

Sustaining Livelihoods for Vulnerable Older People through Enhanced Resilience to Shocks

Final Evaluation



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Executive Summary

Despite considerable delays to the implementation of the “*Sustaining Livelihoods for Vulnerable Older People through Enhanced Resilience to Shocks Programme*” HelpAge International and their partners have managed to deliver all project outputs and activities in line with a revised narrative proposal. The revised programme emphasised an integrated approach to livelihoods development in the complex and unstable early recovery context of West Darfur. The programme was designed in line with the organisation’s livelihoods strategy for Darfur - Programme for Integrated Livelihoods and Recovery (PILAR) – linking productive activities, natural resources and assets, institutions and markets.

At local level, the evaluation revealed real but quite variable impacts for targeted households. Activities under the *Agriculture and Food Security* sector resulted in tangible benefits to participating households. However, approximately 20% of households no longer retain or practice project-related inputs and activities. The key constraints appear to be: 1) the degree to which these vulnerable households can secure these assets or transfer them, so spreading risk, and; 2) unfavourable weather and other external factors which reduced the viability of some groundnut and poultry activities. Some households have increased their asset base but the risk of losses is a continuous one.

The project has not been able to increase the months of food self-sufficiency since 2012 but this short-fall is attributable to a poor growing season in 2013. In this regard, the project has almost definitely helped improve food security from otherwise extremely low levels for the targeted households.

Activities delivered under the *Economic Recovery & Market Systems* sector have resulted in some significant personal gains and the highest potential enterprises appear to be those available to groups or those based on the one-off provision of commodities for trade or equipment for transport and processing. Approximately 90% of these small and medium enterprises are still functioning. Case study and focus group feedback suggest that not all these opportunities may be so readily accessible or useful to the most vulnerable, however.

The Older People Association and Older People Committees represented a focal point for the project – targeting the most vulnerable households and delivering many activities and services on behalf of HelpAge. These structures are diverse in their membership and are well-regarded but they are solely reliant on HelpAge support. Crop Protection Committees performed an important conflict avoidance role and ably represented all host community, IDP and pastoralist groups.

HelpAge have navigated the bureaucratic constraints to work and travel in the region as well as they possibly could and they have been fully accountable to both communities and government agencies.

Insecurity and the complex political and social context means that agencies are struggling to define how to operate with respect to relief, rehabilitation and development. The OFDA project sits well with the current movement towards livelihoods development and early recovery efforts. HelpAge had to operate in a fragile security environment and, to some extent, straddles both humanitarian and development spheres – attempting to deliver livelihoods work in the context of a short humanitarian project cycle. This work is broadly coherent with the political and development agenda for the region.

Recommendations summarised:

Continuing the livelihoods approach - the Programme of Integrated Livelihoods and Recovery (PILAR) was developed to provide a framework to link support to human capital, markets and productive natural resources as the project was modified to an integrated livelihoods approach. PILAR should allow a more holistic approach to reducing vulnerability in future programming. However, it is likely that widening the range of activities makes funding and management more complex with a greater number of potential partners and there are indications that the various components of projects may require support from a set of donors rather than a single source.

Log-frame design and monitoring - programme design and presentation via a single master log-frame will improve the strategic focus and understanding of the programme objectives across the organisation. The indicators must not be a combination of USAID (generic) and HelpAge targets but should be consolidated in some way and made SMART (specific, measurable, attainable, relevant and time-bound). Generic indicators should be “unpacked” and made locally relevant during baseline or inception activities. Monthly and quarterly reporting could include a forward-looking section to encourage reflection of the constraints to uptake and performance rather than a focus on the delivery of inputs.

A potential advocacy component – it should be possible to develop a strong evidence-based case on the vulnerability of older people in the Habila area. This evaluation revealed the important inter-generational benefits associated with support to the older household members, including their support to vulnerable children and grandchildren. This type of evidence could be utilised to develop policy advocacy documents, promoting additional support from government agencies and donors. The HelpAge model for livelihoods development with older people is novel and could be widely disseminated within Sudan

Risk reduction - HelpAge should work to explore minimising risks associated with agricultural interventions such as early vaccination, provision of better quality stock or, potentially, activities to ameliorate the impact of poor rains.

Building resilience in project structures - HelpAge must be realistic with respect to the future potential of the OPA and OPCs outside the project context. Capacity building of project committees will be problematic under short livelihoods development initiatives. The OPA and OPCs could be strengthened with long-term support and funding, ideally within a longer-term programme of development, rather than a series of short projects. Additional attention should also be given to the Older People Social Centres in future because they perform an important psycho-social well-being role but are not currently dispersed throughout the project area.

Maximising impact via SMEs – in future work, support to livestock and agricultural interventions should continue with a focus on building household assets for basic food and income security. However, the largest gains may be from small and medium enterprises building on the previous success supporting individuals and groups with assets, capital and business planning for market trading, wheelbarrows, donkeys and carts and the agro-processing machinery.

Prioritising activities with respect to performance and cost - when performance is viewed in relation to cost it appears that the agricultural activities need refining in future projects. The external risks associated with groundnut cultivation may not merit such a focus of project time and resources and HelpAge should explore the performance of this component with the Ministry of Agriculture and other local partners before committing equivalent resources in future.

1. Introduction

1.1 Context, aims and objectives of the evaluation

This evaluation attempts to assess the impact of the *Sustaining Livelihoods for Vulnerable Older People through Enhanced Resilience to Shocks Programme* and its level of achievement with respect to objectives and results. The emphasis is on learning and capturing lessons for ongoing programming (see the Terms of Reference – Annex 1).

1.2 Background

The Darfur conflict has directly and indirectly contributed to food insecurity. Approximately 3 million people in Darfur will remain moderately and highly food insecure and require external assistance to meet their minimum consumption requirements. Food security assistance is ongoing but early recovery interventions for vulnerable older people IDPs and poor households population are crucial to address food insecurity sustainably. The USAID-funded *“Sustaining Livelihoods for Vulnerable Older People through Enhanced Resilience to Shocks Programme”* in West Darfur operated in Habilla town and surrounding villages of Gobi and Tawang from September 26th 2011 to October 31st 2013. The target beneficiaries were vulnerable older agro-pastoralists including IDPs and returnees.

The project was modified in July 2012 following the outcome of a baseline survey and in consultation with the USAID/OFDA Program Officers for Darfur. The depth of the programme was increased to include market development and infrastructure rehabilitation and an original plan to support a central poultry enterprise was abandoned in favour of a greater range of local productive options.

The Project Goal was the “enhanced income security and sustainable livelihoods for 13,044 conflict affected vulnerable older people population” via a combination of activities under the “Agriculture and Food Security” and “Economic Recovery and Market Systems” sectors. The activities are summarised in the table below.

Objective	Sub-sector	Activities
Increasing livestock productivity to protect and diversify older people’s asset bases	Livestock - The project will focus on supporting older people with poultry farming through building their skills on poultry production and management.	Poultry provision for 600 older people.
	Seed Systems and Agricultural Inputs - With access to proper seeds and agricultural extension services, groundnut yields can increase to at least 550kgs per acre. The project will support 600 older people HHs to increase groundnut production.	Provision of cash grants to 600 older people HHs; support existing but inactive Crop Protection Committee.
Strengthening livelihoods options to increase older people’s purchasing power	Economic Asset Development - The project will strengthen community structures i.e. the Older People Association (OPA) to undertake enterprises that will benefit the older people socially and economically. Older people will be empowered to decide on the income generating activities (IGAs) to undertake and whether to work individually or in a group.	Establishment of an older people association and provision of training.
	Market Infrastructure Rehabilitation - Trade between Gobe and Habilla village is affected by the poor state of the ‘Wadi’ crossings along the road. There is need to protect livelihoods through rehabilitating these crossings to ensure trade continues unabated.	Wadi Crossing Rehabilitation; provision of cash grants to 400 older people for SMEs.

1.3 Methodology

This evaluation triangulates the outputs of a desk review and in-country feedback via semi-structured interviews, focus group discussions (FGDs) and a household survey.

The desk review helped inform the in-country strategy. Semi-structured interview formats for staff and external stakeholders were developed in advance and focussed on the perceived relevance and performance of the programme (Annex 2). FGDs with 10-20 participants were held to discuss and explore the impact of each project activity, in turn, and were structured in relation to a simple livelihoods checklist. Finally, a household survey questionnaire was developed to quantify and disaggregate the impact of project activities on vulnerable older people and their family members in a representative sub-sample of participating households (Annex 3).

A team of four local enumerators was employed for one week to support the evaluation. The team were selected for their previous experience in survey work and bilingual English/Arabic capacity. After field testing and finalising the questionnaire, the enumerators were directed to interview exclusively men and women over the age of 50. A small sample of 10% non-beneficiaries aged 50+ was included for the purposes of comparison with direct beneficiaries. The survey covered a statistically representative sample of approximately 10% of the beneficiary population.

It was possible to conduct 146 household interviews in the time available and this was broken down in relation to the scale of activities: Habila with 600 poultry beneficiaries and Gobe with 600 groundnut beneficiaries¹.

The HH survey was limited in its inability to identify small income gains with great precision².

¹ In the final sample, 71 questionnaires were completed in Habila (39 poultry beneficiaries), 53 in Gobe (30 groundnut beneficiaries) and 22 in Tawanj, covering the smaller programme of SME activities.

² The questionnaire was not designed as a HH income and expenditure monitoring tool. In addition, because goats were categorised as an SME intervention the questionnaire lacked a question on the food security dimension for goat beneficiaries, making it more difficult to compare outcomes with poultry keepers.

2. Implementation and delivery of activities

The table below is a full record of all the completed project activities prepared by HelpAge team showing apparently 100% of all planned project outputs and activities. Section 3 explores the local and individual effect of these activities.

