140 actors were reached for the CATS implementation in 15 communities.



* Only costs per beneficiary Output 3.3 Training materials.

Own data. Data source: PCR transitional aid: Quality Social Services for Vulnerable Migrants and at risk Children in Kassala and Gedaref, Sudan, BMZ No. 2016 18 610.

Outcome training/education campaign (C2) 2,478 beneficiaries, including 1,192 young people who were able to use Output 2.2 (life skills training), at a direct per capita output cost of USD 308, and thus significantly higher than USD 96 per-capita cost of life skills measures in an FC project in Jordan with UNICEF as the project executing agency.⁴⁸ Close to 600 thousand benefited from output 2.3, i.e. with hygiene education for pupil and youth

⁴⁷ The per capita output costs are the direct costs of the measure per beneficiary, plus pro rata overhead costs and pro rata UNICEF management fee; detailed information on the calculation can be found in Tables c) and d) in Annex 7 "Total costs and financing" in the appendices.

⁴⁸ Cf. EPE "UNICEF Jordan, WASH Berm and Education/NLG" (BMZ no. 2016 18 594).

groups, an attempt was made to mitigate the fatal health effects of lack of hygiene with USD 366 per capita costs. With more than USD 3,500, the per capita costs of training for community-based WASH committees and hygiene clubs (output 2.4) were very high, as only very few actors were reached. 204 people used children's protection and rights awareness-raising campaigns (output 2.5) at a cost per capita of USD 280.

Since results of outputs 3.1 and 3.2 were not available at the time of the PCR and UNICEF final report, only output 3.3 (training materials on the topics of migration, human trafficking, kidnapping) is taken into account with regard to the allocation efficiency of outcome C3 (data collection/follow-up); with a cost per capita of USD 261, this represented an "investment" that hardly needs to be justified in view of the problems of abduction, kidnapping and human trafficking that exist in Kassala and Gedaref – especially for migrants.⁴⁹

With the limitation that statements about the allocation efficiency of the FC project can only be derived indirectly due to limited data availability, the allocation efficiency is assessed as successful.

Rating summary

The efficiency evaluation takes into account that the design of the project as urgent transitional aid in accordance with the project proposal submitted by UNICEF used design options of the multi-sectoral NLG approach and the WASH strategy, for which there were positive experiences from comparable FC projects in other fragile states. With regard to the difficult framework conditions under which UNICEF operates in Sudan and the results that meet expectations, the project's production efficiency is assessed as successful from the project executing agency's perspective. We also rate the allocation efficiency of the project as successful from the perspective of the target group. Time efficiency is rated as moderately successful. Considering all evaluation dimensions, we rate the efficiency of the project as successful overall.

Efficiency: 2

Impact

13. Overarching (intended) developmental changes

With the reference to the project's lack of allocation to a DC programme, the project completion report did not contain any statement on the target achievement at impact level.⁵⁰ The objective of overarching development policy changes formulated as part of the EPE was to reduce the number of children without access to schools and increase the protection of vulnerable children through improved age-specific counselling and care, to promote the capabilities of local government structures to provide basic social services through cooperation with UNICEF and through an increased supply of water, sanitation and educational services within host communities to mitigate conflicts caused by limited resources so as to contribute to cohesion, tolerance and peace in local societies (dual objective). This objective was correct and important insofar as the majority of the migrant population lived in settlements together with the local population, and only a smaller proportion lived in the UNHCR camps for refugees.

With the data available for the EPE, the achievement of the target at impact level is summarised in the following table:

⁴⁹ Cf. Abdel Ati, Hassan A. (2017): Human Smuggling and Trafficking in Eastern Sudan. Sudan Report 2, Chr. Michelsen Institute, Bergen. <https://www.cmi.no/publications/file/6325-human-smuggling-and-trafficking-in-eastern-sudan.pdf> (accessed: 20 March 2024)

⁵⁰ Project completion report section 4.1, footnote 7.

