

AFRICAN DEVELOPMENT BANK GROUP



SUDAN

**DARFUR WATER PROJECT FOR CONFLICT RESOLUTION AND
PEACE BUILDING**

PROJECT COMPLETION REPORT

(PCR)

RDGE/AHWS/AWTF

September 2018

PROJECT COMPLETION REPORT FOR PUBLIC SECTOR OPERATIONS (PCR)

AFRICAN
DEVELOPMENT
BANK GROUP

I | BASIC DATA

A | Report data

Report date	Date of report:	26 th March 2017	
	Mission date (if field mission)	From: 6 th March 2017	To: 26 th March 2017

B | Responsible Bank staff

Positions	At approval	At completion
Regional Director	Gabriel NEGATU	Gabriel NEGATU
Country Manager	Abdul KAMARA	Abdul KAMARA
Sector Director	Sering JALLOW	Osward CHANDA (OIC)
Sector Manager	Akissa BAHRI	Jean Michel OSSETE
Task Manager	Peter AKARI	Franz HOLLHUBER
Alternate Task Manager		
PCR Team leader		Franz HOLLHUBER
PCR Team Members		Aramide OLAGOKE, Collins ANNOH Maureen NTEGE-WASSWA (Peer Reviewer) Hikaru SHOJI (Peer Reviewer) Yousif ELTAHIR (Peer Reviewer)

C | Project data

Project name: Darfur Water Project for Conflict Resolution and Peace Building		
Project code: P-SD-EA0-002	Instrument number(s): 5600155002701	
Project type: National	Sector: Water Supply and Sanitation	
Country: Sudan	Environmental categorization (1-3): N/A	
Processing milestones – Bank approved financing only	Key Events (Bank approved financing only)	Disbursement and closing dates (Bank approved financing only)
Date approved: 25 th January 2012	Cancelled amounts: N/A	Original disbursement deadline: 31 st January 2016

Date signed: 4 th June, 2012	Supplementary financing: N/A		Original closing date: 31 st January 2016	
Date of entry into force: 4 th June, 2012	Restructuring (specify date & amount involved): N/A		Revised (if applicable) disbursement deadline: 30 th January 2017 (1 st Extension)	
Date effective for 1st disbursement: 6 th December 2012 Amount: €329,915.00	Extensions (specify dates): 31/01/2016 – 30/01/2017 30/01/2017 – 30/04/2017 30/04/2017 – 31/12/2017 31/12/2017 – 30/06/2018		Revised (if applicable) closing date: 30 th June 2018	
Date of actual 1st disbursement: 11 th January 2013				
Financing source/instrument (add/delete rows depending on the number of financing sources):	Disbursed amount (amount, Euro):	Percentage disbursed (%):	Undisbursed amount (Euro):	Percentage undisbursed (%):
Financing source/ instrument 1:	€3,300,000.00	100%	0%	0%
Government:	€ 113,344.00	100%	0	0%
TOTAL	€3,413,344.00	100%	0	0%
Financing source/instrument (add/delete rows depending on the number of financing sources):	Committed amount (Euro):	Percentage committed (%):	Uncommitted amount (Euro):	Percentage uncommitted (%):
Financing source/ instrument 1:	€3,300,000	100%	0	0%
Government:	€ 113,344	100%	0	0%
TOTAL	€3,413,334	100%	0	0%
Co-financiers and other external partners: Government of Sudan				
Executing and implementing agency: Ministry of Water Resources, Sudan				

D Management review and comments

Report reviewed by	Name	Date reviewed	Comments
Country Manager	Raubil DUROWOUJU		
Sector Manager	Nnenna NWABUFO		
Regional Director	Gabriel NEGATU		
Sector Director	Wambui GICHURI		

A Relevance

1. Relevance of project development objective

Rating *	Narrative assessment (<i>max 250 words</i>)
4	<p>The development objective (DO) was to contribute to sustainable recovery and lasting peace in the Darfur region of Sudan through ensuring equitable access to water resources to meet all water needs in upto 20 towns towards addressing the protracted conflict, and to improve livelihoods in the three Darfur States. This was achieved through investment planning, sector capacity building, and adoption of innovative approaches to rehabilitate and extend water supply and sanitation infrastructure.</p> <p>The DO aligns with the Government of Sudan (GoS)’s development aspirations and continuous effort towards economic recovery, conflict resolution and security as enshrined in the 2005 Comprehensive Peace Agreement (CPA), and the 2011 Doha Document for Peace in Darfur (DDPD) signed by the GoS and contending parties that provide a roadmap for attaining peace in Darfur; and is also aligned to the National Development Plan (NDP) 2012- 2016 and the Interim Poverty Reduction Strategy Paper (I-PRSP) 2011-2013, that seek to promote economic growth and social development, build institutional capacity and strengthen governance. It also aligns with the Bank’s framework for development assistance - Country Briefs, CB 2011 -2013 and CB 2014 – 2016 that emphasized governance, accountability, and skills and technology development, and CB 2017 -2019 that focuses on capacity building to improving social service delivery, and agriculture for job creation and livelihoods improvement based on Bank’s high five priorities (“High 5s”).</p> <p>The DO is consistent with the country’s National Water Supply and Environmental Sanitation Policy of 2010 (yet to be approved) that ensures adequate and sustainable domestic water supply and environmental sanitation services and hygienic practices for all rural, urban and nomadic people of Sudan by 2031. It is also consistent with Sudan’s IWRM Strategy (2008) which sets out the broad principles for water resources management, and the Darfur WASH Strategic Plans (2011- 2016) that provide for delivery of rural, and to an extent, urban water supply and sanitation services, and emphasize sector institutional strengthening and capacity building.</p> <p>The project development objective is therefore assessed to be in line with Government’s development agenda and sector priorities, and Bank’s development assistance strategies to address one of the root causes of the internal conflict and achieve socio economic recovery in Darfur through equitable access to water resources, capacity building and livelihood improvement. The project development objective is deemed 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
3	<p>The overall approach to project design was based on a request, and two proposals submitted in February 2011 by the Government of Sudan for Bank assistance to help address sector needs that include absence of integrated strategic plans, inadequate human resources, inadequate institutional capacity and limited sector financing, among others, to contribute towards resolving the protracted Dafurian conflict partly due to competition over water resources. The design was guided by the Bank’s development assistance strategies, the AWF strategic framework for project preparation and support, and the Busan New Deal & Good International Practices and Engagement in Fragile States that commits development partners to (a) use peace & state building goals as foundation for progress towards the MDGs, now SDGs, (b) focus on country-led and</p>

