

# **Project Completion Report**

## **Technical Assistance and Capacity Building to the Preparation of a Full Poverty Reduction Strategy Paper Project**

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**PROJECT COMPLETION REPORT (PCR)**  
*Technical Capacity Building- Poverty Reduction Strategy Paper (TCB-PRSP)*

**I BASIC DATA**

**A Report data**

<b>Report date</b>	Date of report:	14 February 2017	
	Mission date (if field mission)	From:	To:

**B Responsible Bank staff**

Positions	At approval	At completion
Regional Director	Gabriel Negatu	Gabriel Negatu
Country Manager	Dr. Abdul Kamara	Dr. Abdul Kamara
Sector Director	Diko Mukete	Abdoulaye Coulibaly
Sector Manager	Diko Mukete	Wilfrid Abiola
Task Manager	Kenneth Onyango	Camille Karamaga
Alternate Task Manager	Yosief Mohammed Bashier	Yosief Mohammed Bashier
Project manager (Coordinator)	Faiza Awad Mohamed	Faiza Awad Mohamed
PCR Team Leader		Laila M. Badawi
PCR Team Members		As in the attached Decree

**C Project data**

<b>Project name:</b> Technical Assistance and Capacity Building to the Preparation of a Full Poverty Reduction Strategy Paper		
<b>Project code:</b> P-SD-K00-002	<b>Instrument number(s):</b> Non	
<b>Project type:</b> Technical Assistant	<b>Sector:</b> Socail	
<b>Country:</b> Sudan	<b>Environmental categorization (1-3):</b> Non	
Processing milestones – Bank approved financing only (add/delete rows depending on the number of financing sources)	Key Events (Bank approved financing only)	Disbursement and closing dates (Bank approved financing only)
<b>Financing source/ instrument1:</b> ADF	<b>Financing source/ instrument1:</b>	<b>Financing source/ instrument1:</b>

Date approved: October 3 <sup>rd</sup> 2013	Cancelled amounts: N/A	Original disbursement deadline: April 2014		
Date signed: October 3 <sup>rd</sup> 2013	Supplementary financing: N/A	Original closing 30/6/2015		
Date of entry into force: October 3 <sup>rd</sup> 2013	Restructuring ( <i>specify date &amp; amount involved</i> ): N/A	Revised ( <i>if applicable</i> ) disbursement deadline: 31/12/2015 31/12/2016		
Date effective for 1st disbursement: February 2014	Extensions ( <i>specify dates</i> ): 31/12/2016	Revised ( <i>if applicable</i> ) closing date: 31/12/2016		
Date of actual 1st disbursement:				
Financing source/instrument (add/delete rows depending on the number of financing sources):	Disbursed amount (amount, UA):	Percentage disbursed (%):	Undisbursed amount (UA):	Percentage undisbursed (%):
Financing source/ instrument1: NA				
Government:	63,218.12	90%	7,183.8	10%
Other (eg. co-financiers). <i>Add rows as needed</i> NA				
<b>TOTAL</b>				
Financing source/instrument (add/delete rows depending on the number of financing sources):	Committed amount (UA):	Percentage committed (%):	Uncommitted amount (UA):	Percentage uncommitted (%):
Co-financiers and other external partners: <b>Not Applicable (NA)</b>				
Executing and implementing agency (ies): <b>Ministry of Finance &amp; Economic Planning (MoFEP)/Project Implementation Unit (PIU)</b>				

#### D Management review and comments

Report reviewed by	Name	Date reviewed	Comments
Country Manager	Abdul Kamara		
Sector Manager	Wilfrid Abiola		
Regional Director (as chair of Country Team)	Gabriel Negatu		
Sector Director	Abdoulaye Coulibaly		

## II Project performance assessment

### A Relevance

#### 1. Relevance of project development objective

Rating*	Narrative assessment (max 250 words)
4	<p>The overall objective of the project is to contribute to poverty reduction and economic and social development in the Sudan. The specific objective is to support the preparation of the full-fledged country Poverty Reduction Strategy Paper (PRSP).</p> <p>These objectives are congruent with the Bank's strategy of support to the Sudan and fulfill the requirements of Pillar III of the FSF that provide resources dedicated to capacity building and technical support to Fragile States. The project is particularly relevant because the country has developed and endorsed an I-PRSP that provides an overview of the poverty situation in Sudan and a statement of commitment by the Government to poverty reduction. As the country embarks on the preparation of a full PRSP as a pre-requisite for Sudan to benefit from the HIPC initiative and to access concessional funding, the project was expected to build the capacity of the Government to collect, analyse and report up-to-date data on household income, consumption and expenditure. Furthermore, the project was intended to enhance government capacity to develop and oversee the process of actualizing the PRSP through the establishment of the necessary oversight institutions and the preparation of background papers and studies. Additionally the project was to build the capacity of the implementing body to manage the project itself and to oversee the necessary processes that will ensure maximum participation in the preparation, ownership and monitoring of the PRSP.</p> <p>The project concept was developed on request by Government of Sudan (GoS) in close consultation with the African Development Bank (AfDB) Country Team. The process of identification included wide interaction with Government officials and development partners. The arguments that weighed in favor of the project were that the Sudan needs a full PRSP in order to benefit not only from the HIPC initiative but also to facilitate its drive for development cooperation and to access the assistance expected to be provided by the development partners. To develop the PRSP the Government needs up-to-date data on poverty, it requires an effective institution to guide the process of developing the PRSP and a support structure to manage the participation and ownership of the processes. The country requires technical assistance and capacity building to fulfill these three requirements. Furthermore, the project purpose is aligned with the development priorities and strategy of Sudan as spelt out in the I-PRSP, the Five-year Strategic Plan 2012-2016 and the Three-year Salvation Programme 2012-2104. The project is consistent with the AfDB's Country Brief 2012-2014, with the Guidelines on the Administration on the Technical Assistance and Capacity Building Programme of Pillar III Operations of the Fragile States Facility and the AfDB's Group's Strategy for Enhanced Engagement in Fragile States (SEEFs). Support from some of the development partners e.g. World Bank, UN Women, FAO, EU and Government of Norway was expressed in parallel funding of some on the project interventions</p> <p>Since the project is fully in line with the Bank's strategy in Sudan, and it fulfilled the priorities of the country, the relevance of its specific objectives is rated highly satisfactory.</p>

\* For all ratings in the PCR use the following scale: 4 (Highly satisfactory), 3 (Satisfactory), 2 (Unsatisfactory), 1 (Highly unsatisfactory)

## 2. Relevance of project design

Rating *	Narrative assessment (max 250 words)
4	<p>The project overall goal at the impact level of contributing to poverty reduction, economic and social development was noble and appropriate. However the set target of reducing the proportion of people living below the poverty line by 15% (from 46.5% to 31.5% by 2016) was selective, rather arbitrary and overambitious considering the short life of the project and the complexity of coordinating development planning and expenditure horizontally (between federal government departments) and vertically (between the states and the federal level). The goal would have been more appropriate for a multi-project programme each contributing a specific outcome. Evidence for this could be seen in the outcome linked to the impact whose indicators are actually lesser outcomes, which though linked to the PRSP, have no activities in the project (public investment programme, MTEF, and systems for public procurement, financial accountability, audit and TIC). An outcome for this project of a full PRSP approved and implemented would have sufficed.</p> <p>On the other hand, the identification of the three areas of capacity building intervention (to conduct the household survey; to set up the PRSP management structure and to manage the project) were relevant, appropriate and sufficient to produce the single outcome mentioned above which, in tandem with other outcomes addressing other challenges, would facilitate poverty reduction. The activities were appropriate and sufficient for preparing the PRSP. Technical assistance for the household survey and to prepare thematic papers, establishment of the oversight institutions, training and institutional support to the the PRSP focal points and staff of the project unit; and awareness raising workshops are indispensable for the preparation of the PRSP.</p> <p>The project envisaged a Project Implementation Unit (PIU) within the Ministry of Finance and Economic Planning (MoFEP) which was a suitable arrangement considering that MoFEP is the body responsible for the development of the PRSP. Yet, this decision did not protect the project when MoFEP itself decided to transfer the project coordinator to another department leaving the project in limbo for eight months at a time when the main activity of the field survey was in need of critical support. However, when fund flow from the Bank was interrupted due to the sanctions, MoFEP stepped in with funds to maintain project action.</p> <p>Overall, therefore, it is reasonable to conclude that the project design is highly satisfactory.</p>