#	Planned Output	No.	Beneficiaries		Category		Returnee	Host
			M	F	Pastoralist	IDP		
1	600 households provided with 6,000 poultry(Each person 10 chicken)	600	180	420	0	324	4	272
2	10 Community Animal Health Workers (CAHWs) trained	10	7	3	2	3	3	2
3	300 poultry cages supplied to 300 vulnerable chicken beneficiaries	300	80	220	0	224	4	72
4	36 metric tons of certified seed procured & provided to 600 beneficiaries	600	242	358	246	15	339	0
5	Procured & distributed farm tools (1800 Ajiar, 1800 Atoria & 200 donkey ploughs) to 600 beneficiaries	600	242	358	246	15	339	0
6	600 households provided with cash grant for land preparation, planting, weeding, harvesting & oil extraction/processing (US\$ 150)	600	247	353	253	17	331	0
7	5 Community Agricultural Extension Workers (CAEW) identified & trained to support groundnut beneficiaries in Gobe	5	4	1	1	0	4	0
8	5 ground groundnut demonstration gardens to train 600 farmers in Gobe established.	5	247	353	253	17	331	0
9	1 Crop Protection Committees (CPC) with membership of 60 people provided with dates, fuel, sugar & tea leaves in Gobe for a period of 4 months	1	N/A	N/A	N/A	N/A	N/A	N/A
10	5 Older Peoples Committees with membership of 100 OP established (2 Tawanj & 2 Gobe & 1 Habilla)	100	65	35	20	6	60	12
11	One OPA with membership of 120 people established & registered	140	87	53	22	36	64	18
12	120 OPA members trained in Disaster Risk Reduction & Conflict Mitigation	120	77	43	26	38	54	22
13	250 OPs members trained in business/Association skills training	250	181	69	63	148	39	0
14	120 OPA members trained in group dynamics and leadership skills	120	77	43	26	38	54	22
15	OPA Trained in Community Fund management	30	23	7	3	4	11	12
16	OPA supported with community fund of US\$ 14,196	140	87	53	22	36	64	18
17	3 Wadi crossings rehabilitated	2	N/A	N/A	N/A	N/A	N/A	N/A
18	90 persons employed under Cash for Work for one month	103	55	48	31	56	16	0
19	400 households each supported with US\$ 133 for Cash grants to Small Micro Enterprise	400	84	316	84	176	140	0

3. Programme Impacts

3.1 Qualitative overview of impacts

The following sub-section draws from all semi-structured interviews and FGDs with project stakeholders and target groups (Annexes 4 and 5) and centres on the performance and impact of the project activities as experienced by the target groups and their perceived relevance to the household.

3.1.1 Local Project Structures

- **The Older People's Association and Older People's Committees**

The OPA and OPCs have demonstrated that they are a crucial component of HelpAge's operations in West Darfur as an interface between staff, the community and other stakeholders. The OPCs are at different stages in their development and at least one OPC still has to agree funding arrangements with the OPA in order to access the revolving loan system.

Representation and legitimacy

Although the OPA and OPCs are predominantly male, these structures seem to be viewed as legitimate by the community and other local stakeholders and there is interest in supporting them. The project team acknowledge that there are significant cultural obstacles to female participation in leadership roles and are pragmatic in their approach. Women are participating in OPC and OPA structures but are not performing a leadership role. The result is the OPCs and OPA represent a series of platforms that appear to be quite effective at supporting the implementation and ongoing management of sets of project activities (e.g. identification of beneficiaries, monitoring of the distribution of livestock and other inputs etc.). The OPA have been used by HelpAge to run awareness-raising campaigns on hygiene and good animal husbandry, for instance. However, the committees apparently have not represented older people's issues outside the remit of the project.

The process by which they were established – in consultations with religious, sheik, pastoralist and other community leaders – and the role they adopted early in the project seems to be important. In particular, the OPCs appeared to be effective at identifying those vulnerable HHs and individuals most in need. In this respect the OPCs were effective structures for project delivery. FGDs revealed general satisfaction with the identification of the most vulnerable and this appears to be supported by discussion with external stakeholders (HAC and the Governor of Habila) and the findings from the HH survey which suggest the most vulnerable are captured by project. The HelpAge team agree the selection criteria with the committees (HHs with large numbers of children, female-headed HHs etc.) who then use their local knowledge to identify specific HHs.

The committees are composed of 20 members and are not specifically intended to be decision-making or planning bodies but rather as a group of community representatives to HelpAge. Young people are included in the committees to help physically and to report back to older relatives and this provides a useful inter-generational aspect for building mutual awareness.

One of the most impressive aspects of the OPCs is their inclusion of pastoralist or IDP representatives either directly or via intermediaries. Pastoralists are typically marginalised from decision-making and difficult to engage in joint-processes and this is compounded by a history of local conflict.

The committees hold considerable capital assets as part of the revolving fund schemes (88,391 SDG³ in the case of the OPA). MoUs are agreed with the committees and there are strict conditions on the management of funds although there appears to be some degree of flexibility with respect to the precise role and responsibility of each committee.

Sustainability

The OPA and OPCs are totally focussed on HelpAge project activities i.e. as recipients of business and management training and as recipients of SME inputs. Essentially, these structures are intermediaries between the project and the community and they are staffed on a voluntary basis. With or without extended support, the committee members expressed a desire to carry on supporting the local community and using the OPC as a means to organise *nefeer* – community-led and voluntary support or collections on behalf of older people and the vulnerable. Other informal functions include the management and distribution of fodder to vulnerable households during lean seasons. The committee members appear to recognise much greater potential in these structures. The FGDs discussed their prospective role in planning for food security with government, UN and NGO stakeholders, for instance, and they see themselves able to implement new initiatives if external support is forthcoming

They are young structures (two of the OPCs were established in the last six months) and they are still to make significant independent contacts with other sets of stakeholders and service providers. However, the OPA at Habila has made enquiries to other sponsors in order to develop an office and they have produced a plan to increase their visibility and consolidate since registration at Locality and State level. It was via registration that the OPA was able to open a bank account with the Export Development Bank of Sudan, Geneina branch.

It is not clear to what degree the government registration of these structures is wanted or required by HelpAge but there indications that the OPCs themselves are keen to acquire a formal CBO status and are aware of the criteria for registration.

The next phase of HelpAge activity would represent an opportunity to develop the resilience and autonomy of these structures and they could be encouraged to seek external sources of support i.e. services, advice and inputs from new linkages to government stakeholders and other NGOs. The relevance and sustainability of these platforms often depends on their modification by local people to make them economically viable and integrated with permanent stakeholders such as the Ministry of Agriculture and market actors that outlive the duration of projects. To encourage this, the project team would have to be more aware of issues that emerge at the fringes of the project and are not obviously related to their delivery of activities or log-frame commitments (i.e. acknowledging the modification of HelpAge livelihoods options and independent contact with the Ministry of Agriculture).

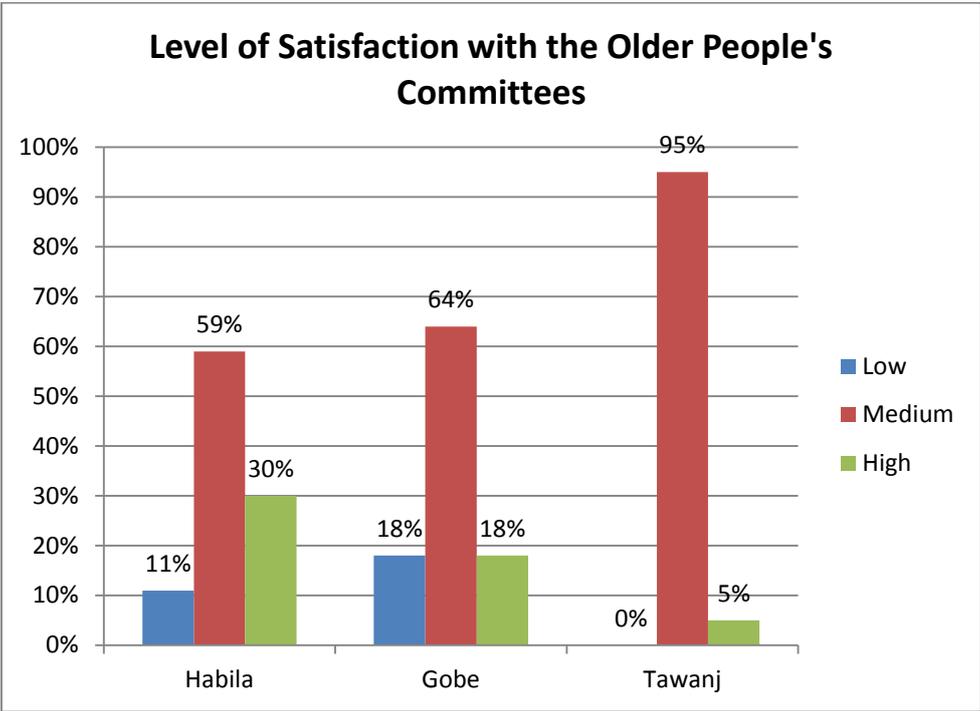
The OPCs do exercise a supervisory role and have been supported to monitor the implementation of project activities and report back their relevance to HelpAge. This function includes visits to households to attempt to ensure benefits are secured by the most vulnerable although the project team did not have the means to formally validate that this was the case. This monitoring function could be developed in future so that the committees report the status of any autonomous activities and breakthroughs.

Ideally, HelpAge should consult these structures thoughtfully during the needs assessment and design of the next phase of activities. This would add legitimacy and public support to future work

³ 1 SDG is approximately 0.23 \$US.

and help modify the approach in view of what were considered by many to be short-comings in the choice of inputs and livelihoods options. *The OPA indicated that they require more support to building their capacity and are yet to be consulted on any new phase of work by HelpAge.*

The household survey revealed modest overall satisfaction with the OPCs established under the project (below). Respondents in Habila rated the OPCs the most highly, many mentioning the social activities at the Older People’s Centres and donations such as blankets that they valued. This is probably due to the proximity of the OPC to the HelpAge office and corresponding levels of support, rather than a specific performance issue related to the OPC itself. The overall responses indicate that local people were generally unable to distinguish between the role of the OPCs and the role of HelpAge.



- **The Crop Protection Committee (CPC)**

The CPCs in the project area were established about 18 years ago but have not been active due to limited support. With HelAge support the local CPC appears to now be quite effective addressing potential conflict and problems before they arise.

