

Sudan Red Crescent
Society/Norwegian Red Cross



The Sinkat Community Development
Project and Port Sudan Organizational
Development Program in Red Sea
State in Sudan 1997 - 2003

2004

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ACRONYMS

AU	ADMINISTRATIVE UNIT
BIU	BAMAKO INIATIVE UNIT
BRC	BRITISH RED CROSS
CBHC	COMMUNITY BASED HEALTH CARE
CBFA	COMMUNITY BASED FIRST AID
DPR	DISASTER PREPAREDNESS AND RESPONSE
DRC	DANISH RED CROSS
DTC	DROUGHT TOLERANT CROPS
ECHO	EUROPEON COMMUNITY HUMANITARIAN ORGANIZATION
EU	EUROPEAN UNION
ERT	EMERGENCY RESPONSE TEAM
ERWS	EARY WARNING SYSTEM
FAO	FOOD AND AGRICULTURE ORGANIZATION
HAC	HUMANITARIAN AID COMMISSION
HH	HOUSEHOLD
HMT	HEALTH MANAGEMENT TEAM
HOD	HEAD OF DELEGATION
HQ	HEAD QUARTER
ID	INSTITUTIONAL DEVELOPMENT
ICRC	INTERNATIONAL COMMITTEE OF RED CROSS
IFRC	INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES
IGA	INCOME GENERATING ACTIVITY
IDP	INTERNALLY DISPALCED PEOPLE
MOU	MEMORANDUM OF UNDERSTANDING
NGO	NON GOVERNMENTAL ORGANIZATION
NOK	NORWEGIAN KRONER
NORAD	NORWEGIAN AGENCY FOR DEVELOPMENT COORDINATION
NRC	NORWEIGIAN RED CROSS
NIDS	NATIONAL IMMUNIZATION DAYS
NPC	NATIONAL POPULATION COUNCIL
NWC	NATIONAL WATER CORPORATION
OD	ORGANIZATIONAL DEVLOPMENT
PHAST	PARTICIPATORY HYGIENE AND SANITATION TRANSFORMATION
PHC	PRIMARY HEALTH CARE
PNS	PARICIPATING NATIONAL SOCIETY
SCLUWPA	SOIL CONSERVATION, LAND USE AND WATER PLANNING ADMINISTRATION
SANPLATS	LATRINE SLABS
SD	SUDANESE DINARS
SFP	SUPPLEMENTARY FEEDING PROGRAMME

SRCS	SUDANESE RED CRESCENT SOCIETY
SWC	STATE WATER CORPORATION
RC	RED CROSS
RSS	RED SEA STATE
TBA	TRADITIONAL BIRTH ATTENDANT
VAM	VULNERABILTY ASSESSMENT MAPPING
VCA	VULNERABILTY CAPACITY ASSESSMENT
WATSAN	WATER AND SANITATION
WES	WATER ENVIRONMENTAL SANITATION
WFP	WORLD FOOD PROGRAMME
WHO	WORLD HEALTH ORGANIZATION

EXECUTIVE SUMMARY

1. Introduction

The Sudanese Red Crescent Society (SRCS) implemented the Sinkat Community Development Project in 1986 in response to food insecurity for Beja nomads living in the Red Sea State of the Sudan. Sinkat is a chronically food insecure area within the Red Sea State. The International Federation of the Red Cross/Red Crescent Societies and the Sudanese Red Crescent Society are presently implementing a twelve-month drought assistance operation in the area, since July 2003.

The project has undergone various cycles over time beginning with Phase One (1986-1990), which was concerned with rehabilitation of wells and small-scale agricultural activities. Phase Two, which concentrated on earth embankments, followed by families starting to grow communal vegetable gardens. Phase three, which is the focus of this report, began a series of activities in 1996 directed at generating local income. In the same time frame, the year 2000 marked the beginning of an Institutional Development Project for the Sudanese Red Crescent's Red Sea State Branch in Port Sudan.

Both the Sinkat Community Development Project and the Institutional Development Project are being carried out based on an agreement with the Norwegian Red Cross (NRC) and the Sudanese Red Crescent (SRC), to re-establish the means of subsistence for 250,000 Beja nomads to prepare them and the environment to cope with future climatic extremes. At the same time it was realized that the Sudanese Red Crescent organizational structure was weak and its role unclear. Therefore, addressing food security through a development project and building the capacity of the Sudanese Red Crescent was expected to produce positive results.

From 1997 to date, the Norwegian Red Cross has contributed 8 185 000 Norwegian Kroner (NOK) towards the project, to fund various components such as water point rehabilitation and construction, environmental protection, health, education and income generating activities, mainly agriculturally based.

The evaluation of the Sinkat Community Development Project and the Institutional Development Project addresses three key issues: -

- What are the actual effects of the project on the well being of the Beja nomads since 1997?
- Has the capacity of the Sudanese Red Crescent been built up since 2000?
- Is the project sustainable?

Information collection activities for the evaluation comprised document review, individual and group interviews, focus group discussions and a survey of 105 households living in close proximity to water points constructed or rehabilitated by the project in the years 1997-2003.

2. Achievement of Results

The consultants found significant progress towards achievement of the expected results. First of all, the NRC contribution to water point rehabilitation and construction has enabled the Beja communities to access enough water for human consumption, livestock needs and household hygiene within less than three kilometers from their homesteads. People are now better able to take care of their families and are more aware of preventable diseases. Furthermore, fewer animals are dying due to lack of water points.

Earth embankments and terraces have effectively collected water runoffs and spread water over large areas of land, resulting in increased cultivation of sorghum, the staple food of the Beja nomads. The support to water and agricultural needs, combined with technical and logistical support to the health sector, means that more children in the project sites consume milk and people can eat at least two meals, a day. Health service delivery support has also partially addressed low immunization, low latrine use, and high incidence of common medical conditions.

The above activities, combined with training of midwives, and support to Women's centers, primary, secondary and higher education, means that the project has provided an integrated approach to prioritize needs of the people by which were identified as suffering from:

- Lack of food and water
- Low incomes and high prices
- Lack of education

The Sudanese Red Crescent in collaboration with government ministries, such as health, agriculture and social welfare, along with support from community based organizations, such as water management committees and some charitable organizations, have reached the intended beneficiaries through the Sinkat Community Development Project and facilitated development as follows:

- Casual labor has increased
- Enrollment in Literacy and formal education has increased
- Capacity of the Sudanese Red Crescent in Port Sudan has increased
- Capacity of local institutions such as Women's Centers and Water Management Committees has increased

- Capacity of households to address the health, social and economic needs of family member has increased.

3. Relevance of the Project

The Sudanese Red Crescent structure and systems, at headquarters and operational level are highly suitable for both development and relief work. This is due to the history of the organization and trust built up over time. In addition, the Sudanese Red Crescent has the background and experience in water point rehabilitation and other related interventions such as livelihood stimulation through income generating activities. The policy of the Sudanese Red Crescent implementing through partners such as ministries and encouraging community ownership at the same time is also highly relevant with respect to shifting from relief to development activities. Finally by addressing the priority needs of the Beja the project design is well aligned with development activities in general in the Red Sea State. The building of the capacity of the Port Sudan branch of the Sudanese Red Crescent was also very relevant as it addressed real management issues and many of these were resolved, such as gaps in communication and leadership skills.

However, many issues remain unresolved at this point, which need to be factored into future projects implemented by the Sudanese Red Crescent. These include the declining government support to development in terms of both technical support and operational expenses. Secondly, without greater stimulation of community ownership and more initiatives, the project will not keep up with growing demands. Finally, the Sudanese Red Crescent, while well placed as the only Non-Governmental Organization (NGO) in Sinkat constituency lacks the financial base for further projects without outside funding and generation of economic activities within their own organization.

4. Sustainability of Results

For the project activities to sustain themselves, an enabling stable environment where communities have a wide range of income generating activities and where government support and local volunteerism are strong, are needed. This is not the present situation, and community initiatives and participation, although stimulated are not yet enough to sustain the communities practical needs. In other words, the need for water, health, education and stimulation of the local economy, remain largely unmet in the area. This would require a stronger Sudanese Red Crescent, with the technical and operational capacity to reach the communities and provide assistance. The government capacity to support community services such as antenatal and child care is also inadequate and requires greater commitment, along with external support.

5. Recommendations

The consultants found that the project activities and the capacity building to the Sudanese Red Crescent have contributed to the overall re-establishment of subsistence activities in Sinkat constituency. The evaluation results also indicate a growing sense of self-reliance amongst farmers, pastoralists and women attending women's centers.

However, the following recommendations can enhance development projects in Sinkat in the future:

- Address financial sustainability by expanding community income generating activities and income generation within the Sudanese Red Crescent. This means targeting specific livelihood areas and clientele, to contribute to operating costs of the Sudanese Red Crescent and communities taking greater initiatives to expand successful interventions.
- Re-define the project design to reflect a more participatory approach, addressing gaps in terms of technical expertise and identification of community needs through situational analyses.
- Address relevance through more activities directed at livestock development, community empowerment and training and community based health care.
- Integrate the water/sanitation and agro-farming activities into a disaster preparedness program by linking components to each other and assessing vulnerability of different target groups.
- Address synergy between the Sudanese Red Crescent, government, other charitable organizations and community groups to jointly partner in Integrated Food Security Projects and other Development projects.
- Expand the present interventions in the field of water development, agriculture and education to reach more beneficiaries.

1.0 Background

With funding from the Norwegian Red Cross, the Sudanese Red Crescent started the “Sinkat Community Development Project and Port Sudan Organizational Development Program in Red Sea State” in Sudan, in 1986. The establishment of the project occurred after the Norwegian Red Cross worked alongside the Sudanese Red Crescent and others to support an extensive relief operation in the Red Sea Hills area of the Red Sea State of Sudan to address severe drought in the Sahel region between 1983 and 1986.

1.1 Setting

The setting in which the project was implemented is Sinkat Province, where the predominantly Handandawa tribe (a nomadic Beja sub-tribe) live in a chronically food-insecure zone, mainly due to ongoing drought. These severe droughts have disrupted the food security of Sinkat and degraded both water sources and the environment. In the absence of the normal rainy season, harvesting fails and larger livestock such as camels die. This has jeopardized the Beja nomadic lifestyle and coping mechanisms. As a result the Beja have been unable to access means of subsistence to meet their basic survival needs. With a view to reintegrating the Beja back in to their traditional economic life, the SRCS approached the Norwegian Red Cross with a development/rehabilitation program in mind. This led to the Sinkat Community Development Project and Port Sudan Organizational Development Program in Red Sea State in Sudan being established in 1986.

1.2 Overall objective

The overall objective of the project is to re-establish the means of subsistence for up to 250,000 drought-affected Beja nomads or semi-nomads and to prepare both them and the environment they live in to cope with future climatic extremes through desertification control measures and diversification of local food production.

The project has undergone major transformations from its inception in 1986, and through three phases to date. Phase One (from inception till 1990) was mainly concerned with preparation of various surveys and studies in the programme areas, rehabilitation of wells and small scale agricultural activities. Phase Two lasted for five years from 1990 through 1995, with a focus on earth embankment construction and support to family owned vegetable gardens. Phase Three (which includes the current cycle under evaluation) concentrates on greater participation of various government bodies in the programme through a series of activities, including encouraging donations in kind or in cash with government partners, e.g. ministries and rural councils.

1.3 Major Interventions

The seven major interventions implemented in the “Sinkat Community Development Project and Port Sudan Organizational Development Program in Red Sea State” through the current cycle (from 1997-2003) are:

- Agriculture: - which focuses on provision of food, income and settlement opportunities through agriculture, forestry and animal production activities in Sinkat and Gebeit administrative units;
- Food Security: - which is addressed through activities such as water point construction and rehabilitation, emergency stocking, training, construction of handlooms and revival of traditional agriculture, all aimed at supporting the target groups during the drought periods, in Sinkat and Gebeit administrative units;
- Education: – which is supported through school construction and rehabilitation, literacy classes and teacher training, in Sinkat and Gebeit administrative units;
- Capacity building of the SRCS at state level: - addressed mainly through training opportunities in terms of financial management, monitoring and computer training, in Port Sudan, Red Sea State;
- Health: – which addresses preventive and curative health through activities such as equipping hospitals in Sinkat and Gebeit administrative units;
- Women development: - which is addressed at strengthening women’s capacity through construction and rehabilitation of women’s centers and support of training of women to stimulate income generation in Sinkat and Gebeit administrative units;
- Social Development: - which addressed various community needs and awareness creation through support to the needy, assisting road accident victims and supporting various public functions in Sinkat and Gebeit administrative units;

Former evaluations took place in 1989, 1993 and 1996. In light of these previous evaluations and the developments, it was decided that an evaluation would take place in early 2004.

2.0 Scope and Purpose of the Evaluation

In light of the project running for 17 years at the time of the evaluation and new developments in Sudan and Sinkat Province, it was decided that a focused evaluation be carried out. This was to be done in Sinkat Province for the Community Development Project and mainly in Port Sudan for the Organizational Development Project. In addition, the IFRC and SRCS are presently implementing a 12-month drought assistance operation in Sinkat Province, since July 2003. This indicates that the area is still highly food insecure, rain is still

scarce and the needs identified when the project started in 1986 may still be very real for the nomadic population living in Sinkat province.

Therefore the three main objectives of the evaluation as stated in the Terms of Reference are:

1. Establish the actual effects and possible impact of the project by:
 - Carrying out a water point inventory through interviews, sampling and documentation search, sampling and interviewing
 - Reviewing the follow-up of the main recommendations from the 1996 evaluation and the extent to which these have influenced the re-design of the project from 1996
 - Identifying any impact and effects in the areas of health, education, women centers, agriculture on the community and constraints faced
2. Assessment of the capacity building effects of the project on the Sudanese Red Crescent at State Branch level, from the year 2000 by:
 - Identification of capacity building changes in management structure, systems and activities at State Branch Level
 - Assessing the extent to which the project has built up and developed an effective Red Crescent structure in Sinkat province.
3. Assessment of the degree of sustainability of the project at the time of the evaluation.