## 3. Lessons learned related to relevance

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
The project's RLF makes it accountable for an impact that requires interventions that were not planned for in the project	Setting a long-term strategic programme goal as the impact result for a two-year project counters the call for project accountability for results. The RLF should specify high level outcomes for which the project is responsible but that are necessary for a long-term impact result	The Bank Government
The risk analysis underestimated the risk of interrupted fund flow and neglected the risk of discontinuity in project management	The risk analysis should be more thorough and should aim to err on the side of caution. The analysis should specify actions to be taken in case the risk became a reality	The Bank

Although capacity building is the backbone of the project, there was no capacity development plan or record of intervention outcome/impact.	<ul style="list-style-type: none"> <li>▪ Capacity development interventions should be based on a clear plan with indicators for impact assessment</li> <li>▪ Consultancy services should include domesticating the knowledge/experience to facilitate their sustainability in the receiving department</li> </ul>	The Bank Government
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**B Effectiveness**

**1. Progress towards the project’s development objective (project purpose)**

Comments
<p><i>Provide a brief description of the Project (components) and the context in which it was designed and implemented. State the project development objective (usually the project purpose as set out in the RLF) and assess progress. Unanticipated outcomes should also be accounted for, as well as specific reference of gender equality in the project. The consistency of the assumptions that link the different levels of the results chain in the RLF should also be considered. Indicative max length: 400 words.</i></p>
<p>The overall objective of the project is to contribute to poverty reduction and economic and social development in the Sudan. The specific objective is to support the preparation of the full-fledged country PRSP. Achievement of these objectives was planned to be through three components. The first component focused on building the capacity of the Central Bureau of Statistics (CBS) to conduct a comprehensive household income, expenditure and poverty survey. The results of this survey are indispensable for mapping poverty in the country and providing the essential cornerstone for developing a meaningful PRSP. The second aimed to build the capacity of the government to prepare, implement and monitor the PRSP. The third component related to building the capacity of MoFEP to implement and monitor this project.</p>
<p>In the first component, the CBS has successfully implemented a household survey that was a considerable improvement on the 2009 survey. The CBS made use of technical assistance to improve the sampling framework and selected 13800 households in the 18 states. Its technical committee convened 57 meetings to review and approve the questionnaires with input from specialized ministries and development partners including a module on non-communicable diseases from the World Health Organization (WHO) and a full questionnaire on gender issues from UN Women. It trained 207 enumerators/supervisors who carried out three rounds of field work covering three seasons of the year. Although CBS was unable to access project funds for technical assistance for data analysis and report writing, they were able to carry out the analysis under a separate agreement with Statistics Norway and prepared a preliminary poverty survey report. Reports by WHO on non-communicable diseases, by UN Women on Gender and by the Food and Agriculture Organization (FAO) and the World Food Program (WFP) on household food security will be annexed to the main report.</p>
<p>The second project component aimed to build the capacity of government to lead, coordinate and monitor the PRSP process. The main premise is to foster maximum participation in and ownership of the process and the final product. The steering and technical committees envisaged in the project design were formed with representation from the concerned federal ministries. In addition, a high level Ministerial Committee chaired by the Minister of Finance; and a Development partners’ Committee (co-chaired by ADB) were formed that met regularly to follow on progress. Eight federal and 18 state PRSP focal points (FPs) were identified and provided with computers, printers, scanners and network access points. The World Bank provided the software for poverty monitoring that will be installed in the FP’s systems. Thematic papers on agriculture, social security, governance and decentralization, education and the role of the private sector were prepared by local consultants and approved to inform the PRSP. Eighteen state, three zonal and one federal awareness raising and consultation workshops were convened to explain the PRSP process and product, enlist support and identify local opportunities and priorities. Study tours to four countries with</p>

I-PRSP-to-PRSP transition experience were arranged for federal and state-level government officials. Federal and state level officials also took part in local and external courses on *inter alia* procurement, accounting, finance, fiduciary management, project management, data analysis and poverty mapping.

The third project component focused on support to MoFEP for project implementation and coordination to ensure smooth operation of the project. The project is properly staffed with a coordinator, secretary, accountant, procurement officer and a monitoring and evaluation officer. In addition to equipment the project staff received training and participated in external study tours. The project functioned reasonably well and submitted regular monitoring reports despite a brief disfunction due to a eight-month transfer of the coordinator and change of staff.

In summary, the project succeeded in building the institutional and human capacity of various government departments and prepared them for the process of developing the PRSP both at the federal and state level using varied approaches. It strengthened the partnership approach with international and regional institutions and gave impetus to gender equality through its inclusion in the poverty survey. Nonetheless there is no escaping the fact that the specific objective of preparing and operationalizing a national PRSP was not achieved albeit because of reasons beyond project control (delayed approval of the poverty survey data; and delayed implementation once due to interrupted fund flow and project staffing problems). The consolation is that gained knowledge and skills in various aspects of PRSP development will accelerate the process and ensure it success once it starts.

On balance, therefore, the project's progress towards its objective is rated satisfactory.

## 2. Outcome reporting

Outcome indicators (as per RLF; add more rows as needed)	Baseline value (Year)	Most recent value (A)	End target (B) (expected value at project completion)	Progress towards target (% realized) (A/B)	Narrative assessment (indicative max length: 50 words per outcome)	Core Sector Indicator (Yes/No)
<b>Outcome 1</b> <ul style="list-style-type: none"> <li>PRSP for Sudan prepared</li> <li>Priority Action Plan</li> <li>Public Investment Programme</li> <li>MTEF Implementation &amp; monitoring arrangements systems and tools (public procurement, financial)</li> </ul>	N/A 2014		PRSP reports available  PRSP doc. Validated and approved by Dec 2016	0	The project contributed significantly towards laying the foundations for the preparation and dissemination of the PRSP. It supported the design and implementation of a household poverty survey superior to that of 2009. It set up and supported the institutions that will manage the PRSP (Steering, technical and development partners committees). It identified Federal and state PRSP focal points and trained them to participate in and coordinate the process. It prepared background and thematic papers that will inform the policies in the PRSP. It supported in-country and external training and study tours to build the	Yes

accountability, audit & TIC system)					<p>capacity of government staff who will prepare the PRSP. Yet it fell just short of delivering the PRSP itself because the government withheld the survey data that will provide its evidence base.</p> <p>Although the outputs for the other indicators of this outcome are linked to the PRSP, there are no specific activities in the project for realizing them directly. The MTEF and other PFM reforms were envisaged under another ongoing governance project: Public Financial Management and Macroeconomic Policy Capacity Building Project(PFMMCBP).</p>	
<p><b>Outcome 2</b></p> <ul style="list-style-type: none"> <li>Number of staff trained capable to use the M&amp;E systems, tools &amp; instruments</li> <li>Number of staff trained for negotiation</li> </ul>	<p>0 in 2013</p> <p>0 in 2013</p>	<p>10</p> <p>0</p>	<p>36</p> <p>20</p>	<p>360%</p> <p>0</p>	<p>The project arranged training and study courses for 30 federal government officials from the MoFEP, Central Bank of Sudan and the CBS on procurement, accounting and finance. Ten(10) persons from MoFEP and CBS participated in external training on M&amp;E; and federal and state PRSP focal points attended testing the M&amp;E system developed by the WB. The 26 focal points will be trained as soon as the software is taken to scale. Six(6) MoFEP and CBS staff attended external training on data analysis and 53 CBS and MoFEP staff received similar local training. Some 2120 federal and state officials and PRSP focal points participated in workshops on PRSP process consultation, coordination &amp; management. Thus, with the supply of equipment, the project contributed significantly towards strengthening the institutional and human capacity in these government units, especially in the states, not only in technical subjects but also in poverty concepts and measurement and other issues related to the preparation of the PRSP.</p>	<p>Yes</p>
<p>Rating* (see IPR methodology)</p>		<p>Narrative assessment</p>				
<p>3</p>		<p>Although the project was unable to deliver the full PRSP with its associated instruments as envisaged in outcome 1, its achievement in updating the poverty database through a superior household survey that produced a detailed poverty map of the country is worth appreciation.</p>				