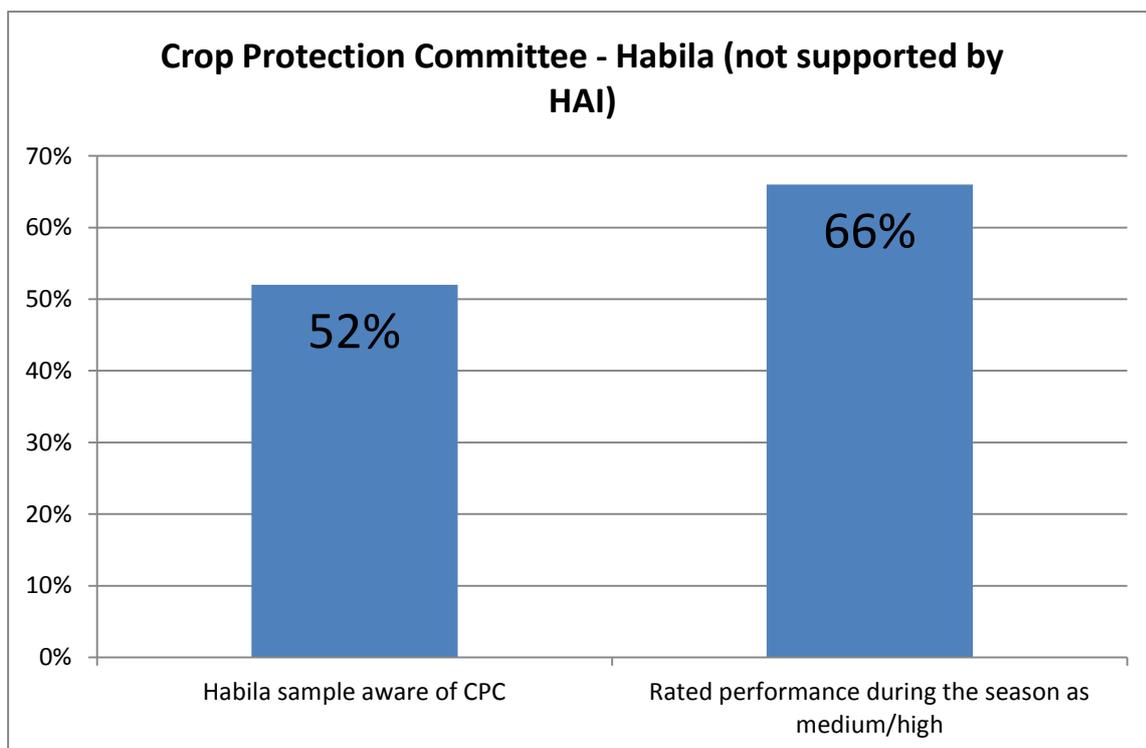
The CPCs are comprised totally of men who must be able-bodied and physically active to patrol the extensive area and in this regard they represent the interests of older people and the broader community indirectly. The CPC remit is set by government and HelpAge’s role is to provide support through food supplies, animal transport and by facilitating awareness-raising workshops with the farmers and nomads.

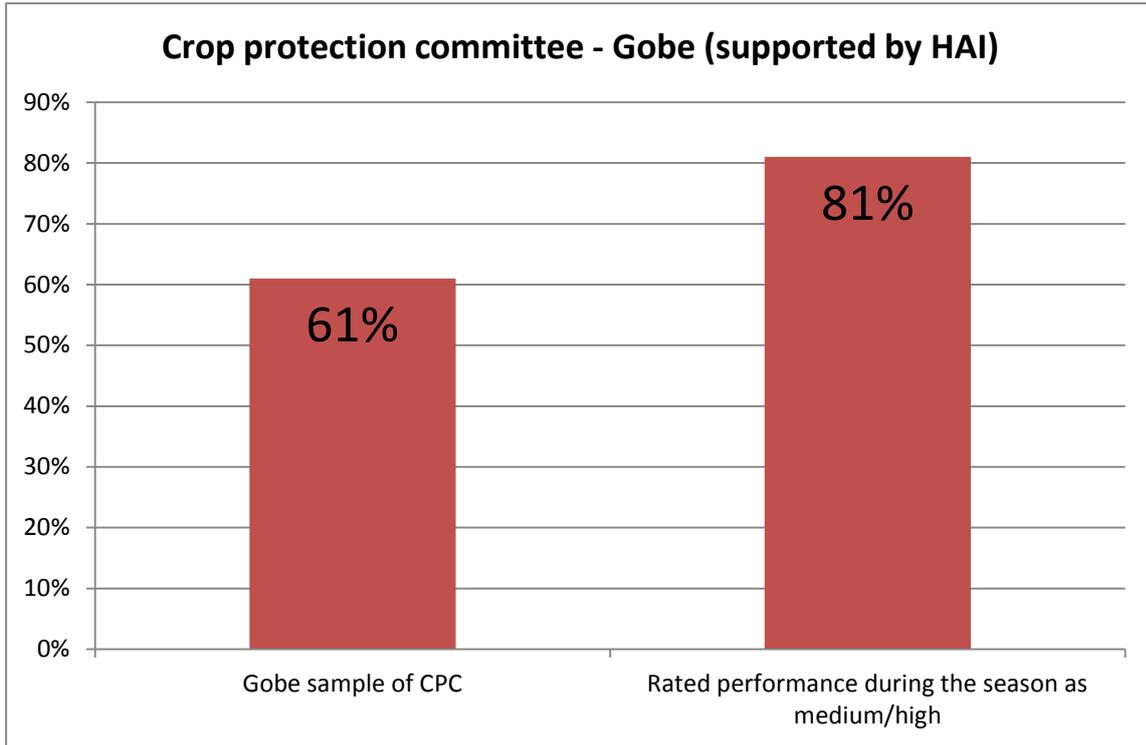
Representation and legitimacy

Community-wide representation in the Gobe CPC was impressive. Gobe features a mixed farmer and pastoralist community that has been interacting locally for many years and the CPC represents this diversity. Transiting nomads are represented in the CPC via kinsmen settled in the town.

The CPC is also well connected to other institutions, liaising with the police and army (Joint Sudan/Chad Border Force) and linking to the Habila higher level committee to resolve the more serious issues.

The committee membership does not comprise the project’s target group (most members are under 50 years of age) but the benefits of the CPCs work is likely to positively impact the entire community because it reduces the risks of losses to animals and crops and avoids costly and damaging local conflict. The CPCs seem to be performing an important role in maintaining community relations. One of their initiatives is to hold stray livestock until they are reclaimed, a service to both farmers and pastoralists. The household survey picked up a modest level of awareness but general overall satisfaction with the Habila CPC (not supported by HelpAge under this project) and better awareness at the HelpAge area around Gobe.





Sustainability

There appears to be enough local incentive (for conflict avoidance and crop protection) to maintain some activity of the CPCs but their coverage and capacity would probably decline without continuous external support.

Project staff believe that the CPCs do their work well with the sustenance and fuel support provided by the project. However, this support is still very modest and the capacity of the CPCs is probably only just sufficient to reduce the threat of conflict and associated losses. The CPCs patrol a huge area on foot, donkey or horse and only use vehicles when they can provide a fuel allowance to the police (the CPC members have identified a need for their own motorcycles). Sub-committees are dispersed throughout the area and this seems to have been effective in avoiding disputes remotely.

The FGD participants suggested that the CPCs could support themselves with their own simple IGAs such as groundnut oil production or milling through the provision of a machine.

3.1.2 Agriculture and Food Security Activities

Livestock

The project has distributed 6000 poultry across 600 HHs. A further 486 goats and 29 donkeys were given under SME support. Eight of these donkeys were supplied with carts to two groups of 34 beneficiaries. The five CAHWs supported all livestock beneficiaries and will provide services to other livestock with a parallel vaccination campaign for 50,000 animals (camels, cows, donkeys, horses and goats) which HelpAge successfully secured in October 2013 to cover its intervention areas⁴. Cages were supplied to HHs that had accumulated more than 15 hens and the birds were supplied in conjunction with support on feed, hygiene and disease prevention as planned.

- **Poultry**

Status

The discussions revealed problems with the distribution of birds. In some cases, the birds supplied by traders were not in good condition and the mortality rate appears to have been as high as 50%.

The poultry recipients in Habila believe that Newcastle disease has spread through the stock and accounts for significant mortality in young chicks. The precise cause of these losses has not yet been verified by the Ministry of Animal Resources, however (see Annex 6 for more detail).

Poultry HHs supplement the poultry feed with sorghum bought for HH consumption and there are no associated veterinary costs as no additional treatments are available locally. The activity is conducted individually at HH level and there is no group planning or joint-business although poultry concerns are discussed informally at the OPC.

Having originally received 10 birds per HH, the current HH stock varies widely between participants from over 20 to just 2 hens in some cases. The HH strategy is to reproduce the birds, consume some and sell others, rather than use eggs for HH consumption.

⁴ This is a complementary activity supported by FAO with ODFA funding, due to be carried out in the next few months.

Performance and Impact

The FGDs revealed a wide range of opinion on the relevance of poultry inputs to the livelihoods of older people. In general, there was limited enthusiasm and a request for larger, one-off, contributions of livestock such as goats. Discussions with secondary stakeholders also reported a lack of enthusiasm for poultry interventions (see CRS and FAO feedback, Annex 4). However, in many cases the poultry did, in fact, provide a continuous source of low level benefits to the HH through meat for direct consumption and sales of live birds (see Section 3.2 for a brief overview of quantitative impact). Participants could expect to sell one to two hens per month, receiving about 30-60 SDG. Overall, this income is used for general HH expenditure including health and education costs (school fees and books) in addition to some food purchases and directed support to vulnerable people within the HH.

The cases studies below demonstrate that the ability of individuals and HHs to secure the benefits from poultry appear to be a combination of good fortune (avoidance of disease and losses to wild animals) and the entrepreneurial capacity of certain HHs to diversify and spread risk by reinvestment, for instance.

Sustainability

Discussion with FAO and Ministry of Agriculture & Animal Resources staff revealed some doubts to the viability of HH-level poultry interventions, citing the need for animal feed processing at scale (no such facility is available to the area).

The strategy of vulnerable older people's HHs seems to be rather *ad hoc* and not business-orientated in that surplus birds are sold but are not expected to provide a key or sole source of income, perhaps due to the impact of disease and early deaths. Some respondents saw the poultry as a stop-gap and intended to graduate to larger, higher-value goat stock when this became affordable. Whether or not this is a realistic aspiration, the HH survey does indicate that there are tangible and long-lasting benefits associated with homestead poultry interventions.