Impact target achievement table:

Indicator	Status at PP	Target according to EPE	Actual value at final inspection	Actual value at EPE
(1) Out-of-school children rate (OoSC rate)	Kassala: 45.1% Gedaref: 37.5%	OoSC rate decrease of 7.4%* Kassala: 41.8% Gedaref: 34.7%	Kassala: 52.0% (2017)** Gedaref: 53.0% (2017)** → not achieved	Beyond the scope of the evaluation.***
(2) Percentage (%) of vulnerable boys and girls, including adolescents, who are exposed to illegal migration, human trafficking and kidnapping, who receive age-specific social care and legal protection	Not defined in PP. Data were to be determined in a baseline study that first became available at the end of 2018 but did not contain any data for indicator 2. The proxy indicator is therefore the “number of vulnerable children who received age-specific social welfare and legal protection” **** Kassala: 338 (0.04% of children and adolescents) Gedaref: 1,050 (0.14% of children and adolescents))	50% increase in the number of vulnerable children receiving age-specific social care and legal protection Kassala: 507 Gedaref: 1,575	Information not available during final inspection Actual values 2021***** Kassala: 1,677 Gedaref: 1,587 → achieved	Beyond the scope of the evaluation.***
(3) Changed for EPE: Decreasing frequency of violent conflicts in refugee camps and host communities	Kassala: n.a. Gedaref: n.a.	Kassala: n.a. Gedaref: n.a. The project sponsor did not provide any information upon request; Armed Conflict Location & Event Data Project (ACLED) and Uppsala Conflict Data Program did not have information available.	Kassala: n.a. Gedaref: n.a.	Beyond the scope of the evaluation.***

* The Results Matrix Programme Proposal Part B, Version 1.0 specifies a 10% OoSC rate decrease as the target value. The EPE was based on the target value of -7.4% of the OoSC rate specified in the impact matrix of the project completion report.

** OoSC rate values are not available for 2018 as the Ministry of Education does not conduct annual surveys.

*** The target values defined in the PP were derived from the FC funds planned for the implementation of the UNICEF country programme for Sudan, so the increase in indicator values were to be financed with FC funds during the project's term. Therefore, only the actual values of the indicators at the time of the project completion report make a statement about the efficiency of the FC project, but not the actual values at the time of the EPE.

**** Kassala: 862,080 children and adolescents, of whom 338 received age-specific social care and legal protection; Gedaref: 771,460 children and young people, of whom 1,050 received these benefits. Sudan Data Portal 2016. <https://sudan.opendataforafrica.org/> (accessed: 26 June 2024)

***** UNICEF (2022): State Profile Kassala, p. 6; UNICEF (2022): State Profile Gedaref, p. 6.

Data source: 2016 PP; 2018 PCR; UNICEF Final Report to KfW Development Bank and German Cooperation, 1 July 2016 – 21 August 2018, submitted 10 October 2018; communications from the project executing agency dated 5 June 2024 and 25 June 2024.

14. Contribution to overarching (intended) developmental changes

In order to take account of the fragile context, the measures in C1 and C2 were designed to be sensitive to the possibility of conflict, primarily in accordance with the do-no-harm approach. Newly built or rehabilitated school and WASH infrastructure in C1 benefited the local population and refugees. This was equally true for training and awareness-raising campaigns in C2. For example, student and youth groups were trained as facilitators and knowledge carriers of hygiene standards in 16 community-based WASH committees, and 15 school hygiene clubs with 450 members were established; local and refugee youth received basic vocational training and life skills training, whereby the skills acquired through these training courses were able to motivate them to expand their knowledge through further learning.