	<p>country-owned transitions out of fragility, and (c) provide results oriented aid. The project was designed as a pilot phase intervention that involves rehabilitation, investment planning and capacity building to meet immediate water needs for up to 20 deprived towns. The medium to long term goal is to use the outcome of this pilot phase to secure and leverage up to USD100 million for investment projects for the expansion of water systems to meet emerging priorities.</p> <p>Specifically, the project was designed to (a) facilitate preparation of long term investment plans for 15 to 20 towns in the Darfur Region, (b) implement priority works to rehabilitate or newly construct water supply and sanitation infrastructure in up to six (6) selected communities to fully meet competing needs, improve health, and (c) strengthen the capacity of public and private sector institutions at the national, state and local levels to sustainably manage their water resources and effectively deliver water and sanitation infrastructure and services. The areas of intervention are deemed crucial to partly address issues relating to inadequate water supply and sanitation access and sector institutional capacity limitations, and the limited sector financing mainly due to debt related sanctions imposed on Sudan. However, given the situation in Darfur with a population of over 4 million, and the expressed need to help resolve the conflict due to competition over water resources, the project scope is considered limited and rather demonstrative, particularly as the investments are necessarily small and strategic.</p> <p>The project design provided for implementation arrangements involving use of (a) technical assistance and consultancies for design and construction supervision, (b) NGOs for community sensitization and hygiene promotion activities, (c) Public Water Corporation (PWC) and State Water Corporations to provide project management services, (d) local government authorities to facilitate community level activities, and (e) private sector to deliver goods and services, thereby further strengthening local capacity and imbuing a sense of ownership.</p> <p>The design was also intended to ultimately stimulate and support efforts towards recovery of water based livelihoods, and to promote return or resettlement of Internally Displaced Persons (IDPs) to the towns. The relevance of project design is therefore deemed to be satisfactory within the context of peace building and livelihoods improvement.</p>
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3. Lessons learned related to relevance

Key issues <i>max 5, add rows as needed)</i>	Lessons learned	Target audience
Definition of Project Development Objective, Design and Implementation Logic	Clear definition of project development objective, design and implementation logic, while adequately identifying and addressing related implementation risks in fragile situations facilitate timely project delivery and achievement of intended results and outcomes. In the case of the Darfur Water Project, achievement of results in some of the selected beneficiary communities for priority works met with challenges due to the apparent inability to fully anticipate the risks associated with security and accessibility.	AfDB, AWF and GoS
Project Mainstreaming	Mainstreaming of project implementation supports effort to build and strengthen institutional capacity. The Darfur Water Project was executed by the Ministry of Water Resources through PIUs comprising of the PWC at the national level, and the SWCs at the state level. The arrangement fostered a sense of institutional leadership and ownership, and supported effort to build project implementation capacity of the respective institutions.	AfDB, AWF and GoS
Involvement of Local Authorities	Inadequate involvement of local authorities could adversely affect implementation progress and derail achievement of project objectives. The limited and untimely involvement of local authorities (Mahalias) in project implementation affected timely achievement of project results, as their early participation and support could have ensured rapid and appropriate resolution to avert implementation delays due to issues of accessibility and insecurity.	AfDB, AWF, GoS SWCs, Mahalias