There are suggestions that the HelpAge poultry work could be better linked to other service providers. Discussion with FAO and Ministry of Animal Resources staff indicated a need for better communication, especially with respect to reporting disease outbreaks and planning treatments. The FGD participants believed better support is required on vaccination and disease prevention in future.

The security situation in West Darfur has implications for the selection of animal inputs and both community and secondary stakeholders acknowledged the greater risk associated with large, higher value, animals.

Seeds and Agricultural Inputs

In Gobe, 600 households received 1.5 sacks of ground nuts for planting, 829 SDG⁵ of cash support for family or hired labour and ploughs to be shared, one per three households, Five community level agriculture workers were also employed, monitoring 120 households each and organising visits to demonstration gardens.

- **Groundnuts**

⁵ The cash grant was staggered as follows: 247 SDG - land preparation & planting, 247 SDG -weeding & 335 SDG – harvesting and oil pressing.

Status

The HelpAge project came at time when general WFP food relief had ceased with little explanation. The *furasha* (local leader) was told that the agencies were now moving into a development phase.

The groundnut initiative was introduced to Gobe in May 2013 during which time the most vulnerable individuals and HHs were identified in partnership with the community and the *furasha*. The Gobe community is a mixed host community, IDP returnees (representing about 20% of the local population) and pastoralists who have been settled for over two decades. The identified vulnerable HHs seems to have cross-cut these groups.

Each of the participating HHs was given 1.5 sacks of groundnut (equivalent to 60kg), provided training on cultivation and significant cash inputs over three phases to pay for land. IDPs without their own land, hired 1.25 feddans at 100 SDG per season.

The groundnut activity was introduced in conjunction with the provision of ploughs and hand tools to groups of three to all participating HHs and the ploughs are currently used with donkeys and horses hired with the cash inputs.

Performance and Impact

Participants believe that the groundnut yield was directly related to the soil type with sandy soils providing considerably larger yields than clay soils. The lowest harvests were about 4 sacks and good harvests were considered to be about 15 sacks.

Groundnuts were normally sold directly rather than processed to oil. As with the poultry inputs, sales from groundnuts were used for a variety of HH expenses including clothes, school fees and other education costs. The FGD participants believed that food purchases achievable from the cash income from sales of unprocessed groundnuts was the single largest benefit to the vulnerable HH. However, they believed that the low market value of groundnuts restricted impact. In a normal season, value can be added by processing the groundnuts to oil. In the project season, however, the poorer quality of harvested nuts meant that the oil yield was much lower than normal and it was found not to be profitable to convert the nuts to oil. Growers tend to conserve or consume groundnuts in such poor seasons (personal communication, Moses Mukirane)

The participants are now able to cultivate land with the ploughs rather than hand-sowing as before.

Sustainability

The FGD participants are enthusiastic about the prospects of groundnut and believe that yields of 25 sacks are possible in the right conditions. The participants have started planning for next season and significantly have made plans to modify the strategy (they will start the cultivation process earlier in the season). The community are also independently seeking additional support for groundnut inputs via *zakir* from local business and organisations and this has already been used to help fund cultivation.

The participants have managed to reserve some seed for the next growing season and managed this seed protection between the group. It is possible that some HHs will be able to repeat efforts to cultivate next season without additional external cash inputs but the most vulnerable HHs would probably struggle to meet the costs of cultivation. However, the FGD participants believe that the OPC has performed an important focal point for the planning of voluntary support to cultivation on behalf of the most vulnerable (*nefeer*) and this could be an important feature in future.

3.1.3 Economic Recovery and Market Systems Activities

Economic Asset Development

Under this sub-sector, target HHs were provided a combination of goats, donkeys, carts, wheelbarrows and seed for trade (groundnuts and millet) on the basis of personal preference.

- **Goats**

Goats were distributed under this sub-sector and, unusually, viewed as a small-medium enterprise (SME) by the project.

Status

Direct consultations with a sub-set of participating HHs in Habila reveal that the majority of goats are yet to produce young. By the end of the project, 486 goats had been provided and 126 had given birth (personal communication, Moses Mukarine). The goats were provided very young and are still to reach maturity. The recipients of goats have been visited by the project CAHWs and provided good advice. Some respondents claimed that male goats were not provided by HelpAge, however. The decision not to provide males was made during the consultation process when it was suggested that males could be accessed from the existing livestock population. Despite this, some older people targeted in this project complained that they could not access to a male goat.

Performance and Impact

Although the goats have not been prone to disease they have not produced as many off-spring as hoped. The goat recipients were generally disappointed that the goats supplied were so young and this point was reiterated by the OPA. The goats are yet to provide significant income and the FGD respondents believe insufficient numbers were provided. Despite this, the group believe the stock will become more profitable in the coming months.

The FGDs and Individual Case Studies (below) demonstrate that the programme has already been quite successful in providing milk for HH consumption and to some degree in cash generation through sales of the first kids (the sale price for male kids was 150 SDG and only male goats were sold). Cash is used for general HH expenditure including medical and education costs.

Sustainability

It is expected that the goat stock will provide greater income as they reach maturity. Goats have good value (300-350 SDG) and provide relatively few time or financial demands on the owners. There is a strong local demand for goats and other larger livestock (poultry owners expressed a desire to “trade-up” from poultry to goats and there examples of this in the Individual Case Studies – see below). The group believe that the improved security situation has helped maintain the goat stock and they believe that goat husbandry has great promise.

One constraint may be a seasonal lack of grazing due to drought and possibly limited access to veterinary medicines, with or without CAHWs.

- **Wheelbarrows**

Status

The provision of wheelbarrows was a business option selected by eight households and have proved very popular and productive to vulnerable HHs. Children are commonly expected to contribute to household chores and income-generation in these vulnerable HHs. Under the supervision of participating HHs, the children of these HHs work on market days (Mondays and Thursdays) to generate income from errands to the market or are hired for specific transport tasks at other times.

Performance and Impact

The wheelbarrows generate a profit of about 50 SDG per week for each HH but they may also provide less tangible economic benefits such as greater connectedness to the market, engaging other members of the HH in economic activity and reducing opportunity costs for the most vulnerable within the HH i.e. freeing up household members for other economic and domestic activities.

Sustainability

The wheelbarrows require some funds to be set aside for maintenance and spare parts but there is sufficient monthly income to do this and all owners were committed to saving for reinvestment, an outcome of the training on SME. The wheelbarrows obviously have a limited life-span but the steady income could spread over several years and the HHs would have the opportunity to diversify or reinvest over this period.

- **Grains and Groundnuts as capital for market trading.**

Status

In this case, the groundnuts and millet were provided for trading, not for planting. The groundnuts and millet have been sold directly to the market for direct HH income. This capital also enabled these individuals to become independent of larger traders and allowed them to buy their own stocks of groundnuts and millet from farmers and recipients of food aid (see Individual Cases Studies for some successful examples).

Performance and Impact

This form of input seems to be popular because it is a one-off, low-risk input to the HH economy and represents an immediate asset that can be stored or traded. This activity took place in Habila which is vibrant market town.

Sustainability

Entrepreneurial individuals and HHs seem to be extending their businesses. Some of these individuals were traders before the project but it is less clear to what degree the most vulnerable will be able to secure the benefits of these assets in the future. There is variability in the capacity of targeted HHs to secure project assets or to transfer these to other sources of capital, as illustrated in the Individual Case Studies – number 8 (below).

3.1.4 Market Infrastructure Rehabilitation

- **Wadi crossings**

Status

The wadi crossings were successfully completed and have helped connect Gobe and Habila.

Performance and Impact

About 50% of respondents knew of the wadi-crossing rehabilitation work and all these people believed this has helped the local population. In particular, they have made fields accessible during the rainy season, improved access to markets and reduced the travel time to hospital. There are issues associated with the success of this activity because there could be increased pressure on HelpAge to dedicate a greater proportion of its resources to these general development activities and away from targeted interventions for older people's HHs⁶ (see Discussion).

As an additional benefit to older people during the rehabilitation works, able-bodied members of the HH were enrolled for Cash for Work. The HH survey revealed that although a small proportion of HHs had gained directly via Cash for Work to younger member of the HH (six out of 146 HHs sampled), this cash injection had enabled some to start micro-enterprises with the older person reporting improved welfare as a result.

Sustainability

It is likely that these crossings will require regular maintenance but it is unclear whether there is sufficient external support or through local planning to secure this support (political support, funds for labour, materials etc.).

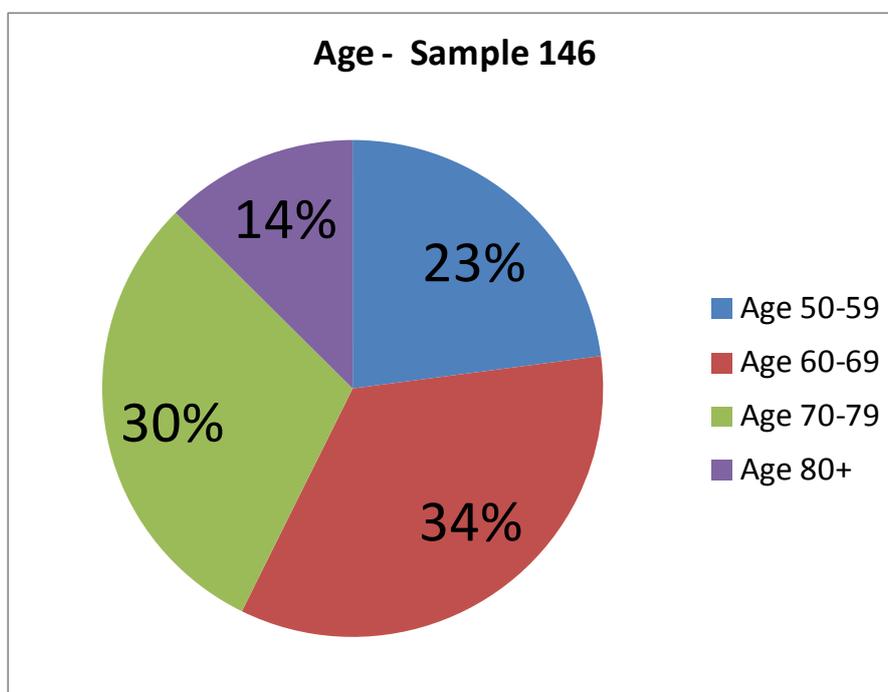
⁶ Future work of this type was seen as highly desirable by secondary stakeholders such as HAC and the Governor of Habila who see infrastructure projects as prestigious and visible contributions to economic development (Annex 4).