Based on the above objectives, the evaluation team was expected to make recommendations regarding many areas which can be summarized as follows:

- Financial sustainability
- Relevance of the project
- Suitability of the SRCS strategy in Sinkat
- Possibility of integration of the water/sanitation, agro/farming activities to be integrated into a Disaster preparedness/mitigation or food security profiled program.

3.0 Evaluation Methodology

The Terms of Reference clearly specify the expectations for the evaluation methodology, which was to include a range of methodologies as follows:

- Literature review of secondary data
- Interviews with stakeholders and key persons
- Field observation and sampling, using mainly qualitative and –where possible – some quantitative approaches. (This included an inventory of water points, using interviews, sampling and documentation search).

Therefore the evaluation team tasks/milestones/deliverables were carried out as shown below.

3.1 Evaluation Work plan

A briefing meeting of the Team Leader and two Norway-based Team Members was held with key staff of NRC in Oslo, Norway. The meetings focused on the issues expected to be addressed in the TOR and the need for a participatory yet impartial evaluation, using a range of field methodologies and external translators. The evaluators collected data relevant to the field, including technical reports, socio-economic studies and other documents, in Oslo. A planning and team building meeting was then held in Khartoum during which the TOR was reviewed and conceptual issues related to evaluation and development clarified amongst the team members.

The team was comprised of six persons, including two external evaluators, one evaluator from the SRCS and two evaluators from the Red Cross. The team was divided into three smaller groups, one for coordination, one for evaluating health and women's centers and one for evaluating food security (water, agriculture and soil conservation). Each team was also provided with external translators and a vehicle. This enabled the evaluators to assess the interventions in all sites and to meet in the evenings to compare findings and decide on the next day's activities. In some cases, sites received 'repeat' visits by the coordinating team to confirm findings and fill any gaps of the previous day, and in other cases, interviews were conducted by several consultants working together. This approach was intended for each consultant to have an overview of every intervention, given that each intervention overlapped with the other, as would be expected with an integrated long-term project, such as the "Sinkat Community Development Project" which was multi-sectoral.

Much of the assessment activities for the "Port Sudan Organizational Development Program in Red Sea State" required that one consultant remained in Port Sudan for two extra days and the other consultants to administer various tools related to organizational development.

3.2 Information Collection

There was little benchmark data available on the project, which would have facilitated a comparative analysis of data at the time of the evaluation and data collected in earlier periods. However, the evaluation team was able to make comparisons of qualitative and quantitative findings with results from the International Federation of the Red Cross (IFRC) assessment conducted in March 2003 and the Oxfam Red Sea State Nutrition Survey Report of July/August 2002.

The methodology also relied on quantitative/statistical assessment by carrying out a mini-survey at the same time as the consultants did their field assessment.

The purpose of the statistical questionnaire was to enable triangulation with the evaluators' field findings in all areas, including outcomes, effectiveness, efficiency and impact. Therefore, households in the study areas were randomly selected in clusters situated in close proximity to the constructed/rehabilitated water points. Seven SRCS enumerators then administered the questionnaires. The enumerators were trained by the consultants in advance on how to administer the questionnaire, which had more than 30 variables.

The table below shows the sites sampled over the five-day period of information/data collection.

Table 1: Sample Sites

		Frequency	Percent	Valid	Cumulative Percent
Valid	Timosay	21	20.0		20.0
	Erkowitt	21	20.0	20.0	40.0
	Eshaf	21	20.0	20.0	60.0
	Beranfi	21	20.0	20.0	80.0
	Gobie	21	20.0	20.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The field interviews were done in conjunction with the field interviews conducted by the evaluators, although not always on the same day, due to logistics and to avoid over-saturation of the communities with too many interviews.

The evaluators also placed heavy emphasis on observations, and focus groups discussions with key players and beneficiaries, such as men, women, leaders, income generating activity 'managers', users of water points, education facilities and health service delivery points. The discussion points used both inventories and open-ended questionnaires.

These findings were then shared in a plenary of the evaluation team every evening. Those participating included the Sinkat Project Manager, the Women's Centers Coordinator of the SRCS and the two external translators. This enabled the team to clarify issues and identify gaps to be filled in the next day at both interviewing and sampling sites.

The process of information collection continued and the team then worked in small discussion groups in Sinkat to clarify findings and identify which areas were conclusive and inconclusive. A de-briefing of the preliminary findings were presented in a meetings attended by the SRCS Head Quarters (HQ) staff, and Resident Representative, Norwegian Red Cross, Eastern Africa, in Khartoum, Sudan.

3.3 Information Analysis

Qualitative data was manually analyzed in Sinkat and interpreted by the consultants and taken to Nairobi, Kenya by the team leader to triangulate findings with the quantitative data. The quantitative data (based on the questionnaires administered by the SRCS enumerators) then underwent statistical analysis in Nairobi, Kenya using Statistical Program for Social Scientists (SPSS) Version 10. Findings of the statistical analysis and the draft report were then circulated to all team members for comments before finalization. Preliminary findings based on the team members' responses to the draft report contents (i.e. both quantitative and qualitative findings) thus formed the base of the draft evaluation report.

3.4 Evaluation Report

A draft evaluation report was prepared and submitted to The Resident Representative, Norwegian Red Cross, Eastern Africa, who then circulated the draft report to key stakeholders. The Team leader again circulated the report to the team members. Comments received were then forwarded to the Team Leader for revisions. Based on the TOR and assessment of the results, the final evaluation report was prepared.

4.0. Findings: Project Design, Strategy and Approach

The focus of the Sinkat Development Project on the priority need of water addressed the needs of the local people and stimulated subsistence activities in the harsh environment. Local resources and technologies were harnessed to effectively respond to these conditions. However, strategic issues related to partners, development principles and gender should have received more attention.

The design of the "Sinkat Community Development Project and Port Sudan Organizational Development Program in Red Sea State" in 1986 was based on a sound understanding of the local context, where nomadic and semi-nomadic people used a variety of coping mechanisms (including kinship support), in order to subsist in a harsh environment. The project focus was mainly on agricultural and food security activities and less on health and education. As water is regarded as the priority need in Sinkat this was a suitable approach and worked. The survey conducted in the evaluation period confirms that lack of food/water is a grave concern. This finding is shown in the table below.

Table 2 : What is the main problem your family faces?

		Frequency	Percent	Valid	Cumulative Percent
Valid	Lack of food/water	33	31.4	31.4	31.4
	Lack of education	6	5.7	5.7	37.1
	Low income	22	21.0	21.0	58.1
	Health/diseases	5	4.8	4.8	62.9
	High price	23	21.9	21.9	84.8
	Unemployment	1	1.0	1.0	85.7
	Lack of firewood	1	1.0	1.0	86.7
	Lack of animals	1	1.0	1.0	87.6
	Did not specify	12	11.4	11.4	99.0
	Sanitary	1	1.0	1.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The SRCS implemented the project in Sinkat - one of the most drought stricken areas in the Red Sea State. The activities have focused on the most affected areas, which are linked to revival of traditional livelihoods and addressing food insecurity through water point rehabilitation/construction.

The strategy also included a focus on introducing agricultural and forestry measures alongside the same water points, which the local population could then be taught and participate in. Health activities were also provided in urban centers and to a lesser extent in rural outposts. There was also effort to involve women in the project, where women had been traditionally excluded from development activities using a traditional intervention used by other Red Cross/Red Crescent programmes, government and NGOs - the Women's Center.

The project area covers Sinkat and Gebeit Administrative Units (AU) of Sinkat Locality in the Red Sea State. The project area can be divided into 3 main physiographic land systems including the mountainous ranges, the khors (seasonal streams) and flood plains. Towards the east, Erkowitt, which stands about 900 m above sea level, is a prominent topographic area of the N-S Red Sea escarpment, which bounds from the east.

Climatically the project area (Sinkat Locality) is classified as arid with summer rainfall, mainly from July to October, and average temperature between 10oC to 30oC during the months of December and May respectively. Rainfall in the area ranges between 0-200 mm annually and is of high spatial variability. Rainfall data in Sinkat and other localities is shown in the table below and the results indicate that rainfall was less than 100 mm from 1994 with the exception of 1999,

averaging 58 mm annually. If this figure is compared to the period of 1951 – 1983, where rainfall averaged 75 mm per year, it implies (a continuous) decrease of about 25 % during the last decade. Rainfall records shown below indicate that rainfall was far below the average for four years out of nine.

Location	Annual rainfall										Average
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	
Sinkat	81.3	71.5	30.0	0	61.5	201.5	67.4	0	7.8	58	
Beranfi	48.0	0	28.0	0	47.0	129.0					
Timosay					59.0	61.0					
Erkowitt*		16.0	24.0	51.0	17.0						

(*Erkowitt 1997 is winter (Oct-Dec) rainfall)

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Basically the project area consists of highlands and valleys. The highlands forms typical water (drainage) divides (boundaries) between the seasonal streams draining towards the Nile and towards the Red Sea. Though rainfalls are spatial and of low intensities, they occasionally produce considerable runoff carried by the seasonal streams (khors) especially during the period August – September.

This is enhanced by the steep topographic gradients in the mountains and the hard surface of the rocks. A year of good rainfall (above or about the average) can experience 3 – 5 floods (run off) along the khors, which can be harnessed for use in agricultural and other activities. *The project design took note of this important issue, focusing on water management combined with good agricultural practices.*

The design of the project focuses on the same activities provided during relief activities, with a view to improving disaster preparedness and at the same time reconstructing the traditional economy of the local nomads. *In particular, the water/sanitation and agro/farming activities were fitted into the existing integrated disaster preparedness/mitigation program of the SRCS. However, using the same activities for development as in a disaster preparedness model, without defining goals, objectives, results and performance indicators for a development model affected the smooth implementation and monitoring of the project.*

While it was noted that the activities in the project design were based on global indicators for sustainable development projects, drawn from various sectors (health, water and sanitation, etc.), the conceptual models for the activities were not well defined into a strategy and approach. In addition they were not understood and applied by all parties, e.g. MoH. These include the Alma Ata concept of primary health care, the project cycle for development, the Bamako Initiative, the Safe Motherhood Initiative, etc.

The project also paid little attention to socio-cultural and gender issues, although local staff was very familiar with local traditions. Important principles related to development such as community-based management, community ‘contracting’, community participation, community ownership, etc did not receive enough attention in the project design. This contributed to a degree of general dependency on the part of the partners still to be addressed.

The design for the Organizational Development program in Port Sudan appropriately included training outside the country on important areas such as financial management and general management. However, some sector specific training was not included, e.g. gender and development, appropriate technology, etc. which would have contributed to the project effectiveness. With regards to gender, the project design focused on strengthening a somewhat outdated intervention with regards to approach - the Women’s Center, so the project did not stimulate entrepreneurship for women to any degree. With regards to the approach, more emphasis was placed on the Women’s Center as a meeting place for women, and less emphasis on economic empowerment of the women. Financial assistance to women through the Women’s Center also averaged only 5% of the annual budget as compared to the other interventions. Still women directly benefited from the other interventions. Therefore in this respect the design met some of women’s practical needs but not their strategic needs.

The present design has also not linked the various activities to each other. For example, there is no linkage between the nutrition educators in the Women’s Centers to the MoH. Such linkages defined in a logical framework would have contributed to efficiency and effectiveness. Incorporating linkages within the project framework is clearly the responsibility of those designing the project document. Finally the design should have included a baseline survey, which would have provided valuable data for design/redesign as well as variables for comparison during monitoring and evaluation.

5.0. Findings: Outcomes/ Effectiveness of the Project

This section of the report focuses on the effectiveness of the “Sinkat Community Development Project” with respect to the five areas where assistance was provided. Findings for the “Port Sudan Organizational Development Program in Red Sea State” are shown in Part 6.0.

Evaluation of effectiveness in a chronically food insecure area, such as Sinkat, must be seen within the context of the chronic food insecurity and instability such an environment creates. The impact of drought has triggered a vicious cycle of malnutrition and collapse of coping mechanisms amongst the Beja nomads. Such a situation has long been part of Beja life even before the project inception.

As part of the Red Sea State, Sinkat is classified by the WFP as ‘Highly food insecure’ due to lack of rainfall, successive drought and depleted animal assets

of the local communities. Because of this, Sinkat and surrounding areas such as Haiya and Derudeb have required regular interventions for relief. Food relief is presently underway in Sinkat following a July 2003 appeal and food aid will continue to be significant into 2004 according to WFP predictions. However, as recommended by the WFP, non-food requirements that aim at promoting various initiatives in self-reliance, combined with partnerships to address water resource rehabilitation, are very important (WFP Food Security Assessment 2002-3).

5.1 Outcome/ Effectiveness of the Food Security, Agriculture and Water Interventions

This intervention was moderately effective with regards to water point rehabilitation/construction, and livelihood stimulation, which improved accessibility of water for human, animal and irrigation needs. Improved breed livestock less effective as small number of beneficiaries and little assistance to pasture land development and improved veterinary services.

From 1997, the ongoing food security, agriculture and water activities of the "Sinkat Community Development Project" were directed at restoring/maintaining water points and earth embankments. This was followed by creation of horticultural units or communal farms that were expected to meet household and community needs and at the same time stimulate new and existing livelihoods. The various project interventions were generally found to be in place and functional in that they met the priority need of water and stimulated the local economy. The tables below show thirteen interventions in place in the project sites, project results per site, and livelihood options created by the project. These indicate effectiveness of the activities.

Table 4: Summary of Interventions Funded by NRC	
Intervention	Results (number)
Construction of new hand dug wells	16
Rehabilitation of open wells	17
Rehabilitation of hand pumps	24
Construction of diversion canal	120
Construction of earth embankments	320
Construction of rock-filled dams	6
Construction of hafirs	3
Distribution of seedlings; fruit trees, date palm	1,250
Construction of nurseries	1
Establishment of community farms	6
Spraying (distribution) of seeds for improvement of forest	4,000 feddan
Spraying (distribution) of seeds for improvement of pasture	9,030 feddan
Distribution of insecticides	47 kg

(Source: Evaluation mission period 1997-2003, Sinkat, 22.Feb - 12.March, 2004)

5.1.1 Effectiveness of the Water Interventions

The water interventions (1997-2003) were moderately to highly effective as they met the priority need of the communities on a timely basis using participative approach. Effectiveness would have been higher if more attention had been paid to quality of technical aspects of construction and site protection.