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 purpose of the project was to contribute to peace building and conflict resolution by addressing one of the root causes of conflict in the Darfur region, i.e. competition of communities over scarce water resources through improved access to water supply and sanitation services, and providing opportunity for livelihoods improvement in selected urban and peri-urban communities. The project components were:</p> <p>(a) Investment planning to meet longer term needs. The plans were intended to leverage medium to long term sector investment financing (up to USD100 million) for 15 to 20 towns in the Darfur Region within the context of economic recovery and development. Related activities included selection of towns, undertaking technical, socio economic and environmental studies, preparation of preliminary designs and costing, and investment and implementation plans, including resource mobilization;</p> <p>(b) Priority works design and implementation. The works involved rehabilitation and or construction of water supply and sanitation infrastructure in up to six (6) selected communities to fully meet the needs of up to 750,000 residents, pastoralists and nomads thereby contributing to address the conflict over water supply and undercurrents of fragility. Related activities included selection of towns, engineering investigations, scoping of priority works, detailed engineering designs and tender documentation, procurement of works, and adoption, testing and documentation of innovative technologies;</p> <p>(c) Capacity building of institutions and communities. Involved strengthening and building the capacity of Darfur State Water Corporation and communities to sustainably manage their water resources and effectively deliver water and sanitation infrastructure and services through training and awareness creation, and improvement of learning and network platforms. The fragility situation has resulted in reduced numbers of skilled and unskilled labour and know how at the state and local levels which the component sought to address.</p> <p>The components were implemented as pilot interventions to leverage adequate investment financing for rehabilitation and expansion of water and sanitation infrastructure to meet medium to long term emerging needs, thereby contributing to resolve one of the root causes of the conflict in Darfur and improving livelihoods. Preparation of the investment and implementation plans is yet to leverage the needed financial resources through round table conferences for funds mobilization. The donors’ round table is scheduled for May 2018. The Implementation of priority works has resulted in improved access to water supply and health in the selected communities. The works have also contributed to improved implementation capacity of national and state level institutions; and in addition have provided job opportunities for local actors, including private businesses and individuals to provide goods and services.</p> <p>The capacity building initiatives have resulted in institutional strengthening of national, state and local level entities. Training of SWC technical and managerial staff to better perform their functions relating to planning, operation and maintenance, and revenue collection, financial management, etc., of town water supply and sanitation infrastructure; and the sensitization and education of communities to be better equipped to manage their water resources and adapt to climate change are laudable and support achievement of the project development objective.</p>

2. Outcome reporting

Outcome indicators (as per RLF; add more rows as needed)	Baseline value (2012)	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)
<p>OUTCOME 1: Financing of \$50 to \$100 million mobilised to implement the planned investments.</p> <p>Indicator: Percentage of total planned investments mobilized.</p>	NA	0%	90%	0%	A donors' round table will be organized and held in May 2018.	No
<p>OUTCOME 2: Increased access to water and sanitation for domestic and livelihood purposes, and improved health, for up to 750,000 people in the towns</p> <p>Indicator: Percentage of people in the towns with access to water and sanitation</p>	<20%	60%	90%	70%	Almost all the water supply priority works are fully completed and commissioned to supply water to meet the community needs. Hygiene promotion and sensitization have been carried out in all beneficiary communities to reach the expected target population.	Yes
<p>OUTCOME 3: Strong functioning water institutions at state, town and community levels effectively delivering water and sanitation services to the residents of the towns and the nomadic people.</p> <p>Indicator: Percentage of planned staff in place at SWC</p>	40%	60%	90%	66%	The five (5) SWCs do not have the full complement of planned technical and managerial staff at all levels. Reportedly, some district offices are managed by unskilled staff like security personnel.	Yes

Rating* (see IPR methodology)	Narrative assessment
2	The project outcomes have not been fully achieved, given the little or no financing mobilized for medium to long term sector investments in Darfur; and the limited number of planned staff at post in the State Water Corporations. The project has not supported recruitment and salary payments with incentives of additional professional staff. Recent studies suggest that SWC professional staff are only about 30% of the total staff employed. SWC district offices are sometimes managed by security personnel due to the absence of professional staff. Average progress towards target is about 49%.

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 (Yes/No)
1. Approval of Inception report	100%	100%	100%	Hydroplan – a German consulting firm was recruited to prepare the investment and implementation plans. The Inception Report for the assignment was submitted and approved by month 3.	No
2. Investment plans validated	125%	100%	100%	Investment plans were validated by month 19. Implementation was done for 25 towns, instead of the 15 to 20 towns envisaged at appraisal. The plans currently cover about 2,172,669 inhabitants or 23 % of the total population of the Darfur Region.	No
3. Donors' roundtables held	0%	100%	0%	One roundtable to be held in May 2018.	No
4. Number of new or rehabilitation works	70%	100%	70%	Most of the works initially planned were carried out satisfactorily. Five (5) wells instead of (12) boreholes were provided to meet needs. In addition, twenty four (24) animal watering troughs were installed to meet the needs of	Yes
	Rehabilitation of 5 wells 10 water yards Nil 3 hafirs Nil	Rehabilitation of: 12 boreholes 12 water yards 24 handpumps 6 hafirs 3 small dams	42% 83% 0% 50% 0%		

	Construction of: 50,000km 500 28	Construction of: 30,000 km pipes 700 HH latrines 30 public latrines	167% 71% 93%	pastoralists which were not planned at appraisal. No dams and hand pumps were installed as project implementation was reprioritized based on cost and need.	
5. Number of SWC managerial staff successfully completing training courses at PWCT	20	30	67%	Number of staff at appraisal had reduced due to attrition.	No
6. Number of SWC technical staff successfully completing training courses at PWCT	30	50	60%	SWCs do not have the full complement of technical staff to be trained due to staff attrition and inability to recruit additional staff.	No
7. Percentage of community, household or small scale farmer capacity building activities delivered	90%	90%	100%		No
8. Percentage gender and social equity (GSE) training delivered	90	90%	100%		No
9. Number of private enterprises supported and trained	90%	90%	100%		No
10. Per capita water use	50% as planned	As planned	50%		Yes
11. Drought preparedness plans	100%	100%	100%		No
12. Number of workshops held	3	3	100%		No
Rating* (see IPR methodology)	Narrative assessment				
3	The outputs were successfully achieved and satisfactorily. Additional two (2) states established after appraisal were included for investment planning. Towns for priority developments were selected in agreement with the Darfur state governments and the newly established Darfur Regional Authority, based on need. The works were also prioritized based on community needs and cost of implementation. Average progress towards targets is about 78%.				