In the project executing agency's opinion, the project contributed to cohesion, peace and tolerance in many ways by minimising competition for scarce resources and social services and by peacefully resolving disputes involving children.⁵¹ Joint discussions between the local and migrant population created a shared interest in the selected communities to share the use of schools and WASH facilities. This facilitated the integration of refugees into the host communities, which thus received additional support from other donors. Knowledge has also been expanded on topics such as child protection, rights, law and registration of children. Discussions on the impact of negative social norms raised awareness of vulnerabilities in community life and, in particular, increased awareness of the role of the community in supporting children. In 16 communities, the participatory implementation of the Community Approach to Total Sanitation (CATS) proved to be a helpful tool to stimulate community engagement in other areas, such as health and education. The community-based child protection networks (CBCPNs) helped to look after children who were victims of human trafficking and gender-specific violence and to avoid risky migration paths in border regions.

15. Contribution to overarching (unintended) developmental changes

It was not possible to identify unintended effects either at outcome or impact level during the EPE (see Effectiveness). However, the possibilities for observing unintended effects at outcome and impact level were and are drastically limited for all actors due to the fragile country context, the precarious security situation and highly dynamic population movements in the intervention area due to the situation. Similarly, the view of the target group could not be taken into account, as it would be impossible to identify their whereabouts during the persistent massive flows of refugees and migration, irrespective of whether the changing authorities had granted access and interview permits on site.

Rating summary

The overall developmental impacts are assessed on the basis that positive developmental impacts are generally to be expected from investments in education, sanitation and social coexistence, and to this extent, a positive contribution to alleviating the negative effects of the multiple chronic crises for locals and refugees in Kassala and Gedaref is plausible. At the same time, it is taken into account that the FC project was implemented in a negative socio-economic and socio-political context, which limited the potentially positive results of the intervention. In this

⁵¹ Statement by the project-executing agency dated 27 June 2024. When interpreting this statement, it must be taken into account that there may be a principal-agent problem, i.e. UNICEF as an "agent" has an information advantage over the "principal" KfW and an interest in presenting the services provided as positively as possible; however, the presentation of the project-executing agency tended to match UNICEF's "performance report" in the 2018 PCR. It was not possible to review UNICEF's "current account balance" from the perspective of the target group during the EPE.

respect, the impact criterion is rated as successful, as the results achieved meet expectations without significant shortcomings.

Impact: 2

Sustainability

16. Capacities of the beneficiaries and stakeholders

The project strengthened UNICEF's capacities in Sudan in the areas of administration, monitoring and evaluation of projects. Whether the positive effects achieved with the project can be maintained in the target group in subsequent phases depends on the target group's remaining in the intervention area and on further external financial support for the continuation of educational and WASH activities. Gross enrolment rates and OoSC rates remain significantly below national averages in Kassala and Gedaref, therefore millions of children and young people remain dependent on additional education and protection offers provided by NGOs in coordination with state institutions after years of chronic economic crisis and political instability. UNICEF's financial situation remains highly dependent on donations from the international donor community, with consequences for the sustainability of UNICEF's NLG and WASH offers in eastern Sudan, as well. Against this background, the formulation of a binding exit strategy for the FC project was unrealistic.

17. Contribution to supporting sustainable capacities

The FC project enabled UNICEF to expand or rehabilitate infrastructure in the areas of schools, water supply and sanitation, and to finance awareness-raising campaigns about informal educational offers, hygiene measures, child protection and participatory target group engagement for a limited period of time. Without external financial support, the target group would not have been able to implement and continue the measures, which also applied to the project executing agency. However, the project's design contributed to supporting sustainable capacities insofar as it enabled its connectedness, which was also fulfilled in subsequent phases with minor design modifications and geographic expansions.⁵² As far as possible under the civil war-related framework conditions, the project's contribution to supporting sustainable capacities was successful, and the capacities created by the project were used on a sustained basis. Safe spaces for children and adolescents (OSS, CASS) were available, community-based child protection networks (CBCPN) were operational, social workers and employees of child protection authorities contributed their knowledge acquired in basic and advanced training measures to legal advice and psychosocial support for vulnerable children. By setting up small businesses, young people use the vocational training they received in small businesses to provide financial support to their families. The rule that all staff of an OSS should be transferred to another unit after two years at the earliest was important for the creation of sustainable capacity and quality assurance of the services to be provided in the OSSs.