	<p>The setting up of poverty units and focal points in the federal ministries and the states coupled with technical training and study courses contributed to the building up of institutional and human capacity especially in the states where such capacities are low. An important additional benefit of these training courses and workshops is that they acted as a platform for strong advocacy with the political leaderships in the states vis-a-vis poverty reduction and policies that need to be enacted to reduce its incidence. However by withholding the results of the HH survey the Government did not only prevent the preparation of the PRSP, but also prevented the beneficiaries of these training courses and workshops from putting to use the knowledge and technical expertise they gained. Within the PRSP project management unit the sustainability of the added knowledge was jeopardized by staff transfers</p>
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### 3. Output reporting

Output indicators (as specified in the RLF; add more rows as needed)	Most recent value (A)	End target(B) (expected value at project completion)	Progress towards target (% realized) (A/B)	Narrative assessment (indicative max length: 50 words per output)	Core Sector Indicator or (Yes/No)
<p>Output 1.1</p> <p>Availability of updated household data</p>	<p>The full set of data has been analysed and the preliminary report ready 2015</p> <p>-----</p>	<p>Reports available by 2015</p> <p>-----</p>	<p>90%</p>	<p>The CBS conducted the Household Income expenditure and Consumption survey. With support of a local consultant it updated the sampling frame and its technical committee reviewed and improved questionnaire adding a module on non-communicable diseases and a full questionnaire on gender issues. It trained 207 Field staff who carried out three survey rounds covering different seasons. Using a parallel arrangement with Statistics Norway the data were analysed and the preliminary report prepared by a Norwegian expert. The quality of field work was high as reflected in low sampling error and low rejected questionnaires percentage. UN Women, WHO and the FAO/WFP will analyse the data on gender non-communicable diseases and household food security, respectively and prepare reports on them. Unfortunately the results of the main survey presented in the preliminary report are yet to be approved by GoS. Nevertheless, the survey technical group is well into preparing the full report</p> <p>-----</p>	<p>Yes</p>

		Quality of reports		The preliminary report prepared by Stat Norway meets international standards. The full report will be prepared by the technical committee to the same high standard.	
Output 2.1: Number of studies and papers, revision of sector strategies and macroeconomic framework, MDGs & I-PRSP review	Six(6) thematic papers prepared by 2016	3 sectoral papers prepared by 2014	200%	A total of three background papers were prepared with project support. The first dealt with the wider role of agriculture including crop and animal production in poverty reduction. The paper was reviewed and discussed in a conference and approved. The second paper discussed decentralization & governance. It was similarly reviewed, discussed and approved in a conference. The third paper on social protection and social welfare was prepared, reviewed, discussed in a conference and is being finalized. Additional papers were prepared and approved through the support of EU on institutional reform, education, and the role of the private sector. A review of the IPRSP was completed by a consultant (WB funding) and discussed in a conference (sponsored by DfID)	Yes
Output 2.2: Set up of the oversight and the steering committees				A High-level Ministerial Committee was formed by a Presidential Order under the chairmanship of the Minister of Finance with membership of the Ministers of Social Welfare and other concerned ministries to be in charge of preparing the PRSP. The I-PRSP oversight committee transitioned into the same role for the PRSP chaired by the Minister of State of Finance and representation from the respective departments and institutions to review planning and monitor implementation of PRSP activities. A technical committee including CBS, concerned line ministries and experts supervised the entire process for the HH survey (sampling design, questionnaires, training of field staff, data entry and analysis and reports'preparation).	Yes

<p>Conducting federal and state-level workshops &amp; seminars</p>	<p>-----</p>	<p>-----</p>	<p>-----</p>	<p>With support from the project, poverty focal points have been designated in eight federal ministries and in the 18 states. The project provided these with computers, printers, scanners and network access points. Through a parallel arrangement the World Bank installed and tested poverty M&amp;E systems and training is planned on its use.</p> <p>-----</p> <p>Eighteen state workshops were convened to inform state governors, ministers, government official and civil society of the PRSP project and to enlist wide support for it. The project organized three zonal and one federal workshops for consultation and enhanced coordination in addition to training workshops for the PRSP focal points.</p> <p>Three study tours were organized for 18 officials from MoFEP, Health, Social Security &amp; Welfare, State PRSP focal points to Djibouty, Moritania and Uganda which had experience in transitioning from I-PRSP to full PRSP.</p> <p>Six thematic papers were prepared and approved as background papers for the PRSP.</p>	
<p>Output 2.3: Preparation of the full PRSP</p>				<p>Considering the achievements of the project in conducting an excellent poverty survey using local and international technical assistance and relying on the vast experience of the CBS; ensuring participation, ownership and good management of the process; and preparing the technical information to feed into the PRSP it is unfortunate that the document itself remains elusive. This is irrefutably because the Government continues to delay endorsing the poverty survey data.</p>	<p>Yes</p>
<p>Output 3.1: Focal points for project coordination nominated and installed</p>				<p>A total of 26 PRSP focal points (eight in federal ministries and 18 in the states) have been identified and installed. All of them have been oriented on and trained to coordinate the PRSP processes. Focal points were provided with office</p>	<p>Yes</p>

				<p>equipment and training which enhanced their capacity considerably. A poverty M&amp;E system developed and tested in a parallel arrangement with the World Bank is ready for installation in focal points' computers and they will receive the necessary training to use it.</p> <p>-----</p> <p>Some 20 officials from the accounting directorate of MoFEP, project staff, federal line Ministries, Bank of Sudan and the CBS attended a combined course on procurement, accounting and finance which was arranged with funding from Statistics Norway and GoS.</p> <p>-----</p> <p>The manual is being prepared with joint parallel funding by the World Bank and DfID</p> <p>-----</p> <p>The project submitted quarterly progress reports prepared by the M&amp;E officer to the Bank that included activities and expenditure. It also submitted annual audit reports to the Bank. In addition it submitted regular reports to the steering committee &amp; the Development Partners' committee</p> <p>-----</p> <p>Two CBS, one MoFEP and one state staff participated in a M&amp;E and learning workshop in Arusha Tanzania in March 2016. Two consultants hired by the World Bank developed the material and software for a poverty M&amp;E system. The software has been tested in a training workshop (cofunded by ADB, EU and WB) attended by MoFEP and state officials and is ready for installation in the FP's computers. This will be followed by training the FPs on using the system. Disbursement and runtime training was done for 60 MoFEP, including project, staff.</p>	
Technical assistance for procurement, accounting, finance & fiduciary management	-----	-----	-----		
Administrative, accounting and fiduciary manual	-----	-----	-----		
Quarterly activity report and annual financial and audit report	-----	-----	-----		
M&E systems & disbursement rates and runtimes	-----	-----	-----		
Output 3.2: Key project staff nominated and recruited				MoFEP created a project implementation unit (PIU) led by a Project Coordinator and comprising an M&E Officer, a Procurement officer, an Accountant and an administrative Assistant (technical	Yes