3.2 Quantitative Survey Results - Household Impacts

A total of 146 interviews were conducted via questionnaire (Annex 6). The interviews were conducted with registered beneficiaries of the project over the age of 50 and with a small sample of randomly selected non-beneficiaries in the same communities, also over the age of 50. The sample was purposive in that it represented the range of activities i.e. it was stratified according to involvement with poultry, groundnuts and other activities. All respondents were over the age of 50 but the survey was random with respect to age and gender and aimed to include 10-15% non-participating older people's HHs.

Age of beneficiaries

The project appears to have been effective in apportioning the interventions to households with older (70+) and hence more vulnerable older persons. About 44% of the respondents were aged 70 or above which seems to be an effective targeting of vulnerable older people's HHs.



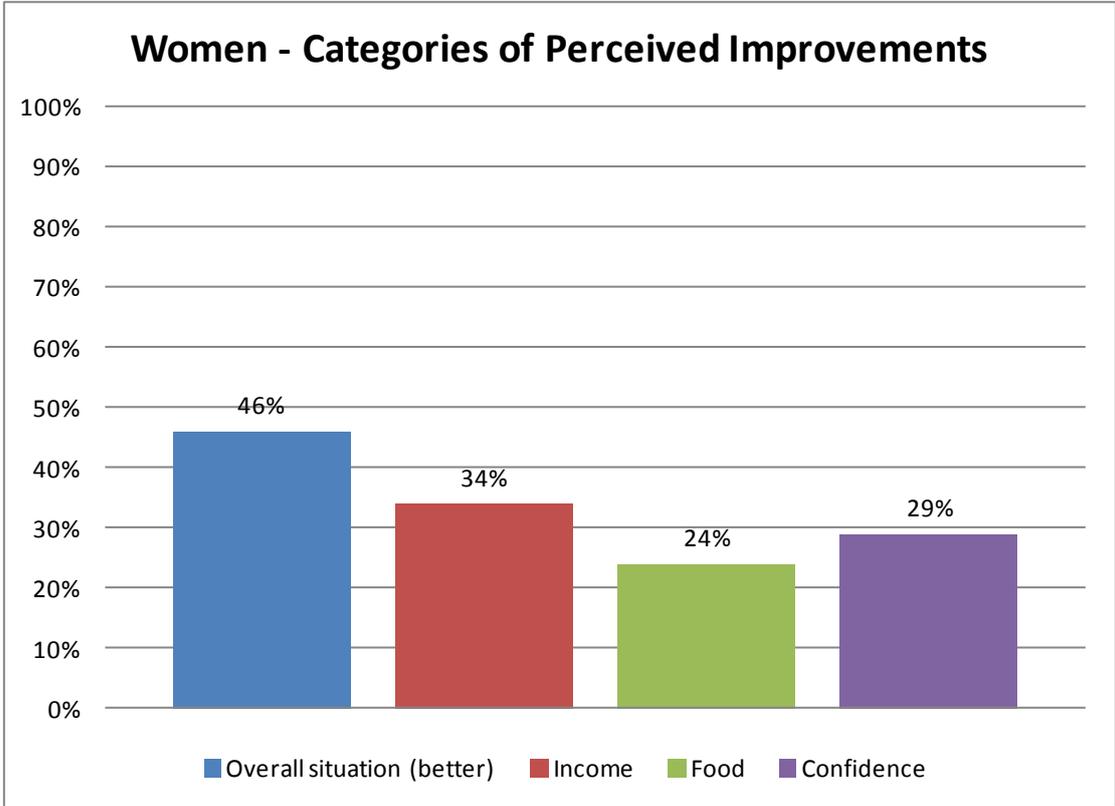
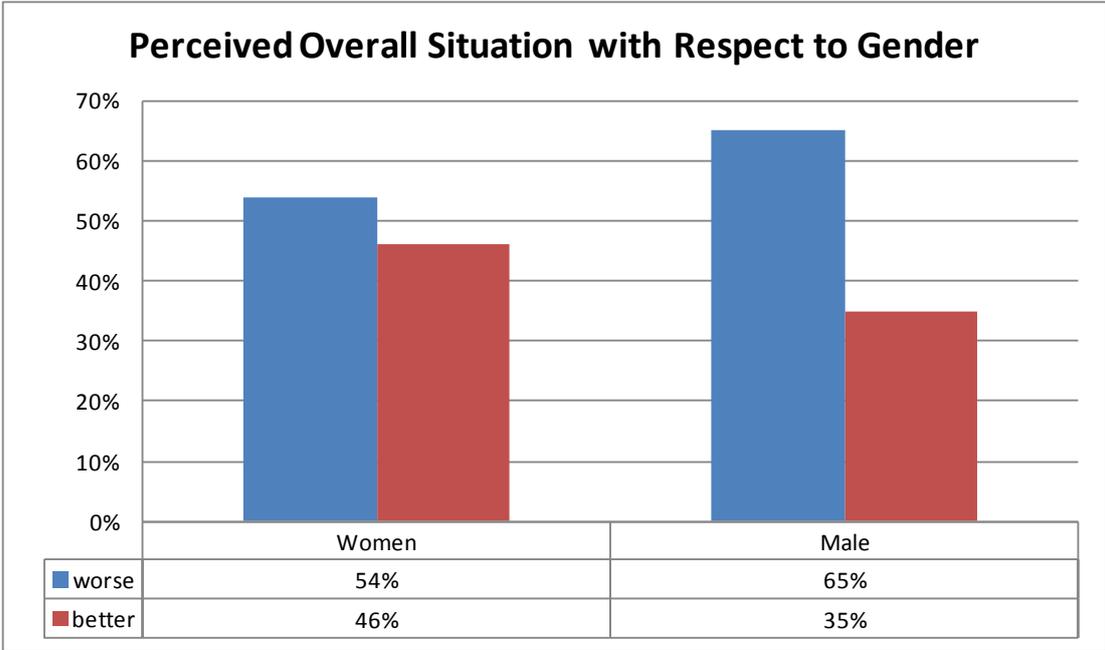
Gender

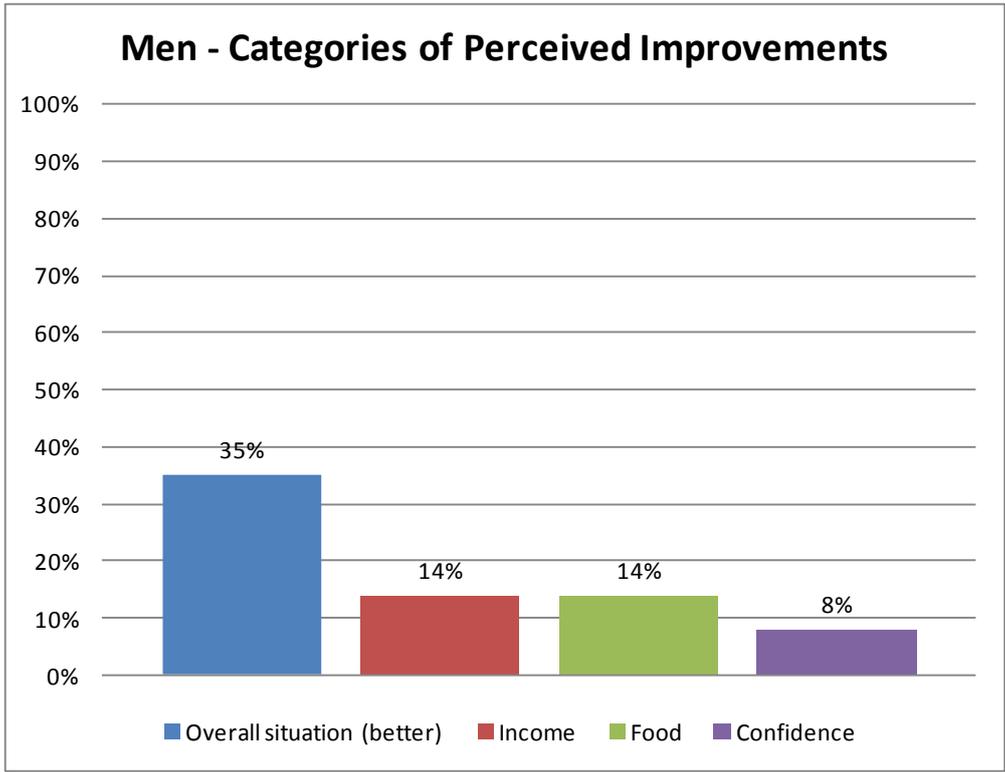
In the random gender sampling of beneficiaries 108 were women and 38 were men, revealing approximately 75% of direct project beneficiaries were women. This seems to show proportionate targeting since women constitute the majority of the older population and an overwhelming majority in the 70+ age group.

A greater proportion of women than men reported improvement in their overall circumstances since the project began. Women are traditionally viewed responsible for chicken and goat husbandry, activities which were targeted at more than 50% of the participating households. Women appeared to derive greater satisfaction or benefit from small livestock activities than men.

The tables below demonstrate that only 8% of the male respondents reported any improvement in their confidence (relating to knowledge and skills) as a result of the project.