4. Development Objective (DO) rating

DO rating (derived from updated IPR)*	Narrative assessment (indicative max length: 250 words)
3	The development objective of the project was relevant and aligned with the development objectives and sector priorities of the Government of Sudan and the five states of Darfur. The design of the project supported preparation of investment plans to leverage long term sector financing, and to implement priority works towards meeting the needs of residents, pastoralists and nomads, thereby contributing to address some of the undercurrents of fragility and conflict. The capacity building initiatives have resulted in training of technical and managerial staff of the SWC, and have empowered communities to better protect their water resources, and adapt to climate change. The outcome indicators were unsatisfactorily achieved as long term investments are yet to be mobilized. The output indicators were satisfactorily achieved. The overall development objective rating is deemed satisfactory.

5. Beneficiaries (add rows as needed)

	Actual (A)	Planned (B)	Progress towards target (% realized) (A/B)	% of women	Category (eg. farmers, students)
Beneficiaries in communities comprising sedentary farmers, pastoralist, nomads, etc., participating in project implementation.	25 participating towns	20 participating towns	125%	46%	Residents, including students, retired public servants, children, women, returnees, etc.
Public sector professionals, consultants, contractors and businesses benefitting from project related interventions	PWC, five (5) SWCs, Ministry of Water Resources, Local Authorities, consultants, contractors and water supply and sanitation service providers and businesses	100%	75%	25% of women	Public sector professionals, including managerial and technical staff, consultants, contractors and businesses benefitting from project related interventions
Development partners benefitting from investment plans through roundtable conferences for investment opportunities and support.	Same investment levels.	Increased investments levels by 2018.	0%	NA	Donor community, including WB, AfDB, EU, IsDB, WB, etc.

6. 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)
Two additional Darfur states, East and Central Darfur were created after the onset of the project. The project implementation units (PIUs) however remained unchanged, i.e., three (3) as the new states were merged with the existing ones: (a) North Darfur, (b) South and East Darfur, and (c) West and central Darfur for implementation purposes. The situation allowed the more representation and engagement at the state and local levels, particularly with local authorities and communities. In addition, establishment of the Darfur Regional Authority to coordinate the five regional states also provided opportunity for engagement and support at the regional level.	Social	Positive	Medium

The number of selected towns for investment planning increased from a maximum of 20 to 25, to accommodate the interest and aspirations of the two (2) additional states.	Social and Economic	Positive	Low
Despite the large quantities of water impounded through provision of dams, the anticipated rehabilitation of the three (3) to meet the needs of a large number of people as proposed at appraisal could not be done due to excessive costs. The budget was reallocated to finance other infrastructure types.	Social and Economic	Negative	Medium
Twenty four (24) animal watering troughs were provided as part of project intervention to meet the needs of pastoralists.	Social and Economic	Positive	High

7. Lessons learned related to effectiveness (add rows as needed)

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
Inadequate preparatory and feasibility studies	Preparatory and feasibility studies enable adequate definition of project scope and intervention logic as well as realistic costing to facilitate implementation and achievement of project outcomes. The Darfur Water Project was appraised without adequate preparatory and feasibility studies, given the fragile situation regarding continuous conflict and insecurity. The Darfur war economy and insecurity pose challenges for works contracts. Proposed works like small dams rehabilitation and borehole drilling could not be carried out due to their location and challenges with accessibility, and high cost implications. This could have been addressed with adequate feasibility studies, realistic cost estimation with price contingencies, risk and impact assessments.	GoS
Project implementation strategy	Adoption of a strategy to engage key implementing partners to support the Executing Agency in project execution is vital and facilitates and guides implementation to achieve desired results. The project was designed to be implemented by the PWC as a national level PIU for the Ministry of Water Resources as Executing Agency, and three (3) PIUs established within the SWCs at the state level. The PIUs were to be supported by NGOs and private companies in project implementation at the community level. While community development is under the oversight responsibility of local authorities (Mahalias), it appears the implementation approach adopted did not encourage their active participation and therefore did not take full advantage of their authority and presence to resolve security related issues and facilitate implementation.	GoS
The Lack of clear water policy and no/limited application of the IWRM approach at catchment level in Darfur.	Government needs to develop water policies that better define and enforce IWRM.	GoS SWCs

C Efficiency

1. Timeliness

Planned project duration – years (A) (as per PAR)	Actual implementation time – years (B) (from effectiveness for 1 st disbursement)	Ratio of planned and actual implementation time (A/B)	Rating*
38 months (3 years and 2 months)	66 months (5 years and 6 months)	57 %	1
Narrative assessment (indicative max length: 250 words)			
<p>The project was declared effective for first disbursement in December 2012, and was originally to be closed on January 31, 2016 but was extended to June 30, 2018 after two previous extensions. The implementation period was about 5.6 years, instead of the 3.2 years envisaged at appraisal. Despite Grant agreement signing and entry into force in June 2012 (about four and a half months after project approval in January 2012), the inability to meet all relevant conditions for effectiveness resulted in avoidable delays and therefore untimely project commencement until after the effective date of December 2012. The EA together with the national and state level PIUs, and under the oversight and advice of the Project Steering Committee (PSC) procured and concluded a contract in June 2014 (1.5 years after effectiveness) with Hydroplan GmbH (a German Consulting Firm) for TA services (investment planning), and three civil works contracts in October 2014 (1.8 years after effectiveness) for the priority works in nine (9) towns. Design and construction supervision services were provided by the SWCs with MWR and TA (individual consultant) assistance.</p> <p>Suspension of the operating license of Overseas Financial Assets Control (OFAC) from September 2014 to January 2016 (16 months duration) due to imposed sanctions adversely affected project implementation, as all disbursements were stopped. Effectively, the project was implemented over 50 months, i.e., 1 year beyond the planned duration at appraisal. Timeliness of project delivery is however assessed to be unsatisfactory.</p>			