				secretary). The project installed office equipment to facilitate the unit's operations. The PIU initially reported directly to the Minister and the Minister of State. Subsequently, responsibility for the PRSP project was transferred to the Undersecretary for Economic Planning who delegated the responsibility to the Director for Policy and Planning. It is probably because of these shifts and changes that at one time the project stopped operation for eight months when the Coordinator was transferred to another department and some of the staff were moved following the creation of the Ministry of International Cooperation. However after reinstallation of the Project Coordinator and replacement of the missing staff the project resumed work normally.	
Rating* (see IPR methodology)	Narrative assessment				
3	<p>The project's outputs were the updated and improved poverty database of the Sudan, the comprehensive management structure for a credible PRSP process with the knowledge base that will inform the PRSP; and the implementation unit that supported the achievement of the other outputs. However, unfortunately to date the PRSP, which is the backbone of the project, has not been prepared. Nonetheless, all the necessary requirements for this result are already on the ground and it could be realized within a short period of time if this project is extended or new funding is availed.</p> <p><u>Output 1.1 Improved capacities to conduct household survey</u>  The HH survey, the most important prerequisite for the PRSP, was conducted by the CBS using a multiple-module questionnaire including a new module on non-communicable diseases prepared by WHO with a concurrent full questionnaire on gender prepared by UN Women. A further improvement over the 2009 survey was that the survey consisted of three rounds in November 2014 and in March and August 2015. There was a delay in conducting round 3 of the survey due to interrupted fund flow from ADB due to the economic sanctions and was only done when MoFEP stepped in with emergency funds. The data were entered and analysis was done and the preliminary report prepared by Statistics Norway; again because the project was unable to hire an international consultant as planned. However, the survey results and poverty line estimates are yet to be published, most likely because some government officials are unable to accept them.</p> <p><u>Output 2.1 Preparatory studies and works are ready</u>  The project was able to achieve the output of having three background papers on agriculture (including animal production), decentralization and governance and on social protection. The papers were prepared by national consultants and each was reviewed and discussed in a workshop. Three additional papers on education, institutional reform and the role of the</p>				

private sector were similarly prepared. It is worth noting that this knowledge base for the PRSP was augmented by the review of the I-PRSP by two consultants.

#### Output 2.2 set-up of the oversight & steering committees and conducting seminars/workshops

The creation of a sound management structure to oversee the PRSP process was another important output of the project. In addition to the steering committee chaired by the Minister of State for finance with representation from the respective departments and institutions to review planning and monitor implementation of PRSP activities and the technical committee that worked closely with CBS on the finalization of the survey instruments, field work and preparation of the survey report, there was a high-level ministerial committee established by presidential order to demonstrate the importance the government attached to the process. Equally important was the creation of the Development Partners' group which followed the implementation of activities and provided technical support when necessary. The FAO and the WFP undertook to analyse and report on the survey data pertaining to household food security. WHO will analyse the data on communicable diseases. UN Women provided technical assistance to develop the gender questionnaire and will analyse the data and produce a report on the results. The WB supported the development and testing (with DfID) of the poverty M&E system.

To ensure that the Federal line ministries and the states are fully involved in the coordination of the PRSP process, the project organized federal and state level sensitization, awareness raising and advocacy workshops and seminars attended by governors, ministers, officials and civil society to identify priorities and opportunities for the PRSP. This effort is crowned by creating PRSP focal points who will steer the process within their domains, and providing them with equipment and training.

The project contributed to building the human capacities required to prepare the PRSP through internal and external training and study courses for federal and state officials who will take part in the process. The external courses included a training workshop on M&E in Tanzania and another in Egypt on poverty reduction policies. In-country training included M&E system testing and poverty concepts. The project organized study tours to Uganda, Djibuti and Moritania. Of the consultancies planned the actually implemented were the consultancy for the survey design, those for preparing the thematic papers, for external auditors and for the PRSP write-up

#### Output 2.3. Preparation of the full PRSP

The project did not succeed to prepare the full-fledged PRSP. Despite all its effort in updating the poverty database of the Sudan, setting up the framework that will guide and monitor the process and implementation of the product; preparing the knowledge base and background information that will feed into the PRSP; and setting up a project management that will ensure wide meaningful participation in and coordination of the process, the government did not take the single most vital decision of accepting the poverty survey report that will be the foundation of the PRSP. It is not easy to explain this failure. On the one hand, the decision (or lack thereof) is not a technical project management failure. The project is comprised of civil servants who have no power over their political leader, the Minister, beyond advice and advocacy through various channels; which it did to no avail. On the other hand, the project designers could not have foreseen this black goose risk of the government hesitating about accepting results of a higher-quality poverty survey report and using them to develop a PRSP with all its ensuing advantages. Not the same government that has accepted the results of a previous less sophisticated survey and actually used the data to prepare an I-PRSP as a stepping stone to a PRSP. Yet once the project was faced by this obstacle, the Bank should have intervened with high level but cautious advocacy especially through the Development Partners' support group to persuade the minister to endorse the poverty data.

	<p><u>Output 3.1 Project management in accordance with Bank RBM principles</u></p> <p>The project acted to ensure wide participation in the management and coordination of the PRSP through the identification and installation of 26 PRSP focal points (8 federal and 18 states FPs). In workshops all of them were oriented on povrty issues and the PRSP process and the FPs led the process to identify local priorities. The institutional capacity of each FP unit was supported with a computer, a printer, a scanner and an access point. Further capacity building will be provided in M&amp;E and the use of the M&amp;E system developed with assistance from the WB. Further compliance with the RBM was pursued by the project by training 20 officials from MoFEP, project staff, federal line Ministries , Bank of Sudan and the CBS in a combined course on procurement, accounting and finance which was arranged with funding from Statistics Norway and GoS. The project complied strictly with the Bank’s guidelines on procurement, accounting and M&amp;E as reflected in the M&amp;E reports submitted regularly to the Bank (and to the steering committee) detailing activity implementation and expenditure status.</p> <p><u>Output 3.2 Appointment of Project staff and installation of office equipment</u></p> <p>The aim of project management component was to ensure smooth coordination and conduct of projects activities. To this end the project appointed a Coordinator, an accountant, a Procurement officer, an M&amp;E officer and a technical secretary, who are all MoFEP staff. All were trained in procurement, finance, M&amp;E and administration. They also participated in various training programs and study tours. Audit services were procured to prepare annual audit reports on the accounts of the PIU.</p> <p>Despite the initial frequent changes in its line of reporting within MoFEP and the shock of having to go without a project coordinator for eight months; and despite the change of staff, the overall performance of the PIU was highly satisfactory. The project was also able to maintain momentum for six months when funding from the Bank was interrupted due to sanctions. The author is not aware of any dissatisfaction of the Bank vis-à-vis implementation of recommendations and conformity with Bank’s guidelines.</p> <p>In summary, taking into consideration the success of the project in achieving all but one of its planned outputs; and that the failure to achieve the single output was not strictly due to an error in project design or implementation; and that the necessary conditions are available for speedily preparing the PRSP once the poverty data are released, it is reasonable to conclude that the project outputs are satisfactory.</p>
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### 1. Development Objective (DO) rating