The specific objectives of the water interventions were to improve the preservation of water for both domestic and animal use. This was done by construction/rehabilitation of water points, while at the same time preventing soil erosion caused by run off from the higher ground (mountains). The intervention was constrained by little involvement of the government ministry in terms of technical expertise and financial contribution. However, this intervention was effective as it met the community priority needs and involved them in planning and implementation. The new water sources represent the main source for the communities as shown below.

Table 5: Main Water Sources

Was your main water source renovated/constructed by the SRC
1997-

		Frequenc	Percen	Valid	Cumulativ Percen
Valid	Yes	92	87.6	87.6	87.6
	No	13	12.4	12.4	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

HHs using water points constructed by SRCS (in the years 1997-2003) were 95.2% in Gebeit, 95.2% in Timosay, 100% in Beranfi, 100% in Erkowitt and 100% in Eshaf. These results show that the project effectively addressed accessibility to water.

5.1.2. Outcomes/Effectiveness by Water type

Results for different types of water points are described below in sections 'a' to 'd':

a. Creation of terraces/embankments

In Erkowitt area, the project has constructed 6 rock-filled embankments or soil retention structures. The retaining structures meet required standards and intercept the runoff, reducing or stopping the flow and gradually allow deposition of transported sand behind the structure (back-fill). *The executed work reflects a clear understanding of the problem and is an effective way of addressing the root causes of the environmental degradation in the Erkowitt area.* Construction of these rock-filled (gabion) structures has been accomplished in participation with the community; as most of the community members contributed by devoting labor, collection of stones and in the installation and building of the structures. This contributed to the effectiveness, as the community 'owns' the activity.

Design of the rock-filled embankment agrees with SCLUWPA specifications (Soil Conservation, Land Use and Water Planning Administration). However, the intervention lacks real supportive technical input such as a comprehensive view of the physical aspects (morphology) of sites, topographical survey and quantification of runoff. Therefore, a base map retrieved from recent Landsat-images could be of great help for continued efforts in this field.

b. Rehabilitation of hand dug wells

Rehabilitation of hand-dug wells has been accomplished with the aim of protecting wells from pollution, flood erosion, silting and for increasing the yield. To achieve this the well heads have been elevated to about 1 m above the stream beds by building reinforced concrete structures founded about 2 m below the surface. The structures (the well heads) have in general resisted the floods.

Exceptions are some few that are located in the middle of streambeds and exposed to high-velocity floods from the adjacent highlands. *The elevated well head, though being very efficient in protecting the wells from flood and silting, represents on the other side a reduced accessibility for water extraction from the well, especially for women and children.*

At a number of sites the constructed well-heads have followed the design of the Sate Water Corporation in the Red Sea State. However, there is inconsistency in the dimensions of the heads. Rehabilitations were mostly restricted to construction of well-heads, without in depth consideration of deepening the well itself. Effectively the elevated heads have protected the wells from silting and filling, and consequently have reduced the work needed for de-silting. Hand-pumps have been installed at a very limited number of rehabilitated wells (i.e. Erkowitt, Timosay) to facilitate water extraction. This could be an appropriate system to reduce the burden of lifting the water manually, especially by women.

Though at water wells animals are watered from small mud-troughs at a distance from the wells, no actual separation have been made between human and animal users at any of the visited wells. The environment surrounding the wells was partially muddy, due to spilled water, and with scattered animal wastes around the wells. These animal wastes, especially during rainfall and floods could be a source of nitrate pollution to the wells.

A number of wells have been constructed by the project with the aim of achieving the objective of increased accessibility to drinking water. Basically, constructions of these open wells were demand driven, whereby the community had decided and agreed to solve their water problem by digging a well. The communities devoted workers (12 - 15) for digging while the project paid them incentives against the completed (measured) work.

Most of the wells (16 – 26 m deep) were in this manner completed within 2 – 4 months, which was very efficient. The project contributed by giving incentives and by the construction of the wellhead to protect the well from the floods. *Though this intervention has availed water to a number of villages, siting and construction of the wells lacked real technical input.* This could include input on proper location of the well (using geophysical techniques), supervision of drilling to decide at what depth the well should be stopped, and analysis of water to determine its quality and suitability for different uses.

c. Rehabilitation of hand pumps

A number of hand pumps were constructed (drilled) in a UNICEF intervention in the mid eighties and by the German Red Cross. More recently drilling has been conducted by the Islamic charity Almutada Alesham, including during the period under evaluation. Most of the UNICEF hand pumps were out of use already by 1990 due to both breakages, little and very salty water. The project has managed to successfully rehabilitate or carry out maintenance on 24 of these drilled wells.

The rehabilitations have included change of the sucker rods, rising pipes, chains and the pump head.

According to UNICEF standards this is considered as a partial rehabilitation since it has neglected construction of the apron, a drainage channel, fencing and protection of the hand pump from floods and sand. Also the surroundings of the visited hand pumps were muddy. No local mechanics (from the community) had been trained, nor was a village water/health committee put in place. Generally, hand pumps is an appropriate water system especially in the western parts of the project area where water is deep (26 – 32 m) and the geological formation is hard; i.e. not allowing easy construction of hand-dug wells. Also construction of hand pumps cannot be achieved successfully without consultation of a qualified expert to pinpoint the proper drilling site.

d. Construction of hafirs

The project has in the period constructed 3 hafirs (man-made depressions to harvest surface runoff and rainfall water for domestic uses) by using the project loader. The constructed hafirs are small and last (hold water) for only about 3 – 6 months. *These were constructed without real contouring (surveying) and with simple and traditional design, and with no consideration given to inlet and outlet walls for protection of the hafir from silting and contamination caused by humans and animals getting water directly from the hafir, as well as providing better accessibility. Also the absence of a settlement pond to intercept silt would rapidly expose the hafir to siltation thereby reducing its storage capacity.*

5.1.3. Effects of the Water Interventions

Field interviews in local hospitals and at household levels confirmed that the accessibility to clean safe water improved people's health as shown in Table 5. WHO recommended water per person consumption is 20 liters. The following tables illustrate that people assisted by the project can now access enough water for consumption, animal care and personal hygiene.

Table 6: Daily Water Collection

How much water is collected per day?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	10 - 30 liters	2	1.9	1.9	1.9
	40 - 60 liters	18	17.1	17.1	19.0
	70 - 90 liters	22	21.0	21.0	40.0
	Over 90 liters	63	60.0	60.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 7 shows that animal consumption of water mainly ranges from 10-60 liters daily. Household heads stated that with the construction/rehabilitation (1997-2003) they are now able to take better care of their livestock and fewer animals are dying. The price per animal head is now higher as the animals are healthier.

Table 7: Water Consumption by Animals

How much water is used for animals?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 10 liters	1	1.0	1.0	1.0
	10 - 30 liters	40	38.1	38.1	39.0
	40 - 60 liters	34	32.4	32.4	71.4
	70 - 90 liters	3	2.9	2.9	74.3
	Over 90 liters	10	9.5	9.5	83.8
	None	17	16.2	16.2	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The evaluation results also show that families are now drawing domestic water for a range of uses. This is shown in Tables 8-10.

Table 8: Water for Cooking

How much water is used for household? (Cooking)

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 10 liters	1	1.0	1.0	1.0
	10 - 30 liters	84	80.0	80.0	81.0
	40 - 60 liters	14	13.3	13.3	94.3
	None	6	5.7	5.7	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 9: Water for Bathing

How much water is used for household? (Bathing)

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 10 liters	1	1.0	1.0	1.0
	10 - 30 liters	59	56.2	56.2	57.1
	40 - 60 liters	40	38.1	38.1	95.2
	70 - 90 liters	1	1.0	1.0	96.2
	None	4	3.8	3.8	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 10: Water for Cleaning the House

How much water is used for household? (Cleaning)

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 10 liters	1	1.0	1.0	1.0
	10 - 30 liters	65	61.9	61.9	62.9
	40 - 60 liters	33	31.4	31.4	94.3
	70 - 90 liters	2	1.9	1.9	96.2
	None	4	3.8	3.8	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The results also show that the water sources constructed by the project are accessible within five kilometers. This has lessened the workload of women who collect the water.

Table 11: Access to Water Source (Summer)

How far is to your main water source in summer (Walking time or distance)?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 1 km	40	38.1	38.1	38.1
	1 - 3 kms	41	39.0	39.0	77.1
	4 - 6 kms	14	13.3	13.3	90.5
	7 - 9 kms	1	1.0	1.0	91.4
	Over 10 kms	4	3.8	3.8	95.2
	No response	5	4.8	4.8	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 12 shows that 80% of the population can access water within 3 kilometers, again an indication of increased accessibility of water.

Table 12 : Access to Water Source (Winter)

How far is to your main water source in winter (Walking time or distance)?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 1 km	42	40.0	40.0	40.0
	1 - 3 kms	42	40.0	40.0	80.0
	4 - 6 kms	12	11.4	11.4	91.4
	7 - 9 kms	1	1.0	1.0	92.4
	Over 10 kms	3	2.9	2.9	95.2
	No response	5	4.8	4.8	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

5.1.4. Outcome/Effectiveness of the Agricultural Activities

The interventions related to agriculture and food security included communal farms, embankments (traditional harvesting systems) and income generating activities. The interventions were seriously constrained by lack of involvement of the MOA, who were expected to provide technical expertise and financial resources. The different activities are described below from 'a' to 'd'.

a. Earth Embankments

In relation to agriculture and food security, the project has assisted communities by construction of a number of earth embankments and terraces to harvest runoff (rainfall) and to spread it over larger areas for cultivation of durra. In fact, this project and initiatives at other sites in Sinkat Locality are well known for this traditional water harvesting systems (kirabs). One earth embankment can go up to 600 m in length and 1.5 – 2 m height. The irrigated area can be up to 25 – 50 feddans depending upon the runoff.

It was noted that construction of the embankments was largely influenced by the knowledge of the people and the traditional systems that already exist in the area from the past. Though most of the embankments appear to be intact, a number of them have experienced washout, mostly at the central parts across the main watercourse.

Despite the availability of local materials (rocks and dead wood), few initiatives were made by the communities to use these for reinforcement of the embankments to protect them from wind erosion and washout by runoff. A limited number of embankments failed to harvest and divert runoff mainly due to improper height (level) with respect to surrounding and upstream lands. *Though most of the embankments agree with the SCLUWPA systems, real input and co-ordination between them and the project was not evident. The project had not entered an MOU with SCLUWPA.*

Construction of embankments as long as 500 m length and about 2 m height are beyond the manual construction capacity of the communities; this requires employment of the project loader, which is not available due to breakdown. The cost effectiveness and the feasibility of the embankments during the period under evaluation (1997 – 2003) was greatly eroded and jeopardized by the recurrent failure of rainfall.

b. Communal farms

Six communal (vegetables farms) farms, with a total area of 23 feddan, have been established. These farms do mostly produce vegetables, especially tomatoes, for local uses and for the market (i.e. for income generation). The farms are very much dependent on the project providing them with free fuel for the water pumping unit, transport for marketing of tomatoes, and seeds, despite handover to the communities in 2001 and 2002. During the two initial years of farm operation, i.e. before handover to the community, the project kept 25% of the revenue to secure maintenance of the farm equipment but this has since stopped. However due to limitations of the irrigation, only 110 families benefit directly from the farms. This is reflected in Table 13 below, which shows 90.5% of the HHs did not have enough water for irrigation.

Table 13: Water for Irrigation

How much water is used for irrigation?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	10 - 30 liters	5	4.8	4.8	4.8
	40 - 60 liters	2	1.9	1.9	6.7
	70 - 90 liters	1	1.0	1.0	7.6
	Over 90 liters	2	1.9	1.9	9.5
	None	95	90.5	90.5	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Nevertheless, the farms serve a large population number by availing vegetables at affordable prices and even free to very poor families, the number of which varied between 10 and 50 in the villages visited.

In the year 2003 most of the farms generated growth revenues that varied between 50,000 and 70,000 Sudanese Dinars (USD 190 – 256). *At some of the villages (i.e. Beranfi), some of the revenue (about 33 %) has been used to pay the salary of the Community Health Worker (CHW) and in supporting the school. This is a positive outcome of the project.*

As shown below, the food cultivated in the communal farms is not enough to sustain the families. Stored food lasts a short period and families remain dependant on food assistance/food aid to date. This situation is also exacerbated by diminishing value of livestock which is exchanged for foodstuffs.

Table 14: Food Stores

How long will the stored food last your family?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 - 2 weeks	1	1.0	1.0	1.0
	> 1 month	6	5.7	5.7	6.7
	No stored food	98	93.3	93.3	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

At the time of the evaluation 57.1% of the sampled population was receiving food aid. As random sampling generalizes findings about a given groups of people (the Beja nomads), the results are considered representative of the entire population served by the project.¹

Table 15: Food Assistance

Is the household receiving any food assistance/food aid today?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	60	57.1	57.1	57.1
	No	45	42.9	42.9	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

At the time of the evaluation the farms were still not geared towards what may be termed as a “community based development system”. Instead the communities, and in particular the more remote ones, maintain strong traditional community structures for management and distribution of community resources. Inter linkages of the farms with other project interventions, like wells digging, drilled hand pumps do take place. Also the project has contributed to establishing gardens kept by women centers in one of the sites (Timosay). This latter initiative could have been implemented at a broader scale.

The communal farms is a potential for good production in the area due to the favorable climatic conditions which could permit off-season (summer) tomato production, for nearby constituencies and the Beranfi site example has resulted

¹ Roche, Chris, “Impact Assessment for Development Agencies”, Oxfam GB, p.66.

in business people from Port Sudan establishing 4 private farms in the area following negotiations with the local community on access to the land.

However, other farms, e.g. Erkowitt have suffered from pest invasions and absence of extension and pest control services. The relevant government department had provided no assistance in this respect. Still the community could have taken an initiative to purchase pesticides from their revenue, but did not.