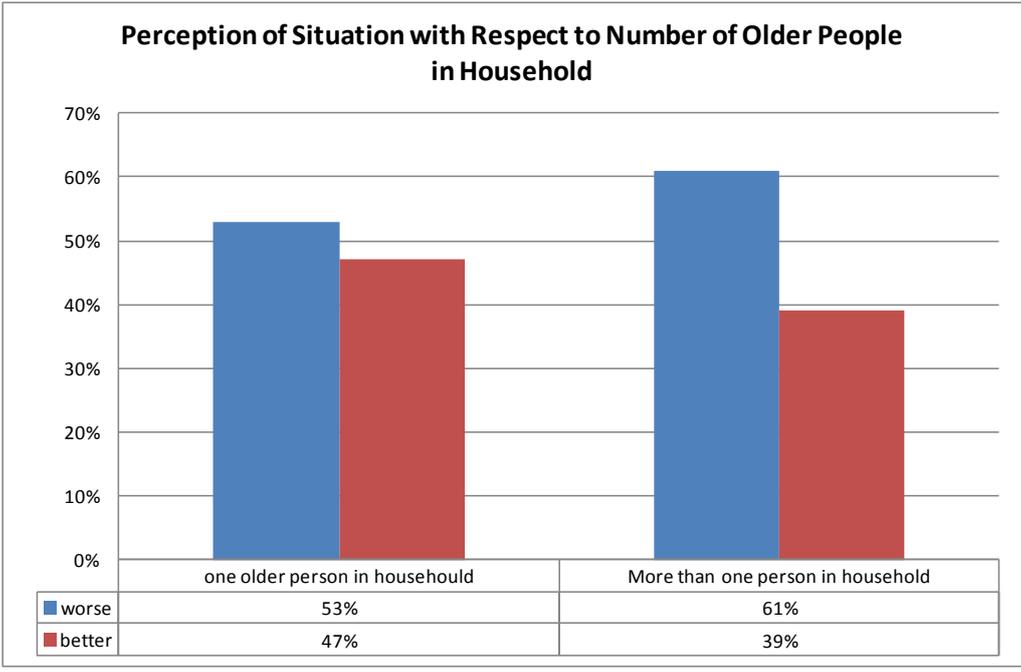
The difference in perceived value, by men and women, was greatest in relation to poultry. No significant differences in attitudes of men and women were demonstrated with respect to the groundnut activity in Gobe.





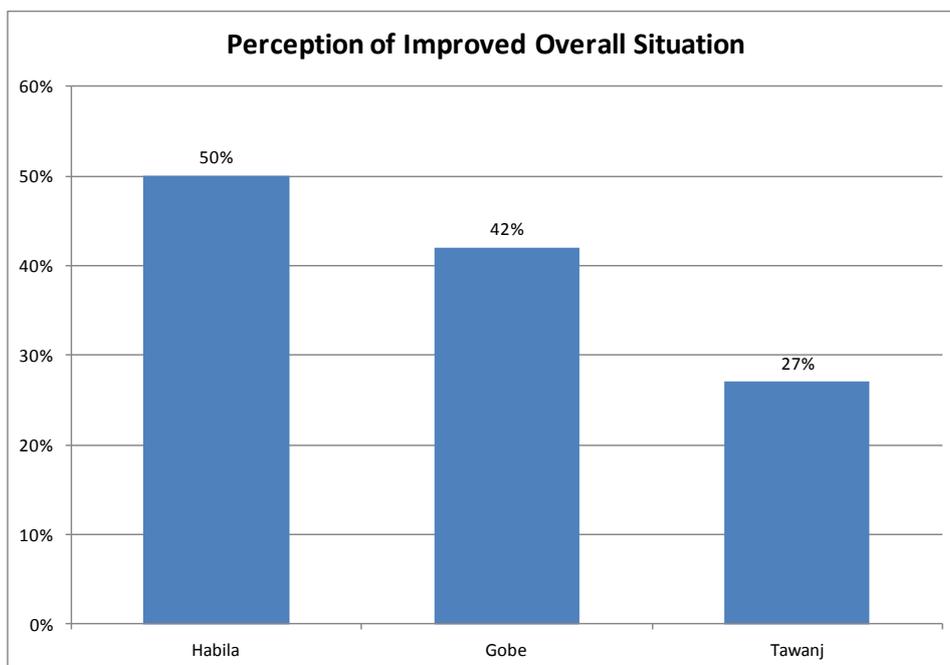
Vulnerable older persons within the households

In this sample, 36% of respondents reported the presence of more than one older person in the household. It is significant that those that reported they were doing worse now than in 2011, were more likely to be households with more than one older person. These HHs received the same overall project support as households with one older person and this has implications for future interventions where there could be higher levels of support to households with multiple older persons (see table below).

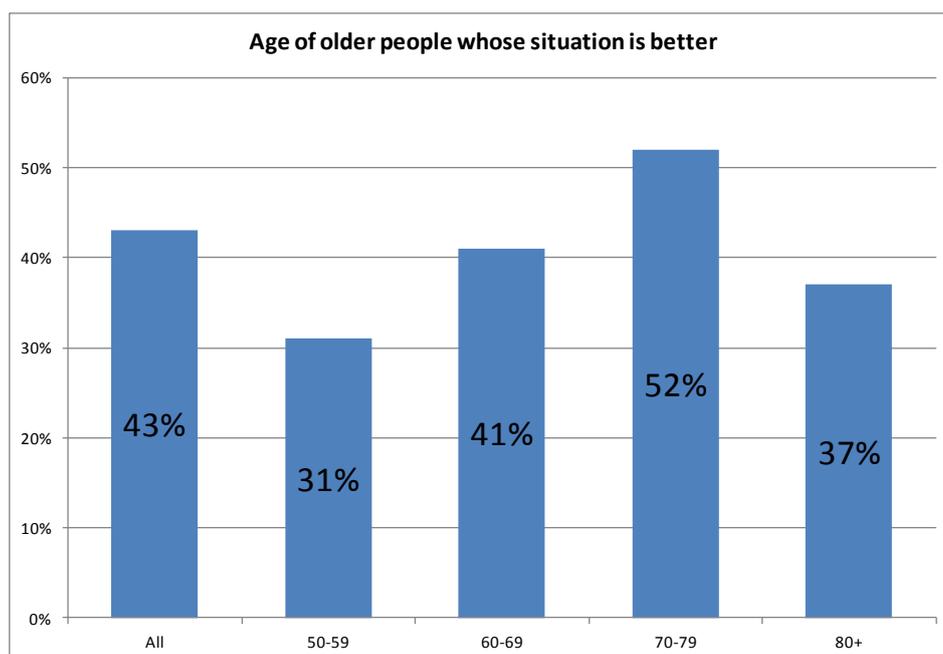


Overall situation according to intervention area

The chart below shows that Tawanj beneficiaries are reporting less perceived improvement in their circumstances, relative to Habila and Gobe. This is probably a result of a combination of external factors (the quality of services, access to markets etc.) and some issues of project performance – in particular, the large number of goat beneficiaries in the Tawanj sample where the benefits of the intervention are yet to be enjoyed.

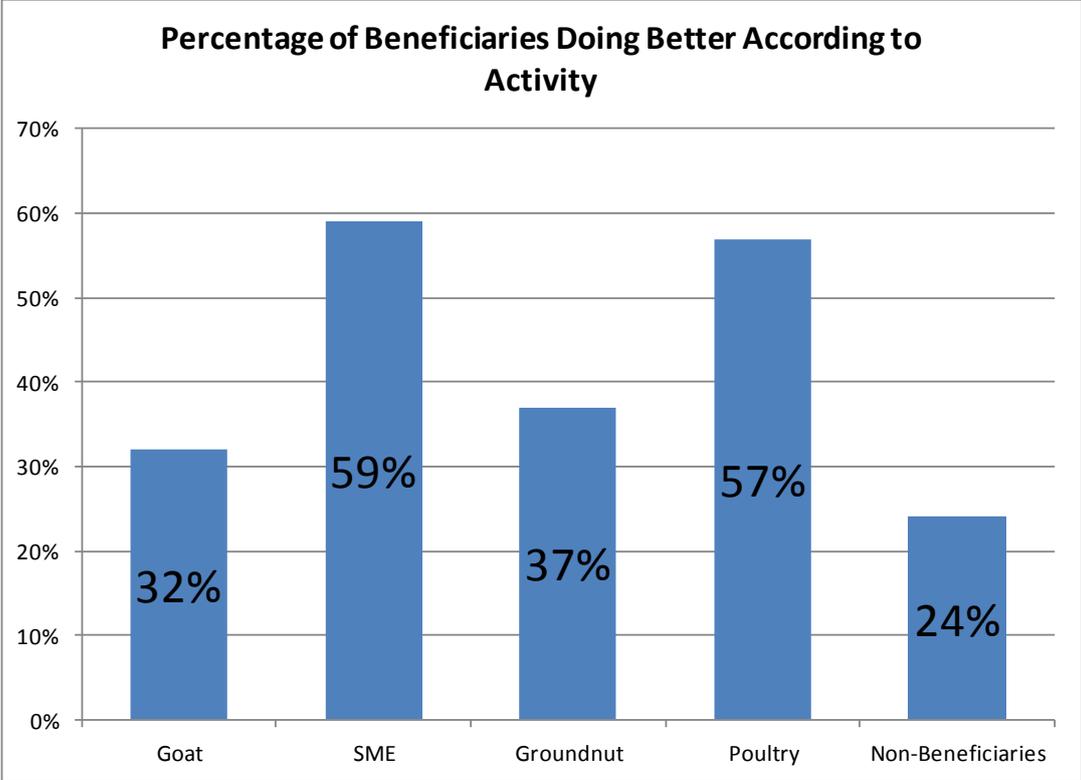


62 of the households reported that they are doing better than in 2011. It emerged that the largest proportion of beneficiaries “doing better” was in the 70-79 age group. The project is perhaps well targeted to this age group, addressing their circumstances and vulnerabilities.



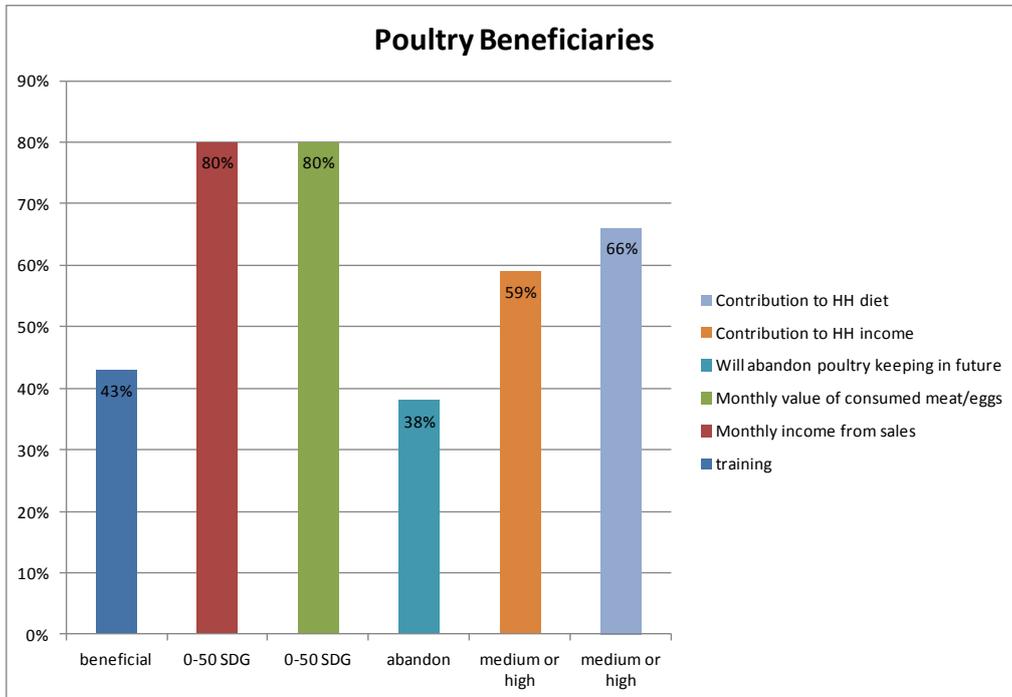
The group of beneficiaries “doing better” than in 2011 are particularly associated with SME and Poultry activities (the poultry activities were focussed on Habila, however, and the town also benefits from better access to services, generally).