DO rating (derived from updated IPR)*	Narrative assessment (indicative max length: 250 words)
3	<p>According to the 2009 poverty survey, close to half the population of the Sudan were living below the poverty line and there is no evidence to suggest that this proportion is any lower now. Despite the good intentions and declarations, there is no coherent strategy to reduce the incidence of poverty. The preparation of a full-fledged PRSP would have provided a comprehensive framework for policies and development interventions leading to poverty reduction and improved social indicators. It is unfortunate that the project came so close to, but fell short of achieving this goal.</p> <p>Irrespective of this shortcoming, the project made considerable progress in three important areas. Foremost among these is bringing to the front the issue of poverty reduction and</p>

	<p>enlightening the public, political leaders and government officials especially at state level about the development priorities of the states and the possible avenues for combating poverty especially among the rural poor, women and the youth. This capitalized on the increasing public interest in and support to programmes like youth employment and microfinance.</p> <p>Secondly, the project created a strong foundation for developing successful poverty reduction strategies and policies. It updated the evidence base with a high quality household income, consumption and expenditure survey on which to build the SPRP; and enriched the knowledge base with a number of thematic studies that will feed into the policy dialogue linked to it. On the same tangent it imparted a wealth of knowledge and technical expertise on poverty, gender, finance and management issues to a large number of federal and state governments' officers. This strong foundation is set to speed up future development of the government's poverty reduction strategy and improve pro-poor policy making.</p> <p>Thirdly, the project succeeded in building a more encompassing and participatory approach to management of complex development processes. By supporting a high level ministerial committee and a development partners' group, the project exceeded the requirement of the project document of creating the steering and the technical committees. Appointment of the state focal points effectively decentralized the ownership of the PRSP process and ensured wider and more effective participation of stakeholders in the management and monitoring of the process and the results. The development partners' group is a notable success considering its positive contribution to the PRSP inputs.</p> <p>In summary, the project's achievements in institutional and human capacity development in various government ministries and levels is a positive contribution to the country's development drive. The sooner the government is able to accept the results of the household survey, the sooner it will make use of this contribution not only to develop poverty reduction programs but also to benefit from the HIPC initiative and to access concessional funding.</p>
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## 2. Beneficiaries (add rows as needed)

Actual (A)	Planned (B)	Progress towards target (% realized) (A/B)	% of women	Category (e.g. farmers, students)
One federal, 3 zonal and 18 state workshops to review progress in IPRSP and identify PRSP priorities	22 consultation workshops for 1320 participants	100	50%	State government officials Civil society Federal ministries involved in PRSP: MoFEP, Social Security and welfare, Health, Education and International Cooperation.
In-country training	Courses on procurement, disbursement, accounting, fiduciary mangmnt, data collection, Data analysis, income and human poverty,	125%	52%	MoFEP, state ministries of finance, Federal and state CBS,

	poverty M&E, food insecurity			
	Training on questionnaire administration	100%	60%	207 CBS field staff
External training	Five External Short-terms courses on M&E, PRSP, Project management, Data analysis & spatial poverty analysis	100%	52%	Government officials: MoFEP, CBS. North Kordofan state Ministry of agric, Ministry of social security and social welfare
Workshops to discuss and approve 3 thematic papers	Workshops to present thematic papers on agriculture, institutional arrangement for poverty reduction, Private sector, education policies, governance, social protection	200%	55%	Federal government ministries, CBS, academia
Study tours	Study tours to Djeboty, Moritania and Uganda	100%	56%	Government officials: -MoFEP, Health, Social security & Welfare, State PRSP focal points.

### 3. Unanticipated or additional outcomes (add rows as needed)

Description	Type (eg. gender, climate change, social, other)	Positive or negative	Impact on project (High, Medium, Low)
The creation of state-level PRSP focal points and building their institutional and human capacities encouraged organizational changes by decentralization of decision making vis-à-vis identification of priorities and coordination of the process and monitoring PRSP implementation	Governance	Positive, strengthens ownership and sustainability	Medium
Building a strong partnership with international development partners that contributed positive add-ons to the project outputs	Partnership building	Positive, improved resource mobilization	Medium

Raising public awareness on and interest in poverty and pro-poor development strategies through the various workshops and seminars	Social	Positive, Assist in sustainability and ownership	Low
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#### 4. Lessons learned related to effectiveness (add rows as needed)

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
Technical assistance is viewed as one-off opportunities without a strategy to domesticate the added knowledge	There should be a clear strategy for transferring knowledge to government departments receiving technical assistance and that should be incorporated in the Terms of Reference of consultancies	Government/ Bank
The government hesitating to accept and publicize the results of the poverty survey.	Measures need to be taken in advance of undertaking field surveys to ensure that the results are publicized including having a binding agreement with the government to accept the conclusions of technical committees, make the survey process transparent to the public, inclusion of international partners in the steering committee and continuous strong advocacy with the government.	Government/ Bank
The participation in local and international training and study tours appears to be dominated by MoFEP and CBS	Except for highly specialized technical training (e.g. data analysis) lists of participants in training should be scrutinized in advance to ensure fair representation of all relevant institutions and prevent the same people enjoying multiple participation (except where necessary).	Government/ Bank

### C Efficiency

#### 1. Timeliness

Planned project duration – years (A) (as per PAR)	Actual implementation time – years (B) (from effectiveness for 1st disc.)	Ratio of planned and actual implementation time (A/B)	Rating*
24 months	32 months	75%	2

#### Narrative assessment (indicative max length: 250 words)

The duration of the project completion from the date of effectiveness on February 2014 to completion in December 2016 was 32 months compared with a planned period of 24 months (ratio of planned to actual implementation time of 75%). This resulted from extensions agreed by the Bank including a period of six months when the project was stripped of its staff coinciding with a period of eight months during which funding from the Bank was interrupted due to sanctions. The delay, however, did not benefit the project in terms of achieving its objective of having a full PRSP prepared.

Although the project reported implementation of activities, there was no detailed implementation time that specifies start and completion date. Nor do the M&E reports specify these dates. Two major activities that were specifically mentioned were conducting of the third round of the household survey that was delayed because of the funding crisis and the writing up of the survey report that was (and still is) put on hold awaiting release of the

survey data by the government. These delays definitely had a negative impact on the preparation of the PRSP and for other policy and diagnostic consequences. Workshops, seminars, training, study tours and acquisition of equipment were implemented at different periods. Project management cited delays in their implementation to have been due to the lengthy processes in obtaining Bank clearance

Judging by the high ratio (75%) of planned to actual implementation time, the project is rated unsatisfactory in terms of timeliness.

## 2. Resource use efficiency

Median % physical implementation of RLF outputs financed by all financiers (A) (see II.B.3)	Commitment rate (%) (B) (See table 1.C – Total commitment rate of all financiers)	Ratio of the median percentage physical implementation and commitment rate (A/B)	Rating*
N/A	N/A	N/A	4

### Narrative assessment(indicative max length: 250 words)

Despite its success in conducting a technically superior household poverty survey compared to the 2009 survey; its ability to establish a sound management system for the PRSP process, preparing the knowledge base that will inform the policies linked to poverty reduction; and enhancing its own capacity to manage the support required to produce these outputs, the project was unable to produce its single most important output: the PRSP itself. This failure is undoubtedly due to withholding the survey results by the government.

In more than one area, the project was able to produce either more or better quality outputs than budgeted for. The household survey, was highly satisfactory. It ran three rounds in different seasons. For the first time, the survey included a full module on non-communicable diseases and was coupled with a full questionnaire on gender. In conducting the survey the hundreds of CBS staff gained valuable knowledge and experience that will be assets for future CBS operations. In addition to the provision of equipment and their accessories, the investment in the training of government officials in procurement, accounting, finance and management as well as on PRSP, monitoring and evaluation has more value than the technical expertise it aimed to produce. It goes further to strengthen governance and accountability in the government. Consultants hired by the project provided needed services and undertook the preparation of three thematic papers. It is to project's credit that it took advantage of the partnership with the development partners to produce more outputs than envisaged in the project report namely the preparation of three more thematic papers and the installation of a poverty M&E system in focal points' computers; or to fund activities when Bank funds were interrupted like data analysis .