2. Resource use efficiency

Median % physical implementation of RLF outputs financed by all financiers (A) (see 3 II.B.3)	Commitment rate (%) (B) (See table 1.C – Total commitment rate of all financiers)	Ratio of planned and actual implementation time (A/B)	Rating*
89%	100%	0.89	3
Narrative assessment (indicative max length: 250 words)			
<p>100% of the AWF grant was committed and disbursed together with 100% of Government of Sudan contribution for operational expenses totaling €113,344.00 as estimated at appraisal. In spite of the implementation delays, the project achieved significant success in physical outputs and outcomes, particularly with regard to preparation of the investment plans for 25 towns instead of maximum 20 towns; construction/rehabilitation of water supply and sanitation facilities in 9 instead of maximum 6 towns, including installation of over 50,000 km instead of 30,000 km pipelines envisaged at appraisal.</p> <p>The median % physical implementation considers the outputs in the LFA related to the 12 key activities that were to be implemented based on the commitments made. Given a median % physical implementation and commitment ratio of 0.89, the rating of resource use efficiency is considered satisfactory.</p>			

3. Cost benefit analysis

Economic Rate of Return (at appraisal)	Updated Economic Rate of Return (at completion)	Rating*
N/A	N/A	N/A
Narrative assessment (indicative max length: 250 words)		
<p>Analysis of economic rate of return was not considered in the PAR and hence no indicators were provided as it was not a requirement at appraisal. However, given achievement of the project objective to provide needed infrastructure, through priority works and investment planning for future works to address the problem of social unrest and conflict over scares water resources, and to stimulate return of internally and externally displaced persons, together with opportunities to create jobs and improve livelihoods, the project has been beneficial and cost effective.</p>		

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>The AWF undertook a number of missions to launch and supervise in the five and a half years of project implementation. The project did not undergo mid-term review but benefited from close AWF supervision supported by the Sudan Country Office. The first mission was undertaken in November 2012 to launch the project, about ten months after approval and five months after signing. The mission noted implementation issues relating to (a) creation of two additional states to increase the number to states to five, instead of three at appraisal, (b) establishment of Darfur Regional Authority (DRA) with powers over the states, and (c) security and made recommendations for redress together with Government of Sudan.</p> <p>The second mission in March 2013 supervised the project and also reached agreements on implementation arrangements restructuring regarding (a) use of State Water Corporations (SWCs), instead of a consulting firm to undertake the assessments, design and construction supervision for the priority works, supported by the MWRE and TA; and (b) use of state WES (Water, Sanitation and Hygiene) established with UNICEF support, to implement community sensitization and capacity building aspects of the project, instead of NGOs as envisaged at appraisal.</p> <p>Contracts were concluded in June 2014 with Hydroplan GmbH for TA services for investment planning, and with three national contractors in October 2014 for the priority works. The TA service commenced in October 2014 with submission of their Inception Report in March 2015. After contract extension to May 2016, TA services could be concluded with submission of the draft Investment Plans and various reports by September 2016, and finalization of the Plans by April 2017, after a validation workshop in October 2016. Most of the civil works were completed by October 2016. All contracts were faced with issues of delayed payments by the Client (EA) and sometimes by the Bank for direct payments.</p> <p>Subsequent missions addressed implementation issues, including procurement, disbursement and reporting delays, and insufficient security provided by UNAMID. In particular, due to sanctions imposed on Overseas Financial Assets Control (OFAC), their operating license was suspended from September 2014 to January 2016 (16 months duration) thereby adversely affecting project implementation, as all disbursements were stopped. Most other issues did not affect timely delivery of expected project outputs.</p>

5. Lessons learned related to efficiency

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
Capacity enhancement of public institutions	<p>Training and skills development to build the technical and managerial capacity of implementing public institutions supports mainstreaming of project implementation.</p> <p>The Darfur Water Project provided technical assistance and opportunity for on-the job training for SWC staff who performed the technical assessments, design and construction supervision of the priority works. This strengthened their technical and managerial skills for project implementation.</p>	AfDB/ AWF/ GoS/ SWCs
Clear definition of institutional roles and responsibilities	<p>Clear definition of roles and responsibilities of implementing institutions facilitates efficient and timely delivery of project outputs.</p> <p>The Darfur Water Project suffered from unclear delineation of roles and responsibilities among the PWC, SWC and Mahalias for delivery of water and sanitation infrastructure in rural and peri urban communities. Roles and responsibilities appear to be fragmented among the institutions.</p>	GoS/ SWCs/ Mahalias
Delayed payments	<p>Delayed payments to consultants and contractors negatively affect timeliness of project implementation. The contract for investment planning had to be extended due to payment delays causing several months slippage. Similarly, delayed payments to the national contractors also delayed works progress. The implementation delays were partly caused by disbursement delays due to the suspension of the license of OFAC license.</p>	AfDB GoS UNAMID
Continuous conflicts in the Darfur region	<p>Continuous conflicts in the region result in (a) security concerns and reduce donor confidence and interest to fund large scale infrastructure projects, and (b) do not facilitate accessibility. UNAMID capabilities could be utilized to provide the necessary security. The use of local consultants and contractors with a track record of working in the area may be desirable.</p>	AfDB GoS UNAMID