18. Durability of impacts over time

The 2016 project proposal (section 3.09) emphasised the particular need for urgency of the project in order to contribute promptly to improving the bleak living situation of rural and particularly poverty-affected population groups in Kassala and Gedaref. Overall, a medium- to long-term effect of the measures was assumed. At the time of the project completion report, no assessment of the long-term impacts of the project was carried out, as not all measures in the three components had been completed. At the time of the EPE, the socio-political and socio-economic framework conditions had deteriorated dramatically and, in particular, the security situation was extremely volatile due to the civil war, far from sustained stabilisation as an essential prerequisite for the sustainable effects of the measures implemented as part of the project. As a result of the armed conflict, infrastructure was destroyed and population groups that benefited from education and training were displaced, making it impossible for them to bring their knowledge to bear locally. Most schools were used as accommodation for internally displaced people, large cities such as Kassala and Gedaref were affected in particular; the impact in rural areas, where most of the project's activities were concentrated, was lower. However, schools such as those in New Halfa and El Girba have also been affected by overuse or damage to the sanitary facilities, loss of school equipment and the destruction of school furniture. The capacity to use safe rooms for children and adolescents was

⁵² As of July 2024, financing agreements totalling EUR 58.9 million had been concluded with UNICEF Sudan for the following follow-up projects: BMZ No. 2017 18 527, BMZ No. 2018 18 533, BMZ No. 2019 18 689, BMZ No. 2020 40 483/2021 40 523.

limited. In any case, of the five OSSs established as part of the project, only the one in Hamdaiat (Kassala) was no longer functional; 14 of the 17 newly built or rehabilitated water supply systems were still in operation at the time of the EPE and were regularly maintained by local authorities.⁵³

At the time of the EPE, the war-related fluctuations in mass movements of locals and refugees in the intervention area, among other things, posed an obstacle to evidence-based evaluation of the project's sustainability.⁵⁴ However, if the dramatically changed environmental development in the intervention area and the impossibility of direct contact with the target group are excluded for the assessment of sustainability and only the use of the NLG and WASH offers at the time of the project completion report are assessed instead, sustainability level 3 (moderately successful) applies to the FC project from today's perspective, taking into account the limited sustainability requirement. Although the results are below expectations, the positive results dominate. UNICEF has also already received financing commitments for follow-up projects in which measures are continued in a conceptually and geographically expanded framework so that the positive effects achieved with the offers from the evaluated project can be maintained *ceteris paribus*.

Rating summary

Overall, the sustainability criterion is assessed as being only moderately successful because, on the one hand – also due to the negative socio-economic and socio-political context – a limited sustainability claim was assumed; on the other hand, it is expected that UNICEF will receive the necessary funding to continue the positive effects of the NLG and WASH offers in many parts of eastern Sudan.

Sustainability: 3

Overall rating: successful

On the whole, the overall rating is "successful". Taking into account the difficult implementation conditions, positive results dominated in terms of relevance, coherence, effectiveness and efficiency, and the project also developed development effectiveness, but with context-related risks to sustainability.

Contributions to Agenda 2030

Universal validity: The project contributed to the achievement of Sustainable Development Goals, in particular SDG 1 – No Poverty, SDG 4 – Quality Education, SDG 5 – Gender Equality, SDG 6 – Clean Water and Sanitation, SDG 16 – Peace, Justice and Strong Institutions and SDG 17 – Partnerships for the Goals.

Shared responsibility and accountability: The project was part of the regional NLG initiative, which is also active in Sudan's neighbouring countries. The measures complemented FC projects in Sudan with UNDP in the area of infrastructure rehabilitation and with UNICEF in the water sector. The project was designed for project implementation by UNICEF via national and local NGOs and was implemented accordingly. Accountability was based on UNICEF's single audit principle.