Since the project delivered outputs within the budget and the delivery of output was considerable, the project is rated as highly satisfactory in terms of efficiency in the resource use.

## 3. Cost benefit analysis

Economic Rate of Return (at appraisal)	Updated Economic Rate of Return (at completion)	Rating*
N/A		
Narrative assessment (indicative max length: 250 words)		
N/A		

#### 4. Implementation Progress (IP)

IP Rating (derived from updated IPR) *	Narrative comments (commenting specifically on those IP items that were rated Unsatisfactory or Highly Unsatisfactory, as per last IPR). (indicative max length: 500 words)
3	<p><u>Overall rating:</u> Implementation progress was overall satisfactory. This was especially so in project systems and procedures and in project execution and financing. Though overall compliance with covenants was satisfactory, there have been shortcomings with regard to the set up and continuity of the PIU.</p> <p><u>Compliance with covenants:</u> The covenants for entry into force and first disbursement were fulfilled within a period of three months. The agreement between the Bank and the Government came into force on the 3<sup>rd</sup> of October 2013 and the first disbursement was in February 2014. The project was delayed for a short period in 2015 as a result of government's decision to transfer the project coordinator and staff. The project coordinator was eventually returned and the staff replaced in November 2015 after which project activities resumed normally. Compliance with covenants is therefore considered satisfactory.</p> <p><u>Project systems and procedures:</u> the project budgeting, procurement and financial management practices were highly satisfactory and conformed to the Bank standards. The PIU adhered to Bank's rules and procedures for the procurement of goods and services and deploying consultants. The project used the International Public Sector Accounting Standards and Procedures (IPSAS) developed by the Government of Sudan with satisfactory internal controls, adequate segregation of duties in terms of authorization of transactions, record keeping system, reconciliation of Bank and petty cash; and internal audit. Audit compliance and reporting was satisfactory. The project prepared quarterly and annual progress and audit reports. Thus, the performance in the systems and procedures was satisfactory.</p> <p><u>Project execution and financing:</u> The Project execution and flow of its finance was also satisfactory. The total estimated project cost of UA 1,973,285 was committed and disbursed by the Bank . The project opened a special foreign currency (Euro) account and a local account. Although the agreement does not specify counterpart funding the government stepped in to support CBS activities when fund flow from the Bank, which was otherwise smooth, was halted due to sanctions. The project complied with the budget commitment distributed in accordance with the projects components.</p>

#### 5. Lessons learned related to efficiency

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
The government transferred the project coordinator for six months and replaced the staff	Project implementation and effectiveness require stability of the project human resources	Government
Project fund flow from the Bank was interrupted at one time due to sanctions	A contingency plan needs to be developed to ensure smooth flow of funds in cases of emergency preventing normal fund flow	The Bank

## 1. Financial sustainability

Rating*	Narrative assessment (indicative max length: 250 words)
3	<p>The project invested considerably in preparing the infrastructure for successful carrying out the processes required for preparing and launching the PRSP and other poverty reduction policies. The financial resources required to sustain this effort to fruition should not be difficult for the government to secure. As the project proved, all that is required is the political will to accept the evidence and act upon it. To mitigate the risk of jeopardizing the developmental impact of reducing the number of people below the poverty line, the government needs to adopt policy reforms. Once the reform is effected, and with the recent improvement in the geopolitical climate due to lifting of sanctions, it will be easier for Sudan to obtain funds for the implementation of poverty reduction programs.</p>

## 2. Institutional sustainability and strengthening of capacities

Rating*	Narrative assessment (indicative max length: 250 words)
2	<p>In the short term, the project's effort aimed at institution building and institutional and human capacity development will no doubt have positive impact on the preparation of the full-fledged PRSP, as long as the momentum towards this goal is maintained. In the medium to long term, however, sustainability of the results of this effort will likely face three major risks: deliberate change of institutions, rapid sizable staff turnover, and weak institutional memory in government departments.</p> <p>After setting up a system of focal points, defining their responsibilities and training them to carry these out, a political decision might be taken to scrap this setup and create a totally new one with the same or different terms of reference. Getting the new setup to learn and make the system function will require time and resources. An example could be cited in this project itself. The reorganization of the Ministry of Finance and the creation of the Ministry of International Cooperation led to the transfer of the project staff which took some time to rectify.</p> <p>Secondly with the economic pressure rising and the widening gap between earnings and expenditure, government staff are increasingly seeking better jobs outside of government or even outside of the country. Ironically, the training they get improves their chances of better employment. However, the declining employment opportunities in the traditional foreign countries (the Gulf and Saudi Arabia) might stem the tide of the brain drain.</p> <p>Thirdly, sustainability is also threatened by the inability to retain the acquired knowledge and expertise in the institutions. The staff who get trained consider their training as personal property and do little to institutionalize it. So when they leave they take the knowledge with them. A much similar program of institutional and human capacity development to this project's was supported by ADB for the preparation of the I-PRSP. Because of the instability of staff and the weak institutional memory there was need to repeat the program again.</p> <p>In summary, unless the situation described above changes, the prospects for institutional sustainability is rated unsatisfactory.</p>

## 3. Ownership and sustainability of partnerships

Rating *	Narrative assessment (indicative max length: 250 words)
3	<p>To encourage wide participation in and ownership of the PRSP the project planned and conducted 18 state level, eight federal level and three zonal meetings for explaining the PRSP process and expected result and to allow participants explore local priorities and opportunities. These meetings were attended by the political leaders, government officials, civil society and community representatives totalling more than 2000. The meetings were successful and galvanized collective will to drive the process and monitor implementation of the PRSP. Consultation seminars on the thematic papers brought in government officials, development partners, non-governmental and civil society organizations and academia who identified with the discussed issues as their own. The planned workshops for dissemination of the results of the household survey and for the validation of the PRSP would contribute in the same vein.</p> <p>The establishment of the project high-level ministerial committee and of the steering and, especially, the technical committees were also the right steps for widening the consultation on and fostering ownership of the PRSP. The innovative development partners' group added impetus to this drive. During project implementation the Steering Committee allowed intergovernmental dialogue and joint decision making. The partnership with the international development partners was very useful in so far it contributed additional outputs to the project vis-à-vis the analysis of the survey data, additional thematic papers and studies and establishment of a poverty M&amp;E system. Equally important was its ability to provide the government with advice and objective critique of the PRSP process.</p> <p>While this level of participation and prospects for ownership are satisfactory there is room for improvement. For example decentralization and delegation of tasks to state steering committees, increasing participation of women, civil society organizations and of local governments will go a long way to ensure and sustain ownership of the PRSP.</p>

#### 4. Environmental and social sustainability

Rating *	Narrative assessment (indicative max length: 250 words)
3	<p>While there is no direct link between the project and the environment, in the medium to long term the PRSP will have an impact on the environment through the agricultural and industrial policies and programs. Environmental issues have to be taken into consideration while developing these policies and programs.</p> <p>Issues of social protection and social safety nets will feature in the PRSP and poverty reduction policies. One of the thematic papers prepared during this project specifically deals with these topic and is expected to highlight how the current safety nets e.g social protection funds, zakat, microfinance and health insurance could be incorporated in the PRSP as effective poverty reduction measures.</p>

#### 5. Lessons learned related to sustainability

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
Political decisions threaten sustainability of institutions	Strog commitment by the government is required at the time of project formulation to ensure stability of those institutions established/strengthened by the project.	Government/ Bank