1. Financial sustainability

Rating*	Narrative assessment (indicative max length: 250 words)
3	<p>The financial sustainability of the project was premised on the outcomes of the priority works and capacity building, and institutional strengthening support provided to the SWCs to enable them better operate and maintain water supply and sanitation infrastructure. Staff were provided training to build their technical and managerial skills for billing and revenue collection, operation and maintenance, and improved performance. Communities were trained to be directly responsible for managing their water resources and ensuring O&M.</p> <p>In view of the training received, the SWCs reviewed tariff structure and tariffs to cover at least operation and maintenance costs of systems. In addition, SWCs have already made investments to increase the customer and revenue base. It is expected that the positive measures taken by the SWC will enable sustainable operation and maintenance of the facilities.</p>

2. Institutional sustainability and strengthening of capacities

Rating*	Narrative assessment (indicative max length: 250 words)
2	<p>The project provided for a comprehensive Training and Capacity Building Program to strengthen the institutional capacity of the three (now five) State Water Corporation, other public institutions and beneficiary communities in Darfur to better provide and manage water supply and sanitation infrastructure and services in a sustainable manner. Support was also provided to deliver the needed logistics to facilitate the work of public institutions.</p> <p>Training of public institutions targeted 20 managers and 30 technical staff, instead of 30 managers and 50 technical staff envisaged at appraisal; and focused on sustainable water resources management with emphasis on peace building, water/natural resources based conflicts and related resolution issues for the managers, and investment planning, engineering design, financial management, revenue collection, water resources management, supervision of works, operation & maintenance and community based management systems for the technical staff. Training of the nine (9) beneficiary communities focused on operation and maintenance, and hygiene promotion to ensure their effective participation in the sustainable operation and maintenance of their facilities, protection of their water resources and their public and environmental health.</p> <p>The above notwithstanding, the available SWC staff were provided with technical support by the MWR and Technical Assistance for design and construction supervision services thereby benefitting from on the job training and coaching to strengthen their capacity. However, while the forgoing demonstrates effort towards institutional sustainability and capacity strengthening, the lack of adequate numbers of SWC managerial and technical staff due to attrition and inability to recruit additional staff to fill vacancies is a major concern, particularly given the increased number of SWCs from three (3) at appraisal to five (5) on project completion.</p>

3. Ownership and sustainability of partnerships

Rating*	Narrative assessment (indicative max length: 250 words)
3	<p>Community participation was encouraged to ensure project sustainability and ownership at the local level. For example, with the development of hafirs or water yards, beneficiary communities were directly involved in the construction works which provided the opportunity to be well informed and foster a sense of ownership. Training and mentoring, and engagement of the SWCs for design and construction supervision of the priority works imbibed a sense of ownership at the state level, and a sense of responsibility for sustainable operation and maintenance of facilities, on behalf of the beneficiary communities. The above notwithstanding, there is no clarity on assets ownership.</p> <p>A recent survey conducted on willingness to pay and affordability of the improved services by beneficiaries provided positive conclusions on community acceptance of application and collection of tariffs towards sustainable operation of their water supply and sanitation infrastructure for their collective good.</p> <p>Through the project, partnership arrangements have been established between national, regional, state and local public and private actors, on one part, and donors, including the AfDB on the other which need to be sustained. This is achievable through periodic sector workshops organized by key institutions at the national and state levels, and round table conferences with donors.</p>

4. Environmental and social sustainability

Rating*	Narrative assessment (indicative max length: 250 words)
3	<p>The technical approach to the project included the delivery of water quantity and quality monitoring equipment and relevant training programs to ensure capacity is built for better monitoring and management of available water resources in a sustainable manner.</p> <p>Inclusion of hydro-geological investigations and drilling programs in the investment plans, and where groundwater resources are inadequate, the effort to manage demand by adopting demand side efficiency measures like water conservation and reuse, and actions that include environmental protection, groundwater recharge, river/stream erosion protection, and preparation of drought mitigation plans are laudable and provide safeguards against environmental ill health and adverse social impacts to improve livelihoods.</p> <p>Furthermore, the project provided job opportunities to private sector companies that engaged local artisans and unskilled labour for the works. The priority works have also helped in resolving water related issues and allowed Internally Displaced Persons (IDPs) to return to be part of the development of their communities. These actions and outcomes therefore ensure the environmental and social sustainability of the project.</p>

5. Lessons learned related to sustainability

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
Cost recovery	Emphasis should be placed on need for measures to recover at least the cost of operation and maintenance for sustainable operations of facilities. This can be achieved by adopting the right tariffs with incentives for payment, and mechanisms for billing and revenue collection.	AfDB GoS SWCs Mahalias Communities

Capacity building and asset ownership	Institutional strengthening and capacity building initiatives are necessary to equip both public and private sector entities to sustainably deliver, operate and maintain water supply and sanitation infrastructure. Community awareness campaigns help to increase sense of ownership and ensure their full participation. Clarity on asset ownership is essential for sustainable operation and maintenance.	AfDB GoS SWCs Mahalias Communities
Environmental and social protection	Effective measures for water resources management, and protection of public and environmental health with opportunities for job creation to improve livelihoods contribute to achieve environmental and social sustainability.	GoS SWCs Mahalias Communities