Comparing the wells water yield, the pumping system (2" pipe) versus the land irrigated, there was an apparent water loss, either due to efficiency in the pumping unit and/or the irrigation method, which depends on the soil type. On the other hand, hand pumps have been installed at the wells without actual facts on the safe yield of the wells at different times of the year. A case was encountered during the evaluation whereby the pump depleted the well in one hour (i.e. Timosay). A more appropriate pumping system could have been designed and put in place.

c. Rangelands and forest improvement

With the objective of improving the pasture and rangelands which ultimately could lead to improvement of the livestock, the project has sprayed pasture seeds over about 4,000 feddan in the project area.

Though shortage of rainfall defeated the outreach objective of this intervention, it also lacked clear vision, planning and co-ordination with the relevant government departments. Probably, the project has not benefited from the lessons learned by the unsuccessful trials (efforts) made by the Department of Rangelands at the national and State levels. This intervention needs close co-ordination and technical input from the relevant institutions, which was not made available. The project has provided improved livestock and small ruminants to many households; however, in many cases these have died, due to lack of veterinary support and drugs, which were not part of the project, yet should have been.

d. Income generating activities

Successful income generating activities were found at beneficiary level during the evaluation, which had generated incomes for many households. In general the IGAs used local materials and local initiative and could be sustainable if tested further. Examples are aluminum pot making and burnt clay bricks in Timosay village. In this example, the community received training from the project and soon was able to sell products locally. The products need to be diversified, but the activities can be replicated in other sites.

For aluminum products the community has been able to generate about 70,000 Sudanese Dinars in 2003 – USD 256. The activity is community based as the supervisor carries the responsibility to ensure proper distribution and management of resources. This activity has also supported the salary of the

CHWs manning the local dispensaries. In other villages income raised by agricultural activities were traced directly to the project and were sufficient to support the CHWs and other village cost centers.

Some activities can be regarded as pilots as they have not been sustained. For example the kiln for baking clay bricks is dependant on water and firewood, so shortages of these inputs mean the activity is suspended. Before suspension, the community was able to sell the pots in Sinkat town and the pots quality was considered to be high.

The project did not go far enough with this intervention, which has the potential to support agricultural, and livestock activities. More types of IGAs should have been identified by the project, tested in many sites and replicated. It was also important to include some bookkeeping training alongside the technical training to ensure the communities were able to manage costs and profits. Finally, the project should have looked at all issues related to a technology e.g. water and other resources needed, before starting any intervention to avoid disappointing the communities. This includes irrigation as an income generating activity-the feasibility of using a solar pump instead of the submersible pump should have been investigated as it can reach many more farms.

5.2 Outcome/ Effectiveness of the Health Interventions

This intervention was not very effective as it placed little emphasis on a sustainable community based health care system using the primary health care approach to health. As the disease burden in the projects sites is critical e.g. 50% diarrheal diseases, 18% childhood sever malnutrition and one in ten women severely malnourished (Oxfam/MOH Nutrition survey, 2002), this intervention should have received more attention, especially the preventive model in a community based approach.

5.2.1 Issues

The intention of the Sinkat Development Project was to focus on all aspects of life including health. This was a sound decision since an integrated approach, providing health, education etc, parallel to water point development/rehabilitation would all contribute to community well being and the project goal “ to address the re-establishment of subsistence for the beneficiaries”. Without good health, the communities would not be able to actively participate in the other interventions, e.g. water point construction.

Therefore within the water component, the need to understand safe use and storage of water is important and can impact on improved health of the community. Similarly with the agriculture activities, emphasis on food crops for household use has to be balanced with cash crops, so that the diets of the

beneficiaries, especially the most vulnerable (pregnant and lactating women and children under five years) would be able to sustain them. *Therefore the intervention for health activities was an important part of the project, although they received less funding than agriculture/water/food security.*

The ongoing drought and consequences such as poverty, means the communities face real problems such as malnutrition. Some of these include serious malnutrition amongst children and women, including childbearing women and the elderly. For example, for Red Sea State 1 in 5 women is malnourished and 1 in every 10 women is severely malnourished. At the time of the 2003 assessment, few families at more than one meal a day. This situation is still apparent, as livestock numbers have not been replenished, despite the livestock provided by the project. *The project assistance was not enough to address the magnitude of health problems and requires concerted efforts of many parties. As the tables below show, few children drink milk of any kind, meaning they are not eating a balanced diet and this contributes to the malnutrition.*

Table 16: Consumption of Powdered Milk by Children

How much powdered milk does/do your child/children drink per day?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 - 3 cups	1	1.0	1.0	1.0
	None	104	99.0	99.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Cow milk consumption is 6.7% reflecting some of the livestock provided by the project which enabled the families give their children cow milk.

Table 17: Consumption of Cow Milk by Children

How much cow milk does/do your child/children drink per day?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 - 3 cups	7	6.7	6.7	6.7
	None	98	93.3	93.3	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The low camel milk consumption reflects the acute shortages of these animals, many of which perished during the droughts.

Table18: Consumption of Camel Milk

How much camel milk does/do your child/children drink per day?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 - 3 cups	2	1.9	1.9	1.9
	None	103	98.1	98.1	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 19: Consumption of Sheep Milk by Children

How much sheep milk does/do your child/children drink per day?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 - 3 cups	12	11.4	11.4	11.4
	None	93	88.6	88.6	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 20: Consumption of Goat Milk by Children

How much goat milk does/do your child/children drink per day?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 - 3 cups	52	49.5	49.5	49.5
	4 - 6 cups	3	2.9	2.9	52.4
	None	50	47.6	47.6	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The goat milk consumption is an indication of increased size of goat herds and the provision of goats to some families.

According to the Oxfam/MoH survey of 2002, 4 in 10 children in the Red Sea State have diarrhea, or malaria (45%) while 1 in 2 suffer from acute respiratory infection. This is due to poor health practices, and lack of accessibility to clean water.

Resistance to disease in the project sites is worsened by lack of exclusive breastfeeding as shown below at the time of the evaluation. 40% of mothers were not exclusively breastfeeding, an indication that health education funded by the project did not stress this area enough.

Table21: Exclusive Breastfeeding

If child is aged 6 months or less, are you exclusively breastfeeding?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	63	60.0	60.0	60.0
	No	42	40.0	40.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

In addition to the above, the diets of the communities are not balanced and do not provide them with a full range of proteins and starches. While this is partially due to poverty, it is also closely related to lack of nutrition education. Although most families eat more than one meal a day (an improvement from the 2003 Assessment), Table 22 below shows that household diets are not balanced and meals contain mainly starch.

Table 22: Meals Consumed per Day

How many meals per day does your family eat?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	One	1	1.0	1.0	1.0
	Two	56	53.3	53.3	54.3
	Three	48	45.7	45.7	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 23 shows that few families consume meat, an indication that families are not selling their animals, as they are few or they are conserving the ones they have.

Table 23: Consumption of Meat

How many times per week does your family eat meat?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	One	9	8.6	8.6	8.6
	Two	3	2.9	2.9	11.4
	Three	4	3.8	3.8	15.2
	None	89	84.8	84.8	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The results in Table 24 indicate an overreliance on sorghum (durra) by the families. 90.5% of the HHs consumes nothing but durra.

Table 24: Ingredients in a Normal Meal

Types of ingredients/foodstuffs in a normal meal (Most commonly

		Frequenc	Percen	Valid	Cumulativ Percen
Valid	Dura	95	90.5	90.5	90.5
	Mil	1	1.0	1.0	91.4
	Water	1	1.0	1.0	92.4
	Rice	1	1.0	1.0	93.3
	Whea	5	4.8	4.8	98.1
	Local	2	1.9	1.9	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

5.2.2 Assistance to Curative care facilities

The project results show that assistance was provided to hospitals and health centers in the project sites. In Sinkat, the construction of 5 health centers took place during the period 1997-2003. Four centers are in rural areas; Beranfi, Timosay and Tahroy, and one in a shanty living quarter in Sinkat town (Dinayiet). The centers have been provided with medicines and health workers in the period.

The results in the tables below are quite remarkable in terms of achievement. 78.1% of the communities report that they use health facilities renovated or constructed by the project since 1997. The increased use of health centers and hospitals is also evidence that the assistance of the project assisted the communities.

Table 25: Health Care Type References

Name and type of health care facility that you normally would use?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Hospital	21	20.0	20.0	20.0
	Health center	84	80.0	80.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Table 26: Accessibility to SRCS Funded Centres

Has the center been renovated or constructed since 1997?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	82	78.1	78.1	78.1
	No	23	21.9	21.9	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The evaluation results also showed that people are increasingly willing and able to pay for health services, which is part of the government cost sharing. In this case, most health services are highly subsidized, but the results below are encouraging.

Table 27: Willingness/Ability to Pay for Health Services

When you go for health services, do you pay?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	101	96.2	96.2	96.2
	No	4	3.8	3.8	100.0
	Total	105	100.0	100.0	

The table below shows that drugs are more accessible to the communities than in the past. However, 15.2% of the population has to travel to Sinkat to get drugs.

Table 28: Accessibility to Medicines/ Drugs

Where do you get the drugs from?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Health center	64	61.0	61.0	61.0
	Hospital	22	21.0	21.0	81.9
	Sinkat	16	15.2	15.2	97.1
	Did not specify	3	2.9	2.9	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The results in Table 28 show that for 80% of the population, health facilities are accessible within less than 3 km radius. This is a significant achievement of the project and an indication that the community has greater access to health services as they are sited close to the rural communities.

Table 29: Distance to Nearest Health Facility

How far away is the health facility?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	< 1 km	39	37.1	37.1	37.1
	1 - 3 kms	45	42.9	42.9	80.0
	4 - 6 kms	2	1.9	1.9	81.9
	7 - 9 kms	1	1.0	1.0	82.9
	Over 10 kms	3	2.9	2.9	85.7
	Did not specify	15	14.3	14.3	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The provision of petrol, vehicles and incentives to the MOH meant that 97.1% of children in the project sites were fully vaccinated. This is an achievement that would not have been possible without the assistance of the project. Vaccination was high at 97.1% of the children in the project sites.

Table 30: Immunization

Has your youngest child been vaccinated?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	102	97.1	97.1	97.1
	No	3	2.9	2.9	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Two rural hospitals were supported through the project: Sinkat and Gebeit hospital.

Sinkat hospital has a total of 40 beds for their pediatric, obstetric, medical and surgical wards. The total staff is 150, including 2 M.D., 7 medical assistants, 12 nurses (trained) and 15-20 untrained nurses. The support from the project has mainly been rehabilitation of the obstetric and pediatric ward, monthly supply of fuel for the hospital vehicles (a doctor's car and an ambulance), furniture and other equipment. The hospital also has a nursing school, which enrolls 26 new students per year. The nursing school was rehabilitated with supported from the project. From interviews with key staff, the support from the projects added to the quality of health care in the hospitals.

An example of improved health is shown in the table below. Few people have experienced diarrhea diseases, largely attributed to the campaigns combined with safe water sources being constructed or rehabilitated.

Table 31: Incidence of Diarrhoeal Diseases

Has anyone in your family experienced any water related diseases in the last 6 months?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	2	1.9	1.9	1.9
	No	103	98.1	98.1	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Some of the project outputs for curative care facilities assisted from 1997-2003 in Sinkat are shown below:

Table 32: Health Centres Supported by the Project

Name	Area	Size	Remark
Beranfi	Odrous	4x4 m.	Medical supplies
Dinayiet	Sinkat	4x4 m. with veranda	Medical supplies
Timosay	Hadarbab	4x4 m. with veranda	Medical supplies
Tahroy	Gonub	4x4 m.	Medical supplies
Peryaka	Erkowitt	4x4 m.	Medical supplies

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

With respect to the assistance from the project, it has contributed to better delivery of curative health care. However, full coverage in Sinkat and Gebeit (in terms of curative care facilities) will require considerable resources and a concerted effort of many parties over time. There is a serious shortage of static rural health care facilities.

Finally there was heavy assistance to hospital operating costs. The project should have drawn the MoH attention to meeting their own operating costs, while the project could have continued supporting provision of equipment. For example, the ongoing support to the drugs and transportation of surgeons to Port Sudan should have been addressed by more government support in terms of their own budget as these are MoH operating expenses.

According to interviews with MoH staff including health management teams, the SRCS in Sinkat and Gebeit are the *“the right arm for the MoH”*. This means they are totally dependant on the project for transport, drugs, equipment and even payment of incentives to some staff. The budget of the MoH for the project has steadily declined and has not been forthcoming for several years.

5.2.3 Support to training of midwives

The project supported nine-month training programs for midwives, who are now posted in the health centers. This was very appropriate. The project has trained 22 TBAs from rural areas to become midwives. This has improved the situation for women of childbearing years especially with regards to at-risk pregnancies, and follows up.

It is clear that the government faces a critical shortage of qualified staff, especially nurses, worsened by low salaries. According to the annual MoH health statistical report (2001), the Red Sea State had 397 midwives or (54.5/100,000 population). There are 95 doctors in the state, which means 13 doctors per 100,000 inhabitants, far below what is needed. All of these are in the urban centers. This means most beneficiaries assisted by the project do not have access to quality health services.

People therefore avoid health-seeking behavior and women deliver their babies at home with untrained traditional birth attendants. This contributes to high maternal and childhood mortality and the high incidences of common medical conditions observed in the areas. Therefore training and placing midwives in the rural health centers has addressed these issues.

5.2.4 Support to preventive health care

The project assisted the delivery of environmental campaigns in the projects sites by providing petrol, vehicles and SRCS volunteers who worked with MoH staff in the rural areas for the campaigns. These reached many people including the vulnerable who received health education, immunization, etc.

However, the project and the MoH (who took a major role in the design) did not consider the cost effectiveness and practicality of creating a strong community based health care program. From the evaluation results, it was noted that although the Ministry of Health at Port Sudan has a strategic plan using global approaches, i.e. placing great emphasis on preventive health care and decentralization of curative health care by construction of static health facilities close to the people. Despite this policy, parallel programs of preventive and curative health care are not yet in place in the project sites.

Although the decision of the project to address curative health care was appropriate, the lack of emphasis on community based health care, often misdirected e.g. the Bamako units, and meant that the disease burden remained high, as the root causes of ill health were not addressed at community levels.