Interaction of economic, environmental and social development: Positive interactions between social, environmental and economic impacts were promoted through the maintenance of basic social services for particularly disadvantaged persons, through measures to promote awareness and risk awareness, as well as through the promotion of life skills and vocational training.

Inclusiveness/leave no one behind: The project aimed to protect children and young people for whom the educational and child protection measures of the project had a positive impact as particularly vulnerable groups.

⁵³ Communications from the project-executing agency dated 27 June 2024 and 19 July 2024.

⁵⁴ In mid-April 2024 in the second year of the fighting between SAF and RFS, according to UNHCR, 472 thousand internally displaced people were in Gedaref, 195 thousand in Kassala, with a high estimated number of unknown cases to be expected; UNHCR (2024): At a Glance: Protection Impacts of the Conflict, Update no. 26. <https://reliefweb.int/report/sudan/glance-protection-impacts-conflict-update-no-26-15-april-2024>. (Accessed: 25 June 2024)

Project specific strengths/weaknesses and general conclusions/lessons learned

Strengths and weaknesses of the project included:

- The project executing agency had supra-regional experience in implementing these types of projects under the conditions of crises, war and flight and, in coordination with FC, reacted flexibly and appropriately to context-related adjustments to measures, the time schedule and budget lines.
- Cross-institutional cooperation, education and qualified training among police and staff of state institutions were prerequisites for the functioning of the innovative OSSs as central points of contact for the protection of (Sudanese and refugee) children and young people and for enforcing their rights.
- The concept of “child-friendly spaces” conveyed values that may have contradicted the basic beliefs, expectations and traditions that prevailed locally, which may have affected the acceptance of the measures by the target group.
- Due to the urgency of the project, the UNICEF project proposal was largely adopted for its design, so that little sector-specific FC expertise was taken into account.
- A significant part of the NLG and WASH measures of the project were carried out by national and international partners commissioned by UNICEF; these partners were the factor that made implementation possible at all in this extremely fragile context.
- In Component 3, the project executing agency failed to obtain the prior approvals required from the Sudanese government for the planned WASH baseline study and for the collection of data on migration movements, living conditions and development opportunities of children and young people in Kassala and Gedaref, therefore that data was only available after the end of the implementation phase.
- Significant structural and technical deficiencies were found in some of the infrastructure measures, which was due, among other things, to insufficient competence of the project executing agency in this area.
- There were no prospective concepts for the maintenance and financing of the built or rehabilitated school and sanitation infrastructure after handover to state institutions.

General conclusions and lessons learned:

- Joint monitoring visits by UNICEF and KfW contributed significantly to identifying weaknesses in the implementation of the project and taking timely measures to improve results, quality and safety measures.
- The approach to the integration of refugees in host communities implemented as part of the FC project had a positive effect on the implementation modalities and coherence of projects financed by other donors in the intervention area.
- The experience gained in cooperation with the project executing agency was the basis for conceptual changes and expansions in follow-up projects with regard to the social services to be offered, geographical location, project duration and target groups.
- FC structural transition aid projects require concepts for maintaining temporary structures independently of external donor support in the long term.
- Where state structures are weak, selecting an UN organisation such as UNICEF as the project executing agency for a first FC project offers at least some limited guarantee of effectiveness and efficiency in implementing the planned measures.
- Ex-post evaluations in a country in civil war should be carried out as soon as possible after the implementation phase of the project, so that contacts with the target group and the project executing agency's implementation partners are still possible.
- Disaggregated data is required for monitoring and evaluation, which must be planned and ensured at the start of the project.