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)	
3	<p>The Bank, represented by the AWF and the Sudan Country Office were actively involved in the project from preparation and appraisal through to implementation and closure. The Bank/AWF performance at various stages of the project cycle is presented as follows:</p> <ol style="list-style-type: none"> 1. AWF worked closely with the MWR and SWCs during project preparation and appraisal, and provided opportunity for MWR and SWCs to appreciate the Bank/AWF operational strategy and procedures. 2. The close engagement and timely responses from Bank/AWF facilitated satisfactory accomplishment of project appraisal, approval and effectiveness for first disbursement. 3. The Bank/AWF agreement to mainstream design and construction supervision within the SWCs, and community sensitization and training within the state level WES are appreciable. 4. The Bank/AWF support and participation with regard to project supervision and progress monitoring and participation in key validation workshops and meetings with the assistance of UNAMID are considered satisfactory. 5. The inability of the Bank/AWF to organize a Mid-Term Review and delays in providing AWF/Bank's No Objection to some requests by the EA together with delayed processing of disbursement applications, and the delayed receipt of disbursed funds to the project special account due to the imposed sanctions had adverse impact on implementation progress and therefore untimely delivery of related outputs. <p>The guidance provided on Bank/AWF procedures and control to ensure compliance with procurement, disbursement and financial management requirements was laudable. Bank performance is deemed satisfactory as the bank was committed from project inception to completion.</p>	
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)		
The assessment is acceptable and generally reflects the nature of the relationship between the Bank/AWF and the Executing Agency. However, the Bank/AWF could have been more proactive by engaging local consultants to help with supervision of works in the more insecure areas and reporting to meet requirements.		
Key issues (related to Bank performance, max 5, add rows as needed)	Lessons learned	
	Public institutions have the proven ability to implement water supply and sanitation projects in within a fragile context like in Darfur. The Bank agreed with MWR to mainstream project	

Mainstreaming of key project activities	activities, and to adopt Bank standard procurement and fiduciary procedures for implementation, instead of the special Fragile State Facility (FSF) guidelines and provisions for project implementation. The Bank/AWF's decision was based on the Government request for mainstreaming as use of specialised UN Agencies and consulting companies was deemed unsustainable, and does not necessarily support institutional capacity building.
Delayed disbursement of funds	Delayed disbursements unduly affect implementation progress. Under the project, disbursements were partly delayed due to sanctions that negatively affected payments for works and services, and resulted in Bank extension of the project due date. The last disbursement took over a year to reach the special account due to the impose sanctions.
Project monitoring	Project progress reporting is essential to monitor implementation progress and contribute to achieve efficiency and effectiveness, particularly for transition countries. Progress reporting under the project was woefully inadequate. Reports submitted had issues with quality and timeliness, and hardly followed Bank approved formats.

2. Borrower performance

Rating*	Narrative assessment on the Borrower performance to be inserted by the Bank (both quantitative and qualitative, depending on available information). See guidance note. (indicative max length: 250 words)	
3	<p>The GoS and MWR (through the PWC) acted as Recipient and Executing Agency (EA), respectively for the project. The MWR was therefore responsible for project management, and made cash and in-kind contributions to the project budget, and provided technical support as necessary. The MWR (PWC) was supported by the SWCs for implementation at the state level. The following presents the performance assessment of the MWR:</p> <ol style="list-style-type: none"> 1. The MWR, acting through the PWC and the SWCs had a good appreciation of Bank/AWF operational procedures that enabled them to satisfactorily comply with the requirements of the Grant Agreement with respect to procurement, disbursement and financial management. 2. Effort by PWC to ensure early start up after grant signing and to facilitate processes leading to grant effectiveness and project commencement including opening of the Special Account and establishment of the Project Steering Committee (PSC) was laudable. 3. While project implementation was carried out within the context and requirements of the PAR and Grant Agreement, implementation progress reporting were irregular and untimely, and lacked the needed content and quality. 4. The technical and administrative support provided by the national level technical departments and units of the MWR as envisaged in the PAR were generally adequate, despite the high security risks and fragility in Darfur. <p>The MWR performance with regard to procurement and financial management was generally satisfactory. All contracts were adequately procured following approved procurement methods.</p>	
Key issues (related to Borrower performance, max 5, add rows as needed)	Lessons learned	
Delivery of project outputs within fragility context	<p>Commitment to deliver project outputs in spite of implementation challenges including payment delays, facilitate project implementation in a fragile context.</p> <p>PWC and the SWCs showed a lot of commitment to the project and provided various services under trying conditions. For example, after three attempts to launch and procure vehicles for supervision and monitoring, the PWC agreed with the Bank/AWF to use part of the available budget to rent vehicles for the purpose, and to reallocate the rest (about 60%) to finance other project related activities at the community level. Based on the commitment of the PWC, civil works contractors agreed to execute and complete the priority works in spite of several months delayed payments, given their commitment and appreciation of the fragility situation in Darfur.</p>	
Participation of local authorities in project implementation.	<p>Awareness and active participation of local authorities in project implementation facilitates delivery and achievement of project success.</p>	