The project design was largely dependant on the MoH interest. In this particular case, the MoH chose to address mainly curative care in static health facilities.

There was also some emphasis on sanitation campaigns but these focused mainly on household sanitation e.g. latrines and immunization and less on other elements of PHC. There was less emphasis on nutrition, childcare, maternal care, family planning etc. This meant that the communities did not receive a full 'package' with respect to PHC. Of course without a network on the ground of TBAs and CHWs no CBHC is possible. There was no effort to recruit and train CHWs in adequate numbers to carry out PHC door-to-door; instead there was overreliance on SRCS volunteers (who are few compared to the number of CHWs needed). This was accepted by the project under the prevailing circumstances.

The approach taken by the project implemented through the MoH was to train/mentor a limited number of CHWs on how to administer essential drugs. Units were constructed in the rural areas, close to the communities and drugs provided by the project. It was noted that contrary to the PHC principles, the CHWs were providing services reserved for professional health cadres, e.g. injections. Most CHWs had been given the mandate to do this by the MoH and had received brief 2-4 month training in Sinkat and Gebeit hospitals, after which they were left alone to dispense drugs. This lack of expertise was found to be risky and costly when compared to short-term community based training of many more CHWs on principles of PHC.

It was also noted that at the time of the evaluation, none of the centers had yet been able to 'revolve' the drugs. This was found to be due to the CHWs and community leaders lacking expertise on managing the Bamako units, as they had not received the necessary bookkeeping and management training. Other factors were the un-affordability by some members of the community and reluctance of the female members of the community to use the health posts. This is not surprising as all the CHWs manning the health posts were male and female/male interaction is restricted.

The project should have directed funds at the creation of a CBHC program where community CHWs would be identified and trained to carry out household and groups health education to the community on all health issues related to PHC. However, some training was funded by the project to train local TBAs. As the table below shows, where there are trained TBAs linked to health centers and hospitals, women will deliver babies with their assistance. This has improved maternal health in the project sites. A large cadre of CHWs could have strengthened the effectiveness of the TBAs.

TABLE 33: USE OF TRAINED TBAs

Did a trained traditional birth attendant help you/your wife for delivery?

		Frequenc	Percen	Valid	Cumulativ Percen
Valid	Yes	98	93.3	93.3	93.3
	No	7	6.7	6.7	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The effectiveness of the sanitation campaigns which attracted many people who wanted to receive health information was minimized by the lack of community based volunteers (CHWs) and most messages were conveyed by the public health officers, who were more oriented towards latrine construction than maternal child health. It was noted that despite the successes of the campaigns in terms of promoting latrines, the MoH was dependant on the project to supply the slabs. Also the MoH had no program for latrine slab creation which would have generated income for the project and at the same time promoted latrine use. In fact, sanitation campaigns had stopped promoting latrines over the last year, as the project was no longer providing funding for latrine construction.

SRCS has through the program been able to give logistical support to MoH for 10 polio eradication campaigns in rural areas. The community has become aware of the importance of the vaccination and vaccination coverage has increased. The impact and relevance of such campaigns is obvious; and no case of polio was reported in 2003. The tables below show that 77.1% of the beneficiaries did receive information on health issues in the last year and in most cases this information was given by the SRCS volunteer. However, more focused information on health could have been provided by a large cadre of CHWs.

TABLE 34: ACCESS TO HEALTH INFORMATION

Have you received any information regarding health issues in the last one year ?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	81	77.1	77.1	77.1
	No	24	22.9	22.9	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The table below shows that most people received health information from the SRCS volunteers. While this is commendable, more coverage would have occurred and been sustained if more CHWs had been recruited and if the MoH staff had played a stronger role.

TABLE 35: ROLE OF THE SRCS VOLUNTEERS IN HEALTH INFORMATION DISSEMINATION**Who gave you this information?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	SRC	64	61.0	61.0	61.0
	Health post staff/hospital	15	14.3	14.3	75.2
	Women center	1	1.0	1.0	76.2
	Did not receive	24	22.9	22.9	99.0
	MOH	1	1.0	1.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

Successes for the health component were quantifiable, e.g. number of centers rehabilitated rather than outcomes. In this respect, the project has achieved what it set out to do – construct units. However, while it has addressed common preventable diseases on the short term, the outcome for this intervention is uncertain, as the MoH is dependant on the project to carry out its day-to-day operations. It is appropriate for the project to address curative and preventive care due to the high incidences of these diseases in the Red Sea State but the approach could have been more effective. Still without more preventive care in CBHC project, the incidence of respiratory infections, diarrhea and malaria will continue to rise. The prevalence of night blindness was only addressed for children and it is still high among elderly people not covered during vitamin A distribution.

5.2.5 Promotion/construction of latrines/slaughterhouses

The project has worked with the MoH providing materials and support to labor for the construction of latrines and structures for slaughterhouses. This was largely successful as the latrines were found to be of local materials, yet meeting UNICEF standards for VIP latrines. The communities were very enthusiastic about the latrines and the project had focused on slum dwelling rather than other homes, so that the poor could enjoy better health. In most cases, the beneficiaries had received the ‘promotion’ about the benefits of the latrines from the SRCS volunteers and less from the MoH public health officers.

As no cadre of CHWs was available on the ground, a large number of populations could not be reached. The lack of close follow-up by the public health officers for this intervention, contributed to some latrines sited too close to dwellings and others without roofs. Some latrines were not to the recommended depth and therefore will have to be replaced sooner than expected.

It is not clear how many latrines were constructed during the period under evaluation, but certainly more latrine promotion should have occurred. Where latrines were built, women's health was positively affected, as, due to restriction of women's movements, they were previously unable to leave their compounds to 'relieve' themselves.

However as the table below shows only 14.3% of the communities have latrines. Of these only 13.3% use the latrines constructed as a result of the project. This figure should be higher given the number of years the project has been in existence.

TABLE 36: ACCESSIBILITY TO LATRINES

Do you have a latrine?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	15	14.3	14.3	14.3
	No	90	85.7	85.7	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

TABLE 37: LATRINE TYPE

Type of latrine

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Pit	14	13.3	13.3	13.3
	Traditional	1	1.0	1.0	14.3
	Nil	90	85.7	85.7	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The attention to the slaughterhouses through construction, rehabilitation, creation of drainage system and carts, was appropriate as the slaughterhouses presented a public health hazard in both Sinkat and Gebeit. The fencing was also very beneficial.

5.3 Outcome/ Effectiveness of the Interventions directed at Social Development

This intervention has addressed a wide range of activities, or community needs and awareness creation through support to the needy, assisting road accident victims and supporting various public functions in Sinkat and Gebeit administrative units. However it is not clear why some of the social/public gatherings received funding. In some cases it appears there was no agenda related to the interventions or to awareness creation. The justification appears to

be that the SRCS volunteers were 'on board' to provide first aid. Clearly there is no evidence of cost sharing with the public or government making contribution. Some examples are Graduation of the Aviation College, Marathon Suakin Port Sudan and Cycling race. Unless these activities can be justified as related to the other interventions, the funds would be better placed in other interventions. Also such occasions should be best used to generate funds for the SRCS.

5.4 Outcome/Effectiveness of the Interventions directed at Education

The education sector has received much support from the project. This has been mainly in the form of school support construction and rehabilitation as well as provision of teaching materials and furniture. Clearly without other donors or local contributions, no attention would have been directed at the schools concerned. The previous teaching environment for the children was very poor.

Meetings with school committees from several of the school assisted confirmed that the assistance was timely and much appreciated. However, it was noted that many schools (especially secondary) lack even the basics such as library and laboratory. This shortcoming can affect the school results and the project cannot be expected to assist every school. As the only NGO in Sinkat and Gebeit with few other charitable organizations in the area, the demand for support to education is very high.

There was also evidence that teachers received support to complete their educational programs. Opportunities were given to both men and women. However, literacy classes (which were mainly provided in the women's centers) were directed at women and many women benefited from the training. This intervention is important and can contribute to the effectiveness of the other interventions; however, more follow-up of the 'graduates' is necessary and candidates assisted should make return visits to their schools to act as role models for other young people. There was no evidence of gender disaggregated data collection to identify important areas with respect to education, such as female drop out rates, performance rates, etc.

The support to kindergartens was very timely. Several kindergartens were visited and many were generating their own incomes within a short period. The project had contributed scholarships for teachers, construction of premises, uniforms and materials. In a short period the schools were self-sustaining and able to attract paying customers as well as support to the needy, which were not charged. However, the project continued to support the centers with uniforms and this was not necessary as it encourages dependency.

It was noted that part of this budget goes to transporting students to various functions. It is not clear what this means and as much as possible operating costs should be shifted back to local fundraisers.

5.5 Outcome/Effectiveness of the Interventions directed at Women's Development

The concept of a 'Women' Center' is not new in Sinkat; in fact many PNS like BRITCROSS and DANCROSS have supported this activity, with a view to addressing women's development. The women's center head office for Sinkat is housed in the SRCS premises, and the incumbent is required to liaise with the other centers to address women's development. The coordination is seriously compromised by lack of communication and vehicle. The Sinkat branch has several vehicles, but they are very out of date, frequently repaired and in demand for the other interventions. As a result the coordinator has not been able to access the other centers on a regular basis: in some cases the coordinator has not visited centers for more than 3 months.

In the project period, 8 women centers: 3 in Sinkat town and 5 in the rural areas have been constructed. However, four of these are still made of local materials, making them at risk of deterioration. Table 38 shows the centers addressed by the project.

TABLE 38: WOMEN'S CENTERS

Center	No of beneficiary	No of children	No of Animators	Structure	Year of Establishment
Ciet	65	65	2 permanent	Permanent	1987 (displace)
Bir Nakasoub	45	40	1 permanent	Permanent	2001
Alaimab	65	28	2 permanent	Permanent	2003
Halag	35	25	1 temporarily	Permanent	2003
BarAnfi	28	-	1 permanent	Local material	1999
Shora	70	-	1 perm+1 temp.	Local material	1999
Halgiet	25	-	1 permanent	Local material	1996
Timosay	30	-	1 perm+1 temp	Local material	1996

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

It was noted that significant delays have occurred in the construction of permanent women's centers. This has in turn delayed the effectiveness of the centers in providing a meeting place for women and a site for learning skills.

Most of these centers also provide kindergartens and this has contributed to the women being able to take literacy classes, while at the same time, learn new skills. The activities at the women center are more or less the same everywhere: adult education, health education, sewing, nutrition, handicraft and kindergarten. Each center has at least one nutrition educator trained by the project through the

Ministry of Welfare and Social Development on nutrition education. No input from the Ministry of Health was sought and therefore the nutrition educators had limited health background. The project continued to pay the salary of the nutrition educators, but the government paid for the other operating expenses. The evaluators found that the government should pay the salaries of its own staff, including the nutrition educators. In addition, nutrition education was focused on childhood nutrition and maternal health but not on women's reproductive health. There was much attention to immunization and child nutrition but no attention to issues such as women's empowerment, women's reproductive health etc. The centers could also have been means for women to voice their concerns on various gender issues, such as Girl Child marriage and spacing of births, but this was not done.

There was no focus in the center on an entrepreneurship program where the women are trained/retrained, taught business skills and then form micro-enterprises.

However, it was noted that little effort was made to advance the women' center beyond its traditional boundaries – a meeting place for women previously confined to their homes, to a means for women to generate income. In fact, the strategic plan of the women's center makes no mention of 'gender' or 'women'.

As well as no linkages to organizations dealing with women's strategic development, the ministry of health etc, the centers are not linked to the other interventions. Except in one case, the women's centers are also not linked to the communal farms, yet should have been as this could have developed the skills of the women more. There was also no linkage of the centers to the process of construction/rehabilitation and no women benefited from short-term employment. The center did not play a role in advocacy for women's rights and women still suffer from restrictions such as restrictions on their movement. Out of 400 women participating in 4 adult education (literacy) courses during the period under evaluation; 320 women passed. In this case the project funded all the operational costs for the MOE without their expected contribution.

In general, providing the meeting place for women and traditional courses without follow-up means that the project is not improving women's skills or increasing economic opportunities. This would require a wider range of skills taught in a systematic process, using a curriculum. Tables 39 and 40 show that more men are now making an income as compared to women, meaning that the women's centers and other interventions have not stimulated economic opportunities for women; 61.9% of women are not making an income as compared to 23.8% of men.

TABLE 39: MEN ‘MAKING AN INCOME’

How many male family members are making an income?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	None	25	23.8	23.8	23.8
	One	73	69.5	69.5	93.3
	Two	7	6.7	6.7	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

TABLE 40: WOMEN “MAKING AN INCOME”

How many female family members are making an income?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	None	65	61.9	61.9	61.9
	One	38	36.2	36.2	98.1
	Two	1	1.0	1.0	99.0
	Three	1	1.0	1.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

The decision to bring several male leaders into the plenary of women’s meetings (committees), where the men are the only ones able to read and write, means women may not feel confident to bring up various issues and may not have been the best approach. Women’s meetings should be confined to women only and a committee of women should bring up women’s’ issues on the development agenda. There was no evidence of this taking place, i.e. women being consulted on important issues such as siting of schools, health centers and water points, or of women gaining an income from the various interventions. By linking to the women’s center and expanding their mandate, this could have been possible. Finally no women from the women’s centers benefited from outside training on finance and general management, yet this could have developed the centers more.

6.0. CAPACITY BUILDING OF THE SRCS

6.1 Overview

The Institutional Development project for the Sudanese Red Crescent’s Red Sea State Branch was implemented from the year 2000. Therefore with respect to achievement of the expected outputs, outcomes and impact levels, the evaluation team findings refer to the years 2000-2003 inclusive. The evaluators find that NRC funding has contributed to the capacity of the SRCS at branch level.

The objective of “strengthening the SRCS Branch in Red Sea State, Port Sudan for sustainable development, improved management system and reporting capacity” was very effective, especially with respect to an improved management system and reporting capacity. There was less effectiveness with respect to sustainable development, as the income generating activities of the SRCS have somewhat declined with respect to their ability to sustain the SRCS at Red Sea State branch level. Despite this, the potential of the various IGAs remain high for the future, largely due to efforts by the SRCS. Secondly the provision of petrol and incentives to activities the government should be responsible for means that the sustainability of the SRCS itself is jeopardized.