High staff turnover and weak institutional memory negatively impact sustainability of institutional capacity building	To safeguard against high staff turnover and ensure stability in performance, capacity development measures should cover a critical mass of the institution's staff.	Government/ Bank
PRSP management is centralized and not fully inclusive	<ul style="list-style-type: none"> <li>▪ The states should have their own steering committees within a common framework with specific tasks and should include local government representation.</li> <li>▪ Consultation and dissemination workshops should have greater representation of women and civil society organizations</li> </ul>	Government
The environment does not feature strongly in the project report	Terms of reference of poverty reduction programs should include environmental impact assessments	Government/ Bank

### III Performance of stakeholders

#### 1. Bank performance

Rating*	Narrative assessment by the Borrower on the Bank's performance, as well as any other aspects of the project (both quantitative and qualitative). See guidance note on issues to cover. (indicative max length: 250 words)
4	<p>The process for project identification was highly satisfactory. The institutional and human capacity gaps jointly identified with the government were those that critically needed to be bridged for the development of the PRSP considering the high turn-over of staff at federal level and the poor status of government institutions in the states (lack of resources, shortage of qualified staff and inadequate institutional structures). The means and interventions for capacity building were varied ranging from provision of technical assistance to provision of equipment to training, local and international courses and international study tours. The training in the preparation of the PRSP, poverty measurement and diagnosis; participation and coordination remained relevant despite the fact that similar knowledge was imparted in a previous project because of the reasons stated above.</p> <p>The project's logical framework is highly condensed to the extent of using outputs as indicators. For a project that sought to address capacity gaps, the borrower should have received guidance to translate it into an implementation-oriented plan of activities with clear output, outcomes and measurable indicators to bring accountability under greater focus. The risk analysis should have identified the interruption of funding due to sanctions and of the government hesitating about accepting the results of the poverty survey and incorporated in the project actions to mitigate them.</p> <p>The borrower expressed satisfaction with the the performance of the Bank during implementation and cited various examples for this. The Bank supported the project in all processes of procurement, disbursements; and approval/no-objection for all Contracts and M&amp;E quarterly and other reports. It organized training events in the different Bank procedures (procurement, disbursement, accounting and Management). It initiated and/or participated in regular coordination meetings with the government, stake holders and (as co-chair) the Development Partners Committee in addition to regular follow-up meetings to resolve any problems facing the project especially facilitating fund transfer from Head Quarters. In addition the Bank willingly provided advice in the preparation of necessary documents.</p>

	On the other hand the borrower expressed some concern over the long disbursement process. On balance, therefore, the Bank's performance was highly satisfactory in project identification, design, supervision and implementation follow-up.
<b>Comments to be inserted by the Bank on its own performance (both quantitative and qualitative). See guidance note on issues to cover. (indicative max length: 250 words)</b>	
<b>Key issues (related to Bank performance, max 5, add rows as needed)</b>	<b>Lessons learned</b>

## 2. Beneficiary country performance

<b>Rating*</b>	<b>Narrative assessment on the Beneficiary country performance to be inserted by the Bank (both quantitative and qualitative, depending on available information). See guidance note.(indicative max length: 250 words)</b>	
<b>Key issues (related to recipient country performance, max 5, add rows as needed)</b>	<b>Lessons learned</b>	
1. Delay in disbursements and implementation delays in general. Disbursement delays were caused by restrictions imposed by intermediary banks due to political sanctions imposed on Sudan.	A contingency plan needs to be developed to ensure smooth flow of funds in cases of emergency preventing normal fund flow. Provision for government counterpart funding should have been envisaged at project design stage.	
2. Need for continued and sustained on-the-job training to build, strengthen and provide adequate human resource for project implementation in fragile states, particularly for countries emerging from conflicts.	Staff retention was one of the greatest challenge to project implementation in Sudan. Frequent staff attrition and transfer of the project management staff impacted adversely on continuity and institutional capacity building. The Bank needs to encourage Executing agencies to attach staff to PIUs on a full-time basis. Project staff with split responsibilities outside of the PIU cannot ensure smooth implementation of project activities.	

## 3. Performance of other stakeholders

<b>Rating*</b>	<b>Narrative assessment on the performance of other stakeholders, including co-financiers, contractors and service providers. See guidance note on issues to cover. (indicative max length: 250 words)</b>
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4	<p><b>Parallel Financing:</b> During project implementation several development partners funded several extra but related activities. The government of Norway (as Statistics Norway) carried out analysis of the survey data and prepared the survey preliminary survey report for the CBS when ADB fund flow was interrupted. UN Women developed a full questionnaire of gender and the WHO a module on non-communicable diseases and will analyse the data and annex reports to the poverty survey report. FAO will analyse the survey data from a household food security perspective and provide a report. The World Bank funded the review of the I-PRSP (discussion form funded by DfID), installed and tested the poverty M&amp;E system and jointly with DfID supporting the preparation of the administrative, accounting and finance manual. The EU funded the preparation of background papers on institutional reform, education and the role of the private sector in poverty reduction.</p> <p><b>Services Providers and Contractors:</b> Performance of the services providers and consultants was satisfactory. Contracts were honoured and there was general satisfaction with performance. Overall the performance of stakeholders and service providers was highly satisfactory.</p>	
Key issues (related to performance of other stakeholders, max 5, add rows as needed)	Lessons learned (max 5)	Target audience (for lessons learned)
The development partners were highly collaborative and added significant value to the project outputs	The development partner group should be formalized as an advisory and support group for future ADB projects.	Government/ ADB

## IV Summary of key lessons learned and recommendations

### 1. Key lessons learned

Key issues (max 5, add rows as needed)	Key lessons learned	Target audience
<p><b>Relevance:</b></p> <ul style="list-style-type: none"> <li>The project's RLF makes it accountable for an impact that requires interventions that were not planned for in the project</li> </ul>	<ul style="list-style-type: none"> <li>Setting a long-term strategic programme goal as the impact result for a two-year project counters the call for project accountability for results. The RLF should specify high level outcomes for which the project is responsible but that are necessary for a long-term impact result</li> <li>The risk analysis should be more thorough and should aim to err on the</li> </ul>	<p>The Bank Government</p> <p>The Bank</p>

<ul style="list-style-type: none"> <li>▪ The risk analysis underestimated the risk of interrupted fund flow and neglected the risk of discontinuity in project management</li> <li>▪ Although capacity building is the backbone of the project, there was no capacity development plan or record of intervention outcome/impact.</li> </ul>	<p>side of caution. The analysis should specify actions to be taken in case the risk became a reality</p> <ul style="list-style-type: none"> <li>▪ Capacity development interventions should be based on a clear plan with indicators for impact assessment</li> <li>▪ Consultancy services should include domesticating the knowledge and/or experience to facilitate their sustainability in the receiving department</li> </ul>	<p>The Bank Government</p>
<p><u>Effectiveness</u></p> <ul style="list-style-type: none"> <li>▪ Technical assistance is viewed as one-off opportunities without a strategy to domesticate the added knowledge</li> <li>▪ The government hesitating to accept and publicize the results of the poverty survey</li> <li>▪ The participation in local and international training and study tours appears to be dominated by MoFEP and CBS</li> </ul>	<ul style="list-style-type: none"> <li>▪ There should be a clear strategy for transferring knowledge to government departments receiving technical assistance and that should be incorporated in the Terms of Reference of consultancies</li> <li>▪ Measures need to be taken in advance of undertaking field surveys to ensure that the results are publicized including having a binding agreement with the government to accept the conclusions of technical committees, make the survey process transparent to the public, inclusion of international partners in the steering committee and continuous strong advocacy with the government.</li> <li>▪ Except for highly specialized technical training (e.g. data analysis) lists of participants in training should be scrutinized in advance to ensure fair representation of all relevant institutions and prevent the same people enjoying multiple participation (except where necessary).</li> </ul>	<p>Government/ Bank</p> <p>Government/ Bank</p> <p>Government/ Bank</p>
<p><u>Efficiency:</u></p> <ul style="list-style-type: none"> <li>▪ The government transferred the project coordinator for six months and replaced the staff</li> <li>▪ Project fund flow from the Bank was interrupted at one time due to sanctions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Project implementation &amp; effectiveness require stability of the project human resources</li> <li>▪ A contingency plan needs to be developed to ensure smooth flow of funds in cases of emergency preventing normal fund flow</li> </ul>	<p>Government</p> <p>The Bank</p>
<p><u>Sustainability:</u></p> <ul style="list-style-type: none"> <li>▪ Political decisions threaten sustainability of institutions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strong commitment by the government is required at the time of project formulation to ensure stability of those</li> </ul>	<p>Government/ Bank</p>