3. Performance of other stakeholders

Rating*	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)	
4	<p>The performance of the other stakeholders was generally satisfactory. The service providers and contractors delivered good quality infrastructure and on time. The delivered infrastructure are capable of providing the services for which they were intended except for the rehabilitation works in Maleit Town, North Darfur State, where the boreholes drilled need additional pumping facilities to supply water. This requires additional funding which yet to be secured.</p> <p>Other donors, including UNICEF provided support to facilitate state level performance of the WES units. Communities' performance through their commitment and engagement in the project cycle was also commendable. They demonstrated a high sense of ownership of the schemes through their active participation during implementation, and are committed to protect and maintain the facilities as they ensure that water points are well managed and payments made for services</p>	
Key issues (related to performance of other stakeholders, max 5, add rows as needed)	Lessons learned (max 5)	Target audience (for lessons learned)
Technological choice	Ensuring that hydrological surveys are properly carried out to help determine borehole location and yield through testing, is most effective to avoid excessive costs due to borehole drilling failures, and implementation delays.	Bank/AWF GoS
Contractor competence	Contractor competence is essential to successful execution of civil works contracts. The civil works contractors under the project were competitively selected based on their proven competence, and were able to complete the works timeously, in spite of delayed payments.	Bank/AWF GoS

IV Summary of key lessons learned and recommendations

1. Key lessons learned

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
Flexibility to adjust project design during implementation in a fragility context	Ability to adjust project design during implementation in a fragility context is crucial. Generally, within the Darfur fragility context, limited information could be made available at appraisal. The volatile political context resulted in the creation of two (2) additional states thereby increasing the number of SWCs to five (5) with increasing needs and demand on project resources. Additional needs were also identified to cater for animal watering, etc. These could be addressed through realignment of the project design during implementation.	AfDB/AWF
Delayed disbursements due to sanctions	Despite OFAC license suspension, the project was still completed timeously and efficiently as the TA consultants and contractors agreed to complete their services, while awaiting payment.	GoS AfDB/AWF

Mainstreaming of project activities	Public institutions have ability to implement water supply and sanitation projects in a fragile context when given the opportunity.	GoS AfDB/AWF
Security and accessibility	The inability of the Bank/AWF and other staff to undertake site visits to some of the towns during supervision missions was due to insecurity and challenges with accessibility, despite the availability and support provided by UNAMID. Local consultants could have been used for site supervision.	AfDB/AWF GoS UNAMID

2. Key recommendations (with particular emphasis on ensuring sustainability of project benefits)

Key issue (max 10, add rows as needed)	Key recommendation	Responsible	Deadline
Water resources assessment and monitoring in Darfur region	Need to augment available data on surface and groundwater resources, through hydrological and hydrogeological studies to enable adequate development of infrastructure to meet water supply needs, particularly during the dry season. This, together with catchment protection works to improve quantity and quality of water resources, provision of facilities for continuous monitoring of water resources are necessary to inform development and implementation of water supply and sanitation programs.	GoS	2018/2019
Project Objective and Investment Planning	On the overall, the project achieved its desired objective and outcomes within the relatively limited available resources in comparison to overall needs. This should inspire donor confidence and support to participate in implementing the investment plans. As the needs are enormous, in the light of the fragility situation in Darfur, donors need to extend support to the Government of Sudan to make medium to long term sector investments towards recovery and development.	AfDB GoS Donors	2019
Institutional strengthening and Capacity building	Institutional strengthening and capacity building should be an integral part of any recovery and development effort in Darfur, and should include training and logistic support of public and private sector entities at the national, state and local levels. Projects could be mainstreamed as capacity of national and state actors are built to facilitate implementation.	AfDB GoS Donors	
Knowledge Management	Support need to be provided by Bank/AWF to document experiences made in implementing the Darfur Water Project guide implementation of future projects in the context of fragility.	AfDB GoS Donors	2018 /19

Dimensions and criteria	Rating*
DIMENSION A: RELEVANCE	
Relevance of project development objective (II.A.1)	4
Relevance of project design (II.A.2)	3
DIMENSION B: EFFECTIVENESS	
Development Objective (DO) (II.B.4)	3
DIMENSION C: EFFICIENCY	
Timeliness (II.C.1)	1
Resource use efficiency (II.C.2)	3
Cost-benefit analysis (II.C.3)	N/A
Implementation Progress (IP) (II.C.4)	3
DIMENSION D: SUSTAINABILITY	
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
AVERAGE OF THE DIMENSION RATINGS	2.8
OVERALL PROJECT COMPLETION RATING	S

Acronym (add rows as needed)	Full name
AfDB	African Development Bank
AWF	African Water Facility
CB	Country Brief
CPA	Comprehensive Peace Agreement
Gov't	Government
DDPD	Doha Document for Peace in Darfur
DRA	Darfur Regional Authority
DWSU	Drinking Water and Sanitation Unit
EA	Executing Agency
EIA	Environmental Impact Assessment
EU	European Union
GoS	Government of Sudan
GWWD	Groundwater and Wadis Directorate
IDPs	Internally Displaced Persons
IsDB	Islamic Development Bank
IWRM	Integrated Water Resources Management
MDGs	Millennium Development Goals
MWR	Ministry of Water Resources
NEA	National Environmental Agency
NDP	National Development Plan
NGO	Non-Government Organization
NWC	National Water Corporation
PAR	Project Appraisal Report
PIU	Project Implementation Unit
PRSP	Poverty Reduction Strategy Paper
PWC	Public Water Corporation
O&M	Operation and Maintenance
OFAC	Overseas Financial Assets Control
SDGs	Sustainable Development Goals
SWC	State Water Corporation
TA	Technical Assistance
UNAMID	United Nation African Mission in Darfur
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNICEF	United Nations Children Fund
UNOPS	United Nations Office for Project Services
WB	WorldBank
WHO	World Health Organization