The degree of achievement of the project from 2000 was evaluated with respect to the intended activities; management development of staff, recruitment of SRC volunteers, support to upgrade staff and improvements in the reporting systems. To a great extent the ongoing decentralization process on which SRCS embarked from 1996 supported the successful achievement of these objectives. The changes mean State Branches run their affairs fairly independently with more responsibility and accountability. .

Historically and given the susceptibility of the country to all sorts of disasters both natural and man-made, the focus of the SRCS activities has been disaster relief, where the SRCS was a conduit through which external aid “flowed” into communities in mitigation of disasters. This has largely changed and due to decentralization and being closer to the communities, SRCS has made the transition from an “aid industry handling agent” to an organization in which the emphasis was supporting communities to improve their own welfare. And, while the support to public institutions such as health centers remains a major activity of the SRCS, there is increasing emphasis on community based interventions which contribute to improved health, literacy levels and economic status amongst other dimensions of development.

6.2 Improved Management capacity

The evaluation found that the management capacity of the SRCS Branch has improved. The Branch has a presence in all four Localities, Port Sudan, Tokar, Halayib and Sinkat. This presence has been strengthened by the volunteer presence and the projects introduced into the communities. The structure of the SRCS and its presence in the localities has therefore been enhanced by NRC funding.

6.3 Legal Base of the Red Sea State Branch

The structure of the Branch is in line with the constitution of the National Society and it has a presence in all four Localities even though at lower levels such a presence is thin on the ground mainly due to the fact that the State is sparsely populated in some areas while in others, the nomadic way of life is the norm and whole villages are often on the move from time to time.

The Branch has an Executive Committee members are elected at a general assembly every two years and there is no limit to the number of terms an individual can serve. This is a deviation from the provisions of the National Society constitution, which stipulates that members are elected every four years and serve a maximum of two terms. All the same, the arrangement works for Red Sea Branch. Locality Committees exist at that level and are elected under the same system as the Executive Committee at the Branch level.

The Branch has a secretariat in Port Sudan the state capital and is made up of departments, which cover all critical functions, and core programmes as spelt out in Strategy 2010. Thus, there is an Administration, Finance, Disaster Preparedness and Response, Health, Dissemination of Humanitarian Values department with Women in Development, Youth and Volunteers departments created to respond to needs specific to communities around the State. Under the leadership of the Branch Executive Director, secretarial staff the majority of who are volunteers supports the staff compliment of seven officers.

The volunteers services are limited to a maximum of three months at any given time and the Branch Executive Director explained that the idea was to keep small groups of volunteers occupied at any given time and in the process, give them an opportunity to learn new skills but without exploiting the volunteers and/or breaching labor laws. This was found to be appropriate. At the field level, each locality has a Coordinator who reports directly to the Branch Executive Director however; any existing offices below the level of Locality are manned by volunteers.

6.4 Monitoring and Supervision by the Leadership

There are effective systems in place for running the affairs of the Branch and the Executive Committee meets regularly twice a year, at the beginning to review and approve the annual plan and budget and in the middle, to review progress. The chairman will convene a meeting in between these annually scheduled meetings in the event of a need or on the recommendation of the Branch Executive Director should he have a problem for which he needs a leadership decision. Such an arrangement points to a clear division of labor between governance and management, an indication of effectiveness.

6.5 Human Resources Management

Clearly human resources have been developed through the project as intended. A total of seven persons received training outside the country or within the Sudan in financial management, project management, computers and organizational development. The trainees were senior staff and were therefore able to apply the training to better manage the organization. Personnel recruitment, which was carried out professionally whereby open positions are advertised internally first and then if no suitable candidate is identified, the position is advertised in the open market. Personnel records captured all the critical information and the system for maintenance and custody was found to be satisfactory. Staff is appraised annually in the process of which skills deficits are identified and plans for in-service training discussed and agreed with the individual. Opportunities for in-service training are explored and resources permitting the individual are subsequently sent on a course relevant to his/her needs. The Branch Executive Director clearly demonstrated an interest in the development of his officer corps and to this effect he is on record as having facilitated in-service training of a number of officers in the Branch.

6.6 Income Generating Activities/Assets Management

The SRCS has many assets, such as vehicle workshop, photocopier and rental units. However, it was noted that income generation has declined from 1997 to date. This has been due to staffing constraints, lack of customers due to the chronic drought, poverty, but also a lack of initiative on the part of the SRCS. The evaluators noted that the numerous assets and income generating have the potential to sustain some of the running costs of the Sinkat site, if funding is addressed. For example, the Sinkat center is on the main road and has the only residential/training facilities in the area. Many traders, NGO staff, etc pass the route and could benefit from the facilities as well as vehicle repair, photocopying, etc. Table 41 shows a wide range of income sources from 1997-2002, used to offset operating costs, which the consultants extrapolated from audits. Figures for 2003 were not yet available.

ACTIVITY	1997	1998	1999	2000	2001	2002
Sorghum stockpiling	997,500	1,500,000	3,300,000	10,000	-	-
Cement rings, welding						
Loader	349,600	3,929,000	1,200,000	20,000	-	-

Room rental	-	-	-	-	--	126,000
Tomatoes	97,475	1,129,200	-	52,000	-	-
TOTAL	1,444,575	6,558,000	4,500,000	82,000	-	126,000
Government contribution	2,146,890	377,750	-	2,007,850	320,000	-
SRCS staff loan repayments	24,977	37,186	39,268	103,000	1,940,000	
GRAND TOTAL	3,616,442	6,992,936	4,539,268	2,192,850	2,260,000	126,000

The above table shows that local contribution (income generating activities, SRCS and government) used to comprise 25% of the total income for the project, but this has declined to 0.8%. Table 42 below shows this decline.

TABLE 42: COMPARISON OF NRC AND LOCAL CONTRIBUTIONS (1997-2003)		
YEAR	NRC CONTRIBUTION (SD) *	LOCAL CONTRIBUTION (SD) #
1. Dec.31, 1997	109,701,247 *	36,937,364 #
Total combined budget 1997	146,638,611	25%
2. Dec. 31, 1998	26,594,898 *	7,179,336 #
Total combined budget 1998	36,405,902	19%
3. Dec. 31, 1999	25,052,717 *	5,034,864 #
Total combined budget 1999	30,408,026	16%
4. Dec. 31, 2000	21,065,751 *	2,227,409 #
Total combined budget 2000	23,301,194	9.5%
5. Dec. 31, 2001	14,817,370 *	2,260,000 #
Total combined budget 2001	17,047,320	13%
6. Dec. 31, 2002	25,471,277 *	226,000 #
Total combined budget 2002	25,697,277	0.8%

Source: External audit reports

No separate accounts are maintained for the income generating activities, which makes it difficult to control and target specific income centers/activities. It was

noted that the government has given 5000 m² to the Sinkat site free of charge and this land houses the assets and income generating activities. However, government contribution to the project, which is supposed to be 50%, has rapidly declined to the present situation where the government has not made a contribution since 2001. Similarly the loader which is owned by SRCS used to generate income but is now not in use and in need of repair. In the past, the loader was in high demand by government (Water Corporation) who used it and paid SRCS 3000-6000 per hour. As the loader is dated from 1997, it should be replaced.

Rental of the rooms in Sinkat guesthouse is a new activity for which SRCS did not charge visitors in the past. Now with some renovations in 2003, SRCS is aggressively marketing the rental of both rooms and a small conference hall. Unfortunately the present septic sewage systems cannot cope with many visitors unless addressed. Similarly the conference room cannot accommodate large groups. Additional repairs to roofs, windows, toilet, boreholes and drainage systems also make the room somewhat substandard. Despite these shortcomings the rooms can generate funds in the interim and make SD 2000 per night, or 60 customers per month. SRCS has put funds into the renovation and is planning four more rooms.

The sorghum stockpiling activity was found to be innovative. The SRCS would buy sorghum when the prices were low-stockpiling them in a rented silo in Port Sudan. Later in the year when prices rose by sometimes up to 25% the SRCS would sell the sorghum. This activity generated income up to 2001 when the owner of the silo left the country. It was found that the storage silos in Sinkat could not accommodate this type of stockpiling without financial inputs to upgrade storage from emergency stocking to longer-term storage.

The income from tomatoes was a cost sharing mechanism from the communal gardens built in the Sinkat project. In the past, communal farms had to give 25% of their income from selling tomatoes to the project, while retaining 25% for servicing and 50% to farmers. However, SRCS stopped this after the farms were handed over to the farmers. This approach was considered ineffective as SRCS continues to give the farmers fuel and seeds, which seems unnecessary, as the farms have been handed over to the farmers from 2001-2002.

The workshop was funded by NRC and has the capacity to do small to medium size jobs but not major repairs due to breakdown of the machinery and lack of spare parts. SRCS has a capable staff, comprising mechanic and two assistants, but shortage of spare parts and working machinery, limit this high potential income generating activity. Table 43 below shows the status of the equipment funded by NRC much of it in need of simple repairs, which need to be funded. A godown is also needed to house the equipment safely.

	Name of equipment	WORKING Y/N	ABSCENT BUT NEEDED
1.	Godown/shed to house equipment		Y
2.	Spare parts (land cruiser, other 4WD)		Y
3.	Metal driller	Y	
4.	Stone cutter	Y	
5.	Shaving machine	Y	
6.	Bulking tire	Y	
7.	Car washer	Y	
8.	Welder	Y	
9.	Battery charger	Y	
10.	Re-grooving machine *	N	
11.	Fuel pump testing machine *		Y
12.	Hydraulic press *	N	

* Equipment which can generate more than 800,000 SD per quarter if repaired or replaced.

Finally, the fleet of the Sinkat project is very out of date and in need of replacement. All vehicles date back to 1987, 1993 and 1995 and need to be regularly repaired. As a result the Sinkat project often relies on the Port Sudan branch offices for vehicles, which seriously limits follow-ups. To conclude the workshop needs an injection of capital – otherwise the Sinkat community will continue to take their vehicles to Port Sudan for repairs.

6.7 Reporting and Reports

Internally at least, the reporting system, the information captured in the reports, the feedback provided on the reports and the timing thereof points to sound management practice. The Executive Director had actually designed a reporting format for Field Coordinators in which the most critical requirement was explaining variances be they pertain to the implementation of activities or finances.

6.8 Records and Record Keeping

The records seen were neatly kept with each Department at the secretariat and each Locality having its own files which were further divided into relevant information categories.

6.9 Communication, Monitoring and Supervision

Within the Branch secretariat, the management team communicates vertically and laterally through a system of weekly meetings chaired by the Branch

Executive Director. Communication between the secretariat and its field extensions is facilitated through a system of detailed narrative and financial reports submitted monthly and to which feedback is provided during the ensuing joint monthly meeting between the secretariat and Field Coordinators. The system is duplicated at the field level where Field Coordinators meet with their volunteer team leaders at the Administrative Unit level on a monthly basis to review progress of activities around the Locality.

In addition to using such communication arrangements for monitoring and supervision, the Branch Executive Director and Field Coordinators regularly carry out monitoring visits to the Localities and project sites respectively. Such a system of monitoring and supervision came into being with the appointment of the Branch Executive Director in 1999. It was reported that at the time, the exception to this arrangement was Sinkat by the virtue of the fact then, it operated as a "stand alone" in a direct bilateral relationship with the Norwegian Red Cross. However, Sinkat was brought into the fold in the year 2000 and has since been monitored and supervised like the rest of the Field Units of the Branch.

6.10 Strategic planning

The Branch does not have a development plan in the sense of long-term plan spanning the next three or five years. Instead, activities are planned on a year-by-year basis and are a reflection of the availability of funding. Under the circumstances, the Branch has no real authority with respect to decisions on resource allocation; such decisions are influenced by the funding situation at any given time. The board is reported to meet at the beginning of each year to review and approve the plan and budget of the current year, it would appear that such an exercise is carried out merely as a ritual for they have little power to change the plan and/or budget if that is what has been agreed between the Branch secretariat and the donor.

6.11 Inter-Branch Collaboration and Cooperation

It would appear that inter-Branch cooperation, mutual support and sharing of resources is commonly practiced for doing different things at different times as the team members were going to be, the Branch found itself in a situation in which at some point, it would be short of vehicles to meet all the needs of the team. When this was brought to the attention of the Branch Director his response was that it was not a serious problem and if the worst came to the worst, he would call Kassala Branch, which had offered to release one of its vehicles to Red Sea in case of a need during the evaluation.

6.12 Volunteers

In Port Sudan at least, volunteer recruitment, training, deployment, supervision and motivation modalities were found to be satisfactory. With respect to motivation and given that the majority of them were unemployed school leavers, the deployment of volunteers on rotation for services at the Branch secretariat was impressive and in particular from the point of view of keeping them busy at the same time as training them in skills which would enhance their chances of securing employment outside the Red Crescent.

However, in Sinkat, one did not get a sense of the existence of truly community based volunteering networks in the Red Cross/Crescent sense, but very active as volunteers for development projects. Volunteers and staff alike benefit from computer training as a donation in kind. This action is an incentive for volunteers and again, the rationale is that once trained, the volunteers can be deployed in a wider variety of duties at the Headquarters at the same time as the skills so gained improve their chances of getting employment outside the Red Crescent. According to the SRCS, 94% of the volunteers are active. The ability of the volunteers to reach deep into the rural areas is confirmed in the Table 44 below which show that 27.6% of rural households visited during the evaluation receive a visit from a SRCS volunteer at least once a month.

TABLE 44: FREQUENCY OF SRCS VOLUNTEERS VISITS

How often does a Red Crescent volunteer/staff visit you?