It is more likely that a person reports doing better if they have been involved in the project

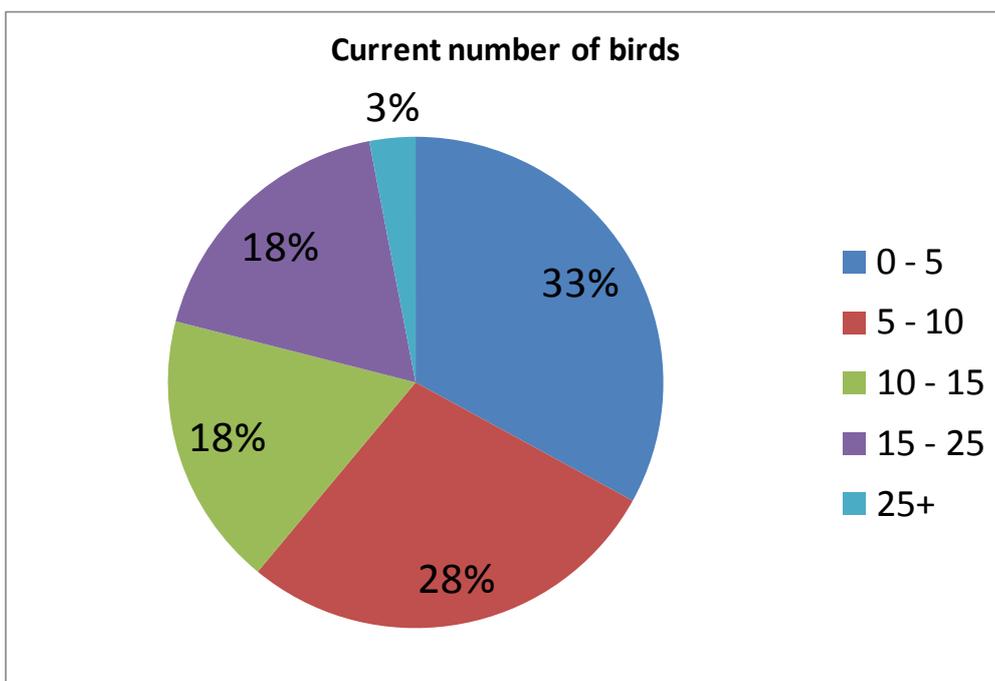


Poultry

For 80% of the poultry beneficiaries the monthly contribution to household income and equivalent in foodstuffs is below 50 SDG. Unlike the goat intervention poultry income, whilst low, is immediate and regular. The majority of HHs reported that this contribution to household income was medium or high during the period as hens could simply be sold to cover household needs. As many as 38% reported that they will abandon poultry keeping but this was mainly in conjunction with a desire to graduate to goat rearing rather than despair at the poultry intervention.

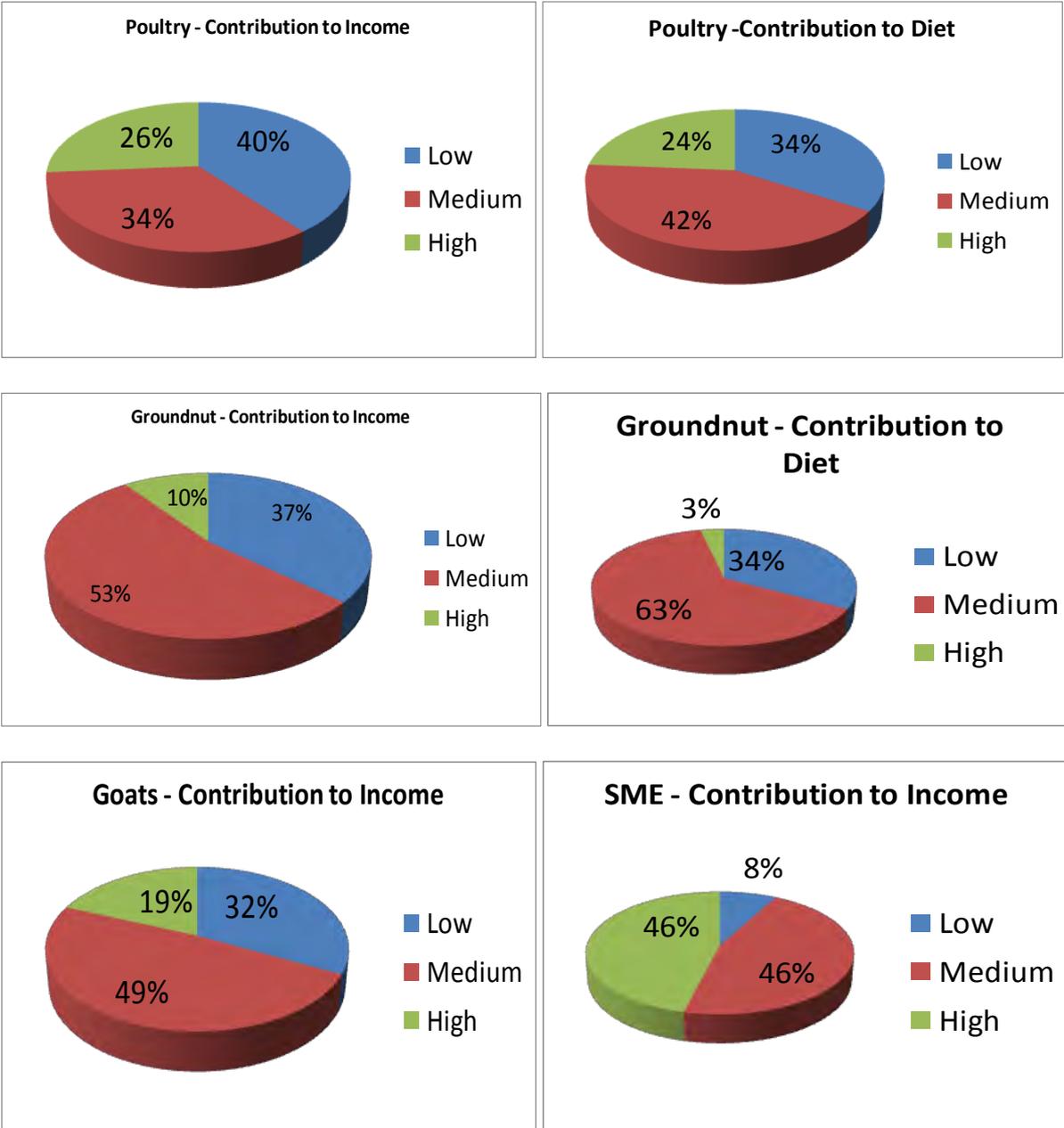


The beneficiaries were given ten birds, and the stock of poultry is now rising after an initial dip due to mortality and to sales of mature birds to cover urgent household needs. Unfortunately, the majority of beneficiaries have not recovered to the level of 10 birds that they started with.



Comparative contribution of the interventions to Income and Diet.