Evaluation approach and methodology

Ex-post evaluation methodology

Ex-post evaluations follow the approach of a rapid appraisal, i.e. a data-supported, qualitative contribution analysis resulting in an expert opinion. Effects are attributed to the project considering plausibilities, based on thorough analysis of documents, facts and impressions. This includes – if possible – the use of advanced technology (e.g. satellite imagery, online interviews, geocoding). There is a follow-up on possible conflicting information, attempting to eliminate inconsistencies and to base the rating on information that – to the extent possible – has been confirmed through different sources (triangulation).

Documents:

KfW project documents, UNICEF reports, secondary specialist literature, World Bank, IMF and African Development Bank analyses, ex-post evaluations of comparable projects with UNICEF as the project executing agency.

Data sources and tools for analysis:

UNHCR Refugee Data Finder; survey results from secondary sources; satellite images; Health Nutrition and Population Statistics; World Development Indicators, media reports

Interview partners:

KfW employees in the operational department, UNICEF employees

The analysis of project effects is based on the theory of change defined at project appraisal and documented within the impact matrix, which may be updated for the purposes of the evaluation. The evaluation report argues which factors contributed to the observed effects and why – as well as the probable extent of the project's contribution (contribution analysis). The context of the project is taken into account concerning its influence on the results. The conclusions are put into perspective regarding the availability and accuracy of the available data. An evaluation concept is the frame of reference for the evaluation.

This method provides a balance between cost and usefulness, generating evaluation findings with appropriate effort and expense. Also, it allows for a systematic success rating across the FC projects. Thus, an isolated ex-post evaluation cannot fulfil the requirements of a scientific assessment in the sense of a strict causality analysis.

The following aspects caused limitations for the evaluation:

Due to the precarious security situation in Sudan, local UNICEF staff could not be contacted during the evaluation, as they had to escape to Nairobi. There was no possibility of direct contact with the implementation partners commissioned by UNICEF, who provided a large part of the NLG and WASH services on site. Direct contact with the target group was also not possible due to the volatile security environment and the massive refugee movements. Overall, the exchange of information took place with time delays. Due to a lack of data or limited data availability, statements could not be based on empirical data or could only be derived indirectly, such as on efficiency and impact.

Rating methodology

Projects are rated on a six-point scale for each of the OECD DAC criteria. The scale is as follows:

- Level 1** very successful: result that clearly exceeds expectations
- Level 2** successful: fully in line with expectations and without any significant shortcomings
- Level 3** moderately successful: project falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** highly unsuccessful: the project has no impact or the situation has actually deteriorated

The overall rating on the six-point-scale is compiled by weighting all six individual criteria as appropriate to the project in question. Rating levels 1–3 of the overall rating denote a "successful" project while rating levels 4–6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("impact") and the sustainability are rated at least "moderately successful" (level 3).

The annex to this report is available upon request.

List of abbreviations:

FI	Final inspection
GDP	Gross domestic product
BMZ	Federal Ministry for Economic Cooperation and Development
CASS	Child and Adolescents Safe Space
CATS	Community Approach to Total Sanitation
CBCPN	Community-based Child Protection Network
DAC	Development Assistance Committee
EMIS	Education Management Information System
ENDF	Ethiopian National Defence Forces
EPE	Ex-post evaluation
EUR	Euro
FAO	Food and Agriculture Organization
FS 1	Peace & Safety identifier
FC	Financial cooperation
FC E	FC evaluation
GER	Gross Enrolment Ratio
HDI	Human Development Index
NLG	No Lost Generation
n.a.	Not available
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OHCHR	Office of the High Commissioner for Human Rights
OoSC	Out of School Children
OSS	One-stop shop
PA	Project appraisal
PAR	Project appraisal report
PP	Project proposal/Programme proposal
RRP	Regional Refugee Response Plan
RSF	Rapid Support Forces
SAF	Sudanese Armed Forces (SAF)
SDG	Sustainable Development Goal
SNSHSF	Sudan National Sanitation and Hygiene Strategic Framework

TC	Technical cooperation
UCDP	Uppsala Conflict Data Program
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
USD	US dollar
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

About this publication

Responsible

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