		Frequency	Percent	Valid	Cumulative Percent
Valid	Once a month	29	27.6	27.6	27.6
	Two times per month	15	14.3	14.3	41.9
	Three times per month	21	20.0	20.0	61.9
	Four times per month	6	5.7	5.7	67.6
	Five times per month	3	2.9	2.9	70.5
	Closed	3	2.9	2.9	73.3
	1 - 3 times a year	2	1.9	1.9	75.2
	4 - 6 times a year	4	3.8	3.8	79.0
	None	22	21.0	21.0	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

TABLE 45: DISCUSSION POINTS WITH SRCS AND COMMUNITY

What was the main topic?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Health education	29	27.6	27.6	27.6
	Nutrition	2	1.9	1.9	29.5
	Sanitation	1	1.0	1.0	30.5
	Nutrition, feeding and health	1	1.0	1.0	31.4
	Did not receive	24	22.9	22.9	54.3
	Discrimination	1	1.0	1.0	55.2
	Immunization	14	13.3	13.3	68.6
	SRC movement	2	1.9	1.9	70.5
	Agriculture and education	2	1.9	1.9	72.4
	Did not specify	29	27.6	27.6	100.0
	Total	105	100.0	100.0	

Source: Evaluation mission period 1997-2003, Sinkat 22 Feb-12 March 2004

7.0. PROJECT EFFICIENCY

This section examines the project performance with respect to the 'productivity' of the implementation process, i.e. how economically the activities were converted into achieving objectives of the project.

7.1 Efficiency of the Interventions

Generally the project was efficient in the period under evaluation. This was due to the ability of the project to reach very remote and needy people over a large area extending up to 120 km in different directions from Sinkat. Another factor, which contributed to efficiency, was the compatibility of the outputs (results) with the stated plans, especially during the years 2002 – 2003 in the water component, is shown in the following table:

Table 46 . Compatibility of project outputs

Intervention	Planned 2002 2003	Achieved /2002 / 2003	Deviation	% achieved
1 Construction of hand dug wells	15	16	1	107%
2 Rehabilitation of open wells	20	15	-5	75%
3 Rehabilitation of hand pumps	15	15	0	100%
Total	50	46	-4	92%

(Source: Project annual report 2003, Project evaluation, Sinkat, 22.Feb - 12.March, 2004)

By placing emphasis on the objective of re-establishment of subsistence activities at project level and at Sinkat SRCS office level, the project has been able to deliver the expected inputs to the community. The action taken by the SRCS for this period of the project was informed and timely.

By relying on community expertise for site identification e.g. for the water intervention and SRCS volunteers, the project was able to motivate and mobilize the communities to voluntarily do much of the work. This was also due to a sense of trust and compatibility of SRCS and the local leaders. The project benefited from the positive role of the SRCS, combined with the leadership and the respect for the Ommadas (tribal leaders) among their communities. The Ommadas in all cases took the initiative in introducing interventions to communities and in mobilizing them to devote workers.

Dependence on indigenous knowledge, skills of the local people as well as the traditional systems, especially in construction of the earth embankments contributed to efficiency in this respect. The community had their own traditional incentives, depending on the type of work: Community incentives for heavier activities such as digging, collection of sand and stones, were carefully calculated with a view to conserving the resources.

Some attention was paid to setting up community institutions e.g. water management committees and to training both men and women on how to manage the water points. This has contributed to many success stories with respect to the water activities.

It was the intention of the project to stimulate livelihoods through agricultural activities and income generating activities. This was largely done, in that many of the activities are still in place and generating incomes for households. This has contributed to casual labor, mainly for men.

The community has taken over management of the agricultural and income generating activities and in some cases on their own initiative expanded to new markets, e.g. Sinkat town for tomato sales and brick vending. This can be very much seen in costs incurred in construction of the hand-dug wells. By State Water Corporation standard and prices, a 20 m hand-dug well costs about 1,000,000 Sudanese Dinars (USD 3,800), compared to 450,000 Sudanese Dinars (USD 1,700) stated by the project. Even, by considering the total number of constructed wells (viz. 16) versus the expenditure on that line in the project accounts, the unit costs only amounts to 250,000 Sudanese Dinars (USD 950). These low unit costs are attributed to better utilization of the local resources, use of an incentive system to provide for the local workers, and the involvement of volunteers, and some personnel and running costs.

7.2 Areas where efficiency was less

The lack of government input in terms of technical expertise and finances during the period under evaluation decreased the level of efficiency. For example with respect to the water intervention, lack of government contribution and expertise for siting of hand dug wells and design of earth embankments, etc meant that some of the water points deteriorated quickly or risk deterioration in the future. The project should have received greater inputs, both financial and technical from the Water Corporation and Soil and Water Department of the MOA, but did not. This diminishes the efficiency of the intervention. There was also no direct linkage between improved water supply and water hygiene, health and sanitation.

It was inefficient to handover the communal farms in 2001-2002 and continue to support the activity with fuel, seeds, etc. This can cause dependency. Attention to a wider range of income generating activities based on a sound labor market survey would have been more efficient. Attention to income generating activities for women in the agricultural activities and linkages between interventions should have been higher and would have addressed efficiency by greater sharing of resources between the different players. An example is women centers receiving land and agricultural inputs. Another more efficient approach to address resource losses due to pests and water shortages should have been found; e.g. local pesticides, dry land farming techniques.

Efficiency of the health activities would have been much higher if the MOH had participated more and if a CBHC had been created. A pool of volunteer CHWs would have done much to address preventive health care. The creation of a CHW 'doctor' giving injections after mentoring by doctors at the two local hospitals, was not efficient, as in the long run, the CHW will not be able to deliver the expected community health services. In addition to this, the MOH should have contributed to its petrol, transport and staff incentives through a budget, not through the project, but did not.

The Bamako units could have been very efficient, where the communities sustain a small drug fund by charging fees to the users. To some extent this has been done, but much more has to be done in terms of training of Bamako unit managers to make the intervention successful.

More resources should have been put into the Women's center, including transportation, communication and training needs of the coordinators. The Women's center, if linked to the other interventions has the potential to mobilize HHs to better manage their lives as well as meet the needs of women.

Although resource allocation for initiatives in Social Development are the core of Red Cross/Red Crescent movement as they can raise awareness and the esteem of the movement itself, routine like initiatives such as road accident

photos should be handed over to the municipality authorities or other local organizations as much as possible.

Similarly the government must take over payment of incentives for nutrition educators, and their own medical staff. SRCS and the government must stick to the MOU and the government has to contribute its share. If cooperation is to continue to service delivery points such as health centers, there must be a clear definition of responsibilities. Under no circumstances should the SRCS run the MOH centers or health posts, which suggest inappropriate allocation of resources.

Resources should be directed towards the interventions linked to establishment of subsistence – food security, health and education. SRCS can more efficiently manage the interventions if they are streamlined in terms of their design. Each intervention must be linked to the other and set within a logical framework measuring outcomes not only outputs. This will ensure the inputs are converted economically into outputs.

The capacity building of the SRCS is an example of efficiency. By training the key staff in the essential areas of management, the funding has strengthened teamwork between Port Sudan and the other bases. However, more women from the Women's Center should have received training, as this would have addressed efficiency in the Women's Center and jump-started entrepreneurship activities. Gender mainstreaming in all the interventions would have addressed outcome indicators and ensured that the project address the needs of women and other disadvantaged groups.

8.0. IMPACT OF THE PROJECT

8.1 Impact of the Sinkat Project

There is some sign of impact, the positive, lasting and significant changes in people's lives due to the project. This impact cannot be attributed only to the project period under evaluation but also to the long life of the project in addressing relief and development needs of the Beja. It is important to state that impact could have been higher if the project design clearly reflected objectives, activities, outputs and outcomes. If the project had been more gender sensitive and intervention had been better linked, impact would have been higher. Finally if the government authorities had taken a stronger role, there would have been high impact. However, impact can be seen in various dimensions at this point:

- The project interventions have addressed the lives and health of the Beja nomads and it has contributed to reducing food insecurity. This has been largely brought about by water- for domestic and animal use thereby addressing the top priorities of the communities, water and agriculture: the

- cornerstones of traditional livelihood and food security. Now, due to the project interventions in water it's no longer a top priority for 50% of the villages visited during this evaluation.
- The knowledge base of various players, such as farmers, women in women's centers, TBA trainees, CHW health unit trainees, have been enhanced through various courses, ranging from technical training to community development. These have helped the community gain confidence in taking greater initiative e.g. forming water committees, or restocking their own drug kits. On a larger scale, the project has increased nursery, primary, secondary and university level education for girls and boys, jump-starting them into vocational activities or careers.
 - Economic well being has improved. Families have more animal assets, more land and have managed to improve the standards of their housing by purchasing roofing materials or constructing latrines. Household expenditure and consumption patterns have improved due to availability of good and foodstuff. Families are beginning to eat a more diverse diet, especially as regards women of childbearing years and under fives. Families living near communal farms spend less money on accessing items outside their community and can rely more on their own community initiatives. This has helped people cope better in the many food insecurity crises experienced in the area. To be specific, the increased availability of casual labor (mainly agriculture based) has stimulated the local economy, which had been negatively affected by the Port Sudan harbor. The table below shows that casual labor stands at 32.4%, followed by sales of firewood and charcoal. Only 6.7% of the HHs reported that the family is not able to make a living.

TABLE 47: HOW FAMILIES MAKE A LIVING

How does the family make a living?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Employment	4	3.8	3.8	3.8
	Casual labour	34	32.4	32.4	36.2
	Sales of firewood/charcoal	36	34.3	34.3	70.5
	Kinship	9	8.6	8.6	79.0
	Selling Herbals	2	1.9	1.9	81.0
	Trade	2	1.9	1.9	82.9
	Handicraft	2	1.9	1.9	84.8
	Farming	9	8.6	8.6	93.3
	None	7	6.7	6.7	100.0
	Total	105	100.0	100.0	

(Source: Project evaluation, Sinkat, 22.Feb - 12.March, 2004)

- Social aspects of well being have been addressed, such as literacy training for women, which have enabled them to join with men to access health education and awareness on environmental management. This has added to prestige of women within their families and their communities. Access to institutions such as health centers means that families can address all aspects of their families' well being.

In terms of negative effects, there is a tendency for the various ministries to take the SRCS for granted, demanding more and more from the project and contributing less and less. A gradual shift from high government involvement in terms of financial and technical inputs, to one of 'directing' the SRCS to fund all aspects of development in Sinkat including the operating costs of the ministries, has emerged over time and needs to be reversed. This is very important in the present environment where peace between north and south Sudan is imminent and many donors will work in partnerships with governments on development projects.

8.2 Impact of the OD of the SRCS in Port Sudan

The general conclusion reached was that the project is still not established as a truly community based organization in Sinkat. This is understandable in a situation in which the establishment of the Red Crescent in the Locality was not initiated from within and/or with the communities but instead, such a presence was the secondary outcome of a relief operation. Under the circumstances there is no community sense of ownership of the Red Crescent as "their organization" and the only relationship it has with communities appears to be that of provider of aid and recipient.

9.0. CONCLUSIONS

9.1 Degree of Follow-up and application of the 1996 Evaluation Recommendations

In July 1996, an external evaluation of the Sinkat project was carried out. The evaluators were required to assess the degree of follow-up and application of the recommendations. The report does not have a specific section on recommendations. However, within the report, many recommendations have been made.

(1) It was recommended that the project consolidate its links with the government to ensure subsequent operation and maintenance is, in principle feasible and necessary. It was found that although the government committed itself to the project in terms of technical and financial resources, which would address operation and maintenance, the link is not as cooperative as expected, as those resources are not forthcoming.

(2) It was recommended that external water data surveys be conducted, as despite their cost, the benefits are long lasting and enduring. This still remains an issue to be addressed, as without external inputs, the SRCS cannot carry out the study. If a hydro geologist is taken on staff temporarily as a consultant he/she will have to be sponsored by the project.

(3) It was recommended that a revolving fund for women be implemented through the women's centers. Training was also to be given to women's centers to improve the quality of their products. The revolving fund has not been implemented and would be of value, whether credit-based or stimulating internal savings and loans. The quality of the pottery and rug making has been improved through training and the products are very marketable.

(4) It was recommended that mobilization/motivation of communities be addressed to encourage use of latrines. These has been implemented, but not on the expected scale due to lack of community volunteers. Also the government and community have not yet taken the initiative to make local slabs (SANPLATS), which would stimulate latrine construction and also generate income.

(5) It was recommended that agriculture (cultivation and horticulture) receive additional government inputs in terms of extension and training. This has been partially done, but there is not enough focus on dry land farming, local pesticide stocking and local fertilizer use.

(6) It was recommended that community mobilization be a priority to address sustainability. To a great extent this is in place as the community were found to be ready and willing to take on any intervention.

9.2 Lessons Learned

The following lessons have been learned which can be applied to the future of the project:

- With a strong committed community structure in place, the process of community mobilization, community participation and eventual ownership of project outputs can be realized. This takes a period of time, but the greater the experience of the target group, in terms of coping mechanism, the stronger the commitment. Certainly this is the case with the Beja who have readily embraced development, despite various setbacks in development due to drought.
- Development and relief activities can take place alongside each other, as long as both implementers and recipients of the assistance understand their distinctions. In the case of the Sinkat project, the project results have been long forthcoming, mainly due to the lack of a clear design an, not

- due to the relief activities, which interrupted the project for short periods of time.
- Government presence, cooperation and contribution are essential if a project such as Sinkat is to succeed. The government and NGOs have to be prepared and qualified to use techniques, which stimulate community participation and are acceptable by the community. Without a combination of expertise, commitment and resources from the government, the Sinkat project cannot expand in the future.

9.3 Suitability and relevance of the Project

The SRCS structure and systems, at headquarters, branch and operational level are highly suitable for development work. First of all the organization has a long history in relief activities. Secondly it has developed some income generating activities, which can sustain it with regards to operational costs. The practice of implementing through partners such as government and community-based organizations is also suitable and relevant as when the 'donors' withdraw, they can take over the project. The application of an integrated project focusing on health and education, food security/agriculture/water, means that economic activities will be stimulated for community members who are empowered with education and at the same time 'able' to manage interventions due to basic health services. By providing interventions in the same geographical sites, which take this into mind, the project was effective.