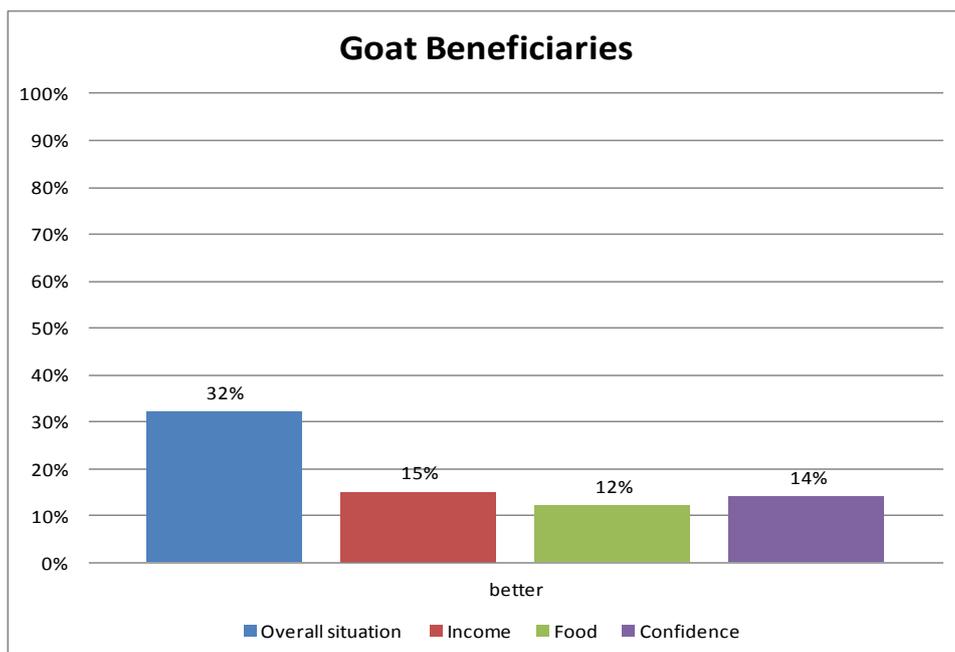
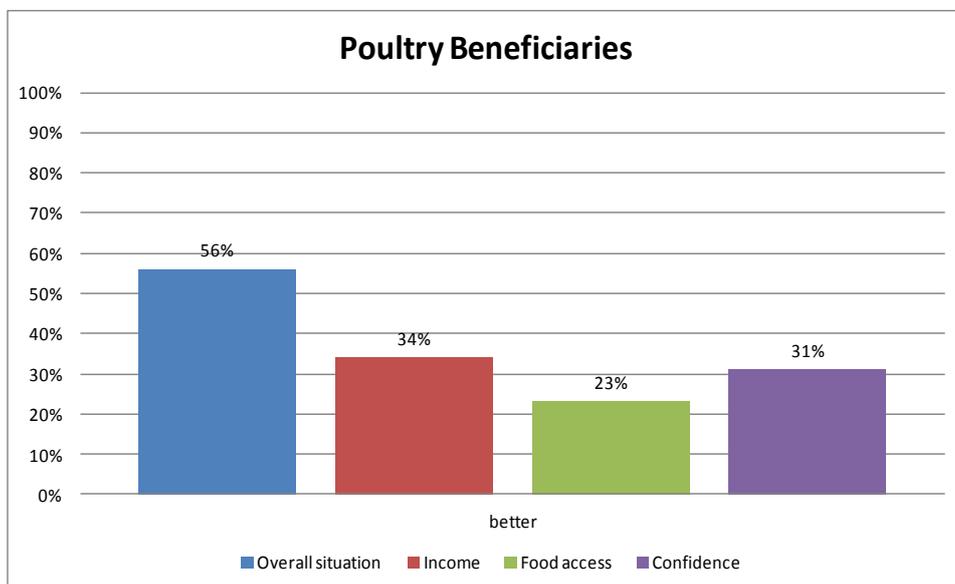
As the goat activity was classified as an SME rather than a food security intervention, the questionnaire did not include a question on the contribution of goats to the value of foodstuffs obtained. Nevertheless, it was clear from the FGDs (below) that due to the longer gestation period and that fact that the goats distributed were young, the accumulation of goat stock has not been appreciable and that significant benefits are anticipated in future rather than at present. With respect to the groundnut intervention, it is important to take account of the 829 SDG cash grant given to households to carry them through the season. This had a positive impact on maintaining income and consumption levels despite the ultimately disappointing yields obtained. Probably the most successful intervention concerned transport and trading. Both on an individual and group basis, the reported contribution to household income was much higher than in any of the agriculture/livestock interventions. The significance of the activities under the Economic Recovery and Market Systems sector is discussed fully in Section 3.1.3.

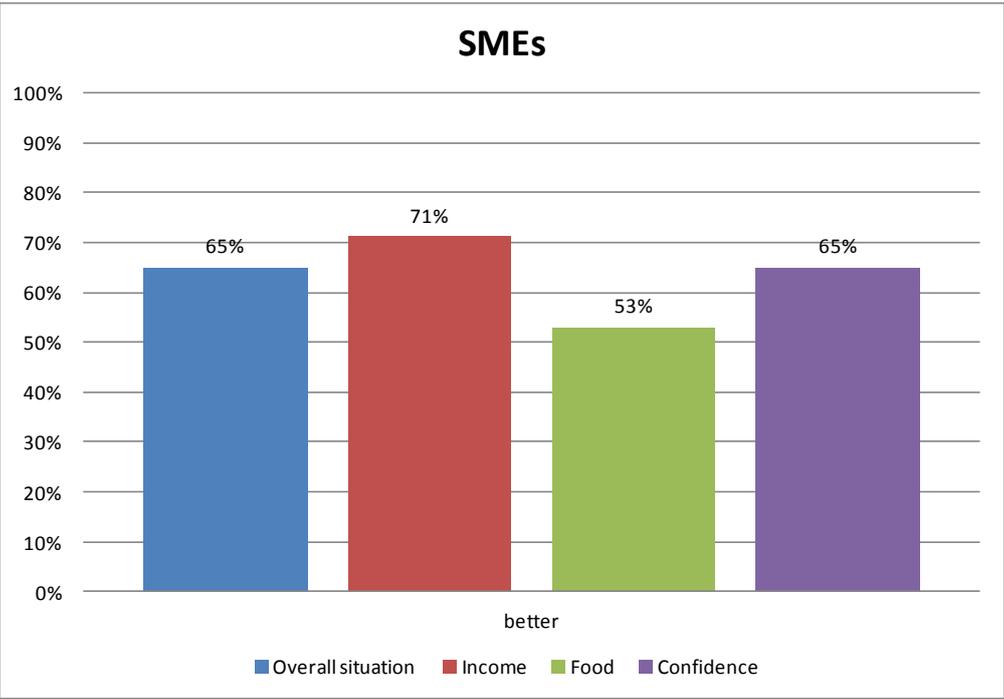
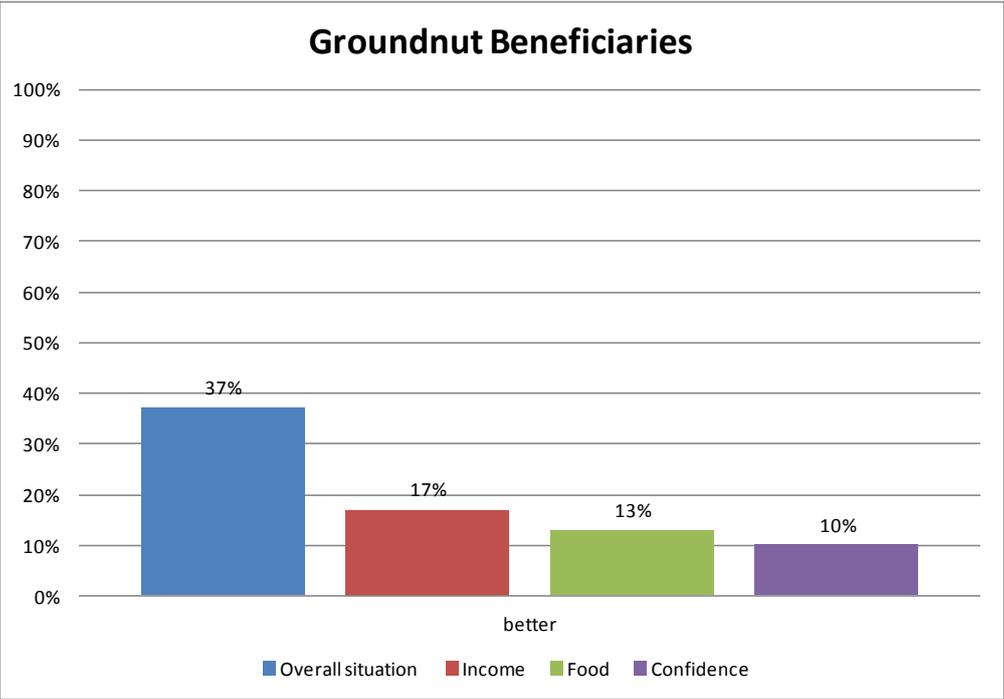


Overall status of the households

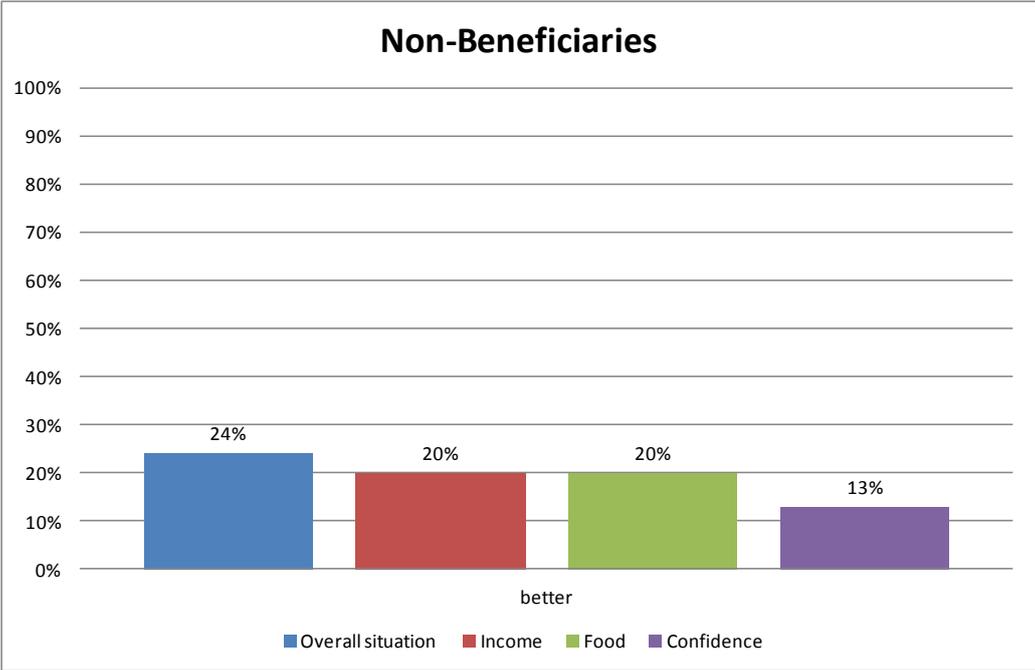
Whilst the interventions may have made a medium or high contribution to household income, they were probably not strong enough to counteract negative impacts in the economy and society, especially the reduction of food relief and poor rainfall leading to low production of staple crops and cash crops. These external factors created local inflation of food prices over and above that suffered in the Sudanese economy, nationally. All the interventions were highly valued with the exception of the goat inputs where future benefits are nevertheless widely anticipated. It appears that the SME activities (excluding goats) were the activities that contributed most towards improved conditions for older persons and their households.

The following four tables represent the perceived improvements to wellbeing (overall, income, access to food and confidence) since the project started. The perceived improvements appear greater for the non-livestock SME participants than those involved in agriculture and livestock activities.





Non-participating respondents perceived fewer improvements in overall well-being over this period.



3.3 Individual Case Studies⁷

The following eight case studies are included here to illustrate the range of experiences and issues faced by the participants and as found typical during the FGDs for each of the project activities.

1.) Older woman, 80 years old (modest, sustained impact from groundnut and poultry inputs)

K. is about 80 years old. Her two sons live in Masalit. They cannot help her much as they both have health problems themselves and are unemployed. She has three grandchildren of