<ul style="list-style-type: none"> <li>▪ High staff turnover and weak institutional memory negatively impact sustainability of institutional capacity building</li>   <li>▪ PRSP management is centralized and not fully inclusive.</li>   <li>▪ The environment does not feature strongly in the project report</li> </ul>	<p>institutions established/strengthened by the project.</p> <ul style="list-style-type: none"> <li>▪ To safeguard against high staff turnover and ensure stability in performance, capacity development measures should cover a critical mass of the institution's staff</li>   <li>▪ The states should have their own steering committees within a common framework with specific tasks and should include local government representation.</li> <li>▪ Consultation and dissemination workshops should have greater representation of women and civil society organizations</li>   <li>▪ Terms of reference of poverty reduction programs should include environmental impact assessments</li> </ul>	<p>Government /Bank</p> <p>Government</p> <p>Government /Bank</p>
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## 2. Key recommendations (with particular emphasis on ensuring sustainability of project benefits)

Key issue (max 10, add rows as needed)	Key recommendation	Responsible	Deadline
<p><u>Social services/ poverty database:</u></p> <p>The CBS has over the years conducted numerous household surveys and field research in collaboration with and support from various international organizations like UNICEF, UNFPA and ADB. It produces monthly reports on inflation that the government uses routinely. It built a considerable base of technical knowledge and expertise in these areas and to boost its credibility has established international partnerships with renowned institutions like Statistics Norway and UNICEF's Multiple Indicator Cluster Survey technical group in New York. As the country is making ready to access development funds by the development partners, it needs to enhance evidence-based programs development and that requires a credible database which in turn should be in a stronger CBS.</p>	<ul style="list-style-type: none"> <li>▪ Ensure sufficient budget allocation for the CBS to modernize its equipment and increase and train its staff making use of support opportunities by development partners.</li> <li>▪ Ensure the independence of the CBS allowing it to publish results of its field surveys as long as technical committees deem the instruments, methodologies of data collection and data analysis are proper to boost confidence in and credibility of CBS.</li> <li>▪ Support state level CBS branches to collect local data encourage local planning</li> </ul>	<p>Government</p>	<p>2018</p>
<p><u>Building &amp; sustaining capacity in Government:</u></p>		<p>Government</p>	<p>2018</p>

<p>This and many other projects supported by almost all development partners strived to build human and institutional capacities in the federal and state governments; some even in communities. It is surprising therefore, that capacity gaps continue to feature in new programs and projects. While the gaps are huge in the states and local governments, the appearance of the <i>same gaps</i> time and again point to structural weaknesses in the capacity building drive. The lack of a national capacity development strategy and rapid staff turnover will continue to be risks to sustainability of institutional and human capacities gained.</p>	<ul style="list-style-type: none"> <li>▪ Sudan should develop a comprehensive capacity building strategy that includes courses, on-line degrees, in-country and external training workshops and on the job training. The strategy should also include methods of knowledge management and domestication of expertise provided by consultants.</li> <li>▪ Pending formulation of the strategy, any capacity building program should be based on actual need and as such should give more weight to state needs. Also all programmes should be based on a clear plan with impact assessment indicators.</li> <li>▪ To sustain capacity building measures, the government should take measures to ensure retention of staff in the service vis-à-vis wages and incentives. In the short term training should target a critical mass in institutions, include more women who are less likely to leave work and should include responsibility for echo training of those staff who do not attend the original training.</li> </ul>	<p>Development Partners</p>	
<p><u>Maintain momentum to develop the PRSP</u> The Sudan needs a PRSP. It is the opportunity to make the government see the wider picture beyond fiscal measures. It provides the gate to HIPC and concessional funding for real development and the welfare of the Sudanese. It improves the image of the government and reflects its commitment to its people. The country should make use of the lessons learned in the past and move forward.</p>	<ul style="list-style-type: none"> <li>▪ Accept and release the household survey data to be the evince base for the PRSP.</li> <li>▪ Maintain and make use of the institutional structure and partnerships built to drive and coordinate the PRSP process and monitor its implementation.</li> <li>▪ Improve participation in the PRSP process by decentralizing the steering committee to state level &amp; increase representation of local government, civil society and women.</li> </ul>	<p>Government</p>	<p>Immediate</p>
<p><u>Retain project staff and Improve management</u> When the drive for the PRSP is redumed, the present project staff will be an asset due to their gained expertise and experience</p>	<ul style="list-style-type: none"> <li>▪ Strengthen capacities in results based management and result oriented report writing.</li> </ul>	<p>The Bank</p>	<p>Project resumpti on</p>

**V Overall PCR rating**

Dimensions and criteria	Rating*
<b>DIMENSION A: RELEVANCE</b>	<b>4</b>
Relevance of project development objective (II.A.1)	4
Relevance of project design (II.A.2)	4
<b>DIMENSION B: EFFECTIVENESS</b>	<b>3</b>
Development Objective (DO) (II.B.4)	3
<b>DIMENSION C: EFFICIENCY</b>	<b>3</b>
Timeliness (II.C.1)	2
Resource use efficiency (II.C.2)	4
Cost-benefit analysis (II.C.3)	--
Implementation Progress (IP) (II.C.4)	3
<b>DIMENSION D: SUSTAINABILITY</b>	<b>3.16</b>
Financial sustainability (II.D.1)	3
Institutional sustainability and strengthening of capacities (II.D.2)	2
Ownership and sustainability of partnerships (II.D.3)	3
Environmental and social sustainability (II.D.4)	3
Bank Performance (III D.1)	4
Beneficiary Country Performance (III D.2)	3
Performance of other stakeholders (III D.3)	4
<b>AVERAGE OF THE DIMENSION RATINGS</b>	<b>3.29</b>
<b>OVERALL PROJECT COMPLETION RATING</b>	<b>S</b>

## VI Acronyms and abbreviations

Acronym (add rows as needed)	Full name
ADB	African Development Bank
CSB	Central Bureau of Statistics
DfID	(British) Department for International Development
EU	European Union
FAO	Food and Agriculture Organization
FSF	Fragile State Facility
FP	(state PRSP) focal point
GoS	Government of Sudan
HIPC	Highly Indebted Poor Countries
I-PRSP	Interim Poverty Reduction Strategy Paper
MTEF	Medium Term Expenditure Framework
M&E	Monitoring and Evaluation
MoFEP	Ministry of Finance and Economic Planning
PCR	Project Completion Report
PIU	Project Implementation Unit
PRSP	Poverty Reduction Strategy Paper
RLF	Results Logica Framework
RBM	Results Based Management
SEEFs	Strategy for Enhanced Engagement in Fragile States
UN	United Nations
WFP	World Food Programme
WHO	World Health Organization

**Required attachment:** Updated Implementation Progress and Results Report (IPR) – the date should be the same as the PCR mission.