However, the project would be more relevant if the following had been taken into consideration:

- a. Needs assessment to identify vulnerable groups and community skills. These could be different social groups/needy categories, such as women, out of school youth, etc. Although the project targeted the right geographical areas where the vulnerable lived, target specific interventions would make the project more relevant.
- b. It is more relevant to have specific objectives for each intervention, which are placed with a linked logical framework. These objectives should be tied to activities, outputs and outcomes. For example, the health component had no specific objective, which is why CBHC was not set up as a strategy.
- c. Development projects have more relevance if planning can be done for 3-5 year periods. With the Sinkat project, this was not the case, so each annual plan did not build enough on previous years, but instead were termed 'ongoing'. A longer-term plan with full funding would have enabled the SRCS to develop the project in clear stages.
- d. The project would be relevant if it had addressed a narrower goal than 're-establishment of subsistence' activities, which is not specific. By carrying out surveys and PRAs in advance, the SRCS and partners would have studied issues such as high employment by gender,

- multiple sources of income generation, which may be more lucrative than 'subsistence' if implemented through the right entry point.
- e. The project would have had more relevance if it had been able to use existing community institutions better, e.g. kinship practices adopted to social services, such as internal savings and loans programs and for education.
 - f. The project was not innovative enough and did not focus on appropriate technology, indigenous knowledge, etc. The project could have generated more physical and human resources at community level if this had taken place.
 - g. Finally although many Beja have settled, their expertise and interest is in animal husbandry. The project would have been more relevant to their needs if the livestock component had given more attention to an all inclusive approach, i.e. addressing animal re-stocking, animal health and markets. Instead the focus was on a new breed of animal.

9.4 Sustainability

As the project stands to day it is not sustainable. First of all although the local authorities and state ministries 'support' the project morally, they have not contributed the technical and financial resources necessary. Serious budget constraints limit this from taking place in the near future.

Also the area has been so degraded by drought that it requires concerted efforts of many parties in each ministry, e.g. in the ministry of health needs to provide the necessary technical expertise to start a CBHC program and to address emerging issues such as HIV/AIDS. The MOH technocrats are far from Sinkat, and unless staff is seconded to the project or SRCS hires technical staff, it is unlikely that constituency level staff will provide the support.

Another barrier to sustainability is the concept of the government with regards to 'partnerships', which has changed over time to the extent that the government expects NGOs (including SRCS) to 'man' activities, which are still directed by the government in terms of policies, systems and standards. This means that SRCS can be handed a 'shopping list' by the government and be expected to implement from the list. This situation has been ongoing at constituency level, partly because of local pressure on the SRCS but also because State and headquarters level of the SRCS has not taken a stronger role in pushing for better partnerships.

Co-funding into the project by the government authorities was the norm until 2001, when it stopped altogether. This took the form of technical expertise and also funding. At the same time planning was carried out jointly and the SRCS maintains a good relationship with the authorities. Unless co-funding is revived, the project cannot be sustained. Government co-funding is not

enough - more charitable organizations and other NGOs have to come into the fore to jointly fund the project along with external donors. The SRCS income generating activities require significant funds in order to be able to attract clientele and to generate income. They are not able to sustain project activities or their own activities at this point in time.

At this point, there is no evidence of planning on the part of the SRCS for a phase-out of external funding. The SRCS is in the process of expanding its income generating activities and has retrenched many of its staff, but these have been done in order to increase efficiency. At this point a cessation of external funding is not recommended, given the present needs of the communities, the ongoing drought and the ongoing relief assistance.

10.0. RECOMMENDATIONS

10.1 Financial Sustainability of the Project

The project activities are not currently financially sustainable either at community level or at SRCS level. At SRCS level as long as there is overreliance on the SRCS for the government petrol, transport and staff incentives, the delivery of assistance to the communities will be less than it could be with more government cooperation. In addition, the SRCS ability to sustain itself through its own income generating activities will be diminished if that income is diverted to government needs or to project activities.

The community income generating activities need to be expanded so that communities have a wide range of activities, or they will not be able to meet community subsistence needs over the long term. Subsistence needs of specific groups, e.g. women and youth have not been met and need to be addressed for the project to be financially sustainable. Also where interventions have bottlenecks in terms of technical aspects or overall approaches, these must be addressed. Specific reference is made to the construction dimensions of the water points. At community level a strong community based health organization, water management committees and women's groups, and which are inter-linked, is very necessary to ensure sharing of resources.

The SRCS has a long experience and commitment to relief and development. However, they lack the full time technical expertise to carry out the interventions in all sectors. Income generating activities of the SRCS can only sustain some of the operating costs of the SRCS. They cannot be expected to sustain the expansion of the present interventions even on the short term. It is also not realistic to expect the organization to continue if donor assistance pulls out, without a well-planned exit strategy involving all partners, including the government.

10.2 Continuation of the Project /Relevance of the concept

As the only development project in Sinkat area, the Sinkat Community Development project has great relevance in terms of stimulating the local economy by developing its human resource base. Over a long period, people have faced a situation of few educational and vocational opportunities. These combined with food insecurity and lack of access to health facilities, means they cannot stimulate the economy without outside assistance.

The history of the communities is nomadic, a life of coping and an asset base of livestock. At this moment, the communities are somewhat displaced due to the emergency of early 2003 when drought killed most livestock. At that time, even kinship could not sustain the Beja. The life of coping of the Beja has its based on a range of income generating activities revolving around livestock management. As it stands the project requires significant revisions to ensure it is also revolving around livestock management, and at the same time taps into the indigenous resource base. This is possible with a participatory project proposal design, recruitment of some technical consultants and surveys to identify the present situation and needs of the community.

In its current vulnerable state, where the community is receiving food aid in the entire project site, to suspend the project activities would plunge the community into a worse situation. At this point, the Beja remain highly vulnerable.

10.3 Relevance of the Project to Strategy 2010

As a National Society within the International Federation of the Red Cross and Red Crescent Societies, the Sudanese Red Crescent Society strategic choices fit well into Strategy 2010. The focus of Strategy 2010 is increased responsiveness to vulnerability and capacity. In this respect the experience of the Sinkat project has provided a valuable lesson for the SRCS who have identified a human resource base at community level capable of a range of coping mechanisms. As the Beja have indigenous knowledge of animal husbandry and other crafts, these can be better understood and developed further. This could result in a team of trainers capable of building up the capacity of other communities in the Sinkat constituency.

As the SRCS relies on a VCA approach carried out regularly, the strategy of assessing vulnerability with respect to skills and capability can be assimilated into the present system. If the results are gathered through surveying, they can be more reliable as benchmark data, and then subsequent assessments follow the VCA approach.

The intention in Strategy 2010 to raise awareness of authorities, influence community behavior, is development principles. In longer-term development projects, these are achieved through public meetings, workshops, IEC and

monitoring. SRCS has considerable experience now in this area, but it must be developed further.

The terms 'health' and 'care' in the strategic plan can be widely interpreted, but with regards to this project, the issues of service delivery and advocacy fit well into development programs, community based health care approaches and rights based learning. Therefore the Sinkat project has great relevance with regards to Strategy 2010.

10.4 Possible integration into a Disaster preparedness program

The water/sanitation and agro/farming activities of the project could be fit into an integrated disaster preparedness/mitigation or food security profiled program of the state branch. This would require several adjustments. First of all the project interventions need to be closely linked to each other. Secondly with regards to food insecurity, this has to be clearly defined in terms of issues, with regards to pastoralists and agro-pastoralists. The interventions can then be built around the clearly defined issues.

All aspects of food security need to be incorporated into the revised project. These would include:

- ❖ Community socio-economic and demographic characteristics
- ❖ Community food resources
- ❖ Assessment of Household food security- food diversity, food scarcity, food processing, food conservation
- ❖ Assessment of Food Resource Accessibility

10.5 Future synergies for food security initiatives

There are a number of partners in Sinkat which can be linked with. These include local constituencies, local drilling organizations, local artisans, women centers and ministry officials. There are also other PNS working in nearby constituencies such as DANCROSS in Haiya and Derudeb. Several PNS currently have a presence in Sinkat during the present food relief operation, such as the German Red Cross. Increasingly PNS are providing funding to development projects. There is a great potential for synergy and joint partnership for Integrated Food Security Project. Such project could run for 3-5 years and provide assistance in three components: Education, Health and Food Security. Food security would be inclusive of water development. The local drilling organization is active in Sinkat drilling boreholes and can collaborate with the SRCS.

10.6 Other Recommendations

The following recommendations provide a step by step program for better management of projects in the future. Many are dependant on local and external fundraising. Others are dependant on improvements in management at SRCS level and government.

(1) Recommendations for Women's Development

It is recommended that future projects address how to strengthen the women's coordinating committee and the centers. The consultants suggest the following steps would be most effective:

- Re-defining the women committee strategy in each center and the role of men in the committee
- Establishment of the communal farms should be linked with the women's centers. This can help women with improvement of their income and their nutrition. This also can go in line with establishment of kitchen gardens in the same village. The project should assist in such cases by drilling of the water well, provision and installation of solar-powered submersible pumps, initial establishment and training of women.
- Conduct courses in the area of Gender & development (for the SRCS and Women center staff)
- Strengthen the link between the women in the centers and women in the State government to enable sharing of expertise and other resources.
- Conduct exchange visits & work shops (topics on fund raising – planning – Gender awareness Raising – Need assessment surveys are most needed) with other women-centered projects within the Province – State – and other states if possible.
- Address communications and transport with vehicle and telephone system for the Women's Center.
- Create a more functional and spacious physical structure for new women centers, with veranda and more space for meetings.
- Improve coordination to train the women in planning small income generation activities through the state office, including providing start up capital.
- Re-establish the home gardens in Bar Anfi and start other home gardens linked to women's centers
- Train the women's center coordinators in how to write reports & proposals, and how to conduct feasibility Studies/needs assessment.
- Develop the administration of women's centers by providing computers and training staff on their use.

- Establish kindergartens in all the rural centers so that children can receive early childhood education and perform better when they enter the primary school system.
- Strengthen coordination between the preschool department and the Sinkat project to address training animators in the new curriculum of the pre-schools.

(2) Recommendations to Strengthen the SRCS

The following recommendations will strengthen the SRCS at state level:

- There is a need for the project to continue with the view of consolidating its future activities; strengthening the linkages with the relevant government and non-governmental institutions, building the capacities of the communities and preparing them for (smooth) phasing out of the project after a 3-5 year improved Food Security Project is put in place.
- Training of staff and volunteers in how to do local needs assessment (VCA)
- Long-term strategic plans (3-5 years) should be developed on state and branch level in addition to the annual plans.
- Plans should be coordinated with other stakeholders in the same sector, in particular MOH.
- Increase health knowledge by training staff & volunteers on PHC, CBHC, Bamako, Safe Motherhood, etc.
- Fund the needed inputs (e.g. Table 43) for the better functioning of the guest house and the workshop so that these can sustain the Sinkat site
- Address outdated vehicles at Sinkat
- Revive the silo system of storing durra in Port Sudan and in Sinkat

(3) Recommendations to address Animal husbandry

The consultants make the following recommendations to address livestock development and therefore food security:

- Introducing an animal restocking program
- Cost sharing livestock drug revolving fund
- Technical expertise on a consultancy basis for livestock paravet training
- Creation of livestock auction yards

(4) Recommendations for Water development

The consultants make the following recommendations to better harness water in the project sites as follows:

- Start the VLOMM (village level operation, maintenance and management) village training to better sustain the water interventions and help the beneficiaries realize the economic value of the water (i.e. cost-effectiveness of water uses). This will require trained VDCs, trained local operators and a revolving fund for spare parts

- Hiring technical consultants for a hydro geological study
- Improving local technology on site
- Ensuring water structures are accessible to women by involving women more in site selection
- To ensure sustainability and to reduce the operational cost, the irrigation wells can be fitted with solar-powered submersible pumps. However, this initiative should be based upon a feasibility study and should benefit from lessons learned from similar installations in Haiya. Small diameter (4 – 5“) boreholes (drilled) and fitted with such solar-powered submersible pumps would be an appropriate system for irrigation of the communal farms.

(5) **Specific recommendations for hand dug wells**

Construction and rehabilitation of hand-dug wells should continue to provide water to needy areas and to protect the traditional wells from silting and floods. However, this should be based on the following:

- Proper selection of the sites employing technical person(s) and probably a socio-economist
 - Proper design, especially as regards the wellhead and the superstructure. Here the “Manual of construction of Hand Dug Wells” prepared by the SRC/Danish Red Cross project in Derudeb can be consulted.
 - Proper management and utilization of the spill-water by construction of drainage channels to drain and collect the spill (waste) water for irrigation of a nursery, which may be established adjacent to the well (hand pump).
- In the western parts of the project area, and due to the deep groundwater level and the hard rock formations, hand pumps are the most appropriate system of water supply. Drilling and installation should be based on the UNICEF standards and specifications.
 - Provision of safe water whether by hand pumps or hand-dug wells, should be strongly integrated with water hygiene, sanitation, health and environment. As water is mostly a top priority it could be used as a lever to deliver health and sanitation messages.
 - To ensure future sustainability of the constructed and/or rehabilitated water points, organization of the targeted community and formation of Village Water/Development Committees should go in line with the physical activities. The Village Water committee should be trained and provided with repair kits. Also a system for supply of spare parts on a revolving basis should be established by the project and managed by the community. This can be coordinated and arranged with the Water, Environment and Sanitation (WES) project in the state Water Corporation.

(6) Recommendations for Communal farming

Establishment of communal farms should be taken case by case. This should be based on the following.

- Availability of water resources
- Suitability of the soil and availability of the land
- The real need and socio-technical viability of the farm
- Proper selection of the target group
- Sustainability of the water quality for irrigation and growing of vegetables

In Erkowitt, as climate is very favorable for production of vegetables even during off-season (summer), the project should give special consideration to the farming practices in the area. There are more than 25 individual farms in Erkowitt, but they suffer from limitations in the water extraction and irrigation systems, invasion of pests and lack of extension services. The project should contribute to improvement of the water extraction system and improvement of the wells. Probably the present communal farm can be transformed into a demonstration farm. This can be done in co-ordination and consultation with the Ministry of Agriculture.

(7) Recommendations to stimulate the local economy more

The income generating activities in the villages should be encouraged but linked with a community –based system for securing funds and money for payment of social services at the village level. Economic activities need to be defined for every intervention. For example the Bamako units in the health intervention must generate income so training and other support to make this a possibility need to be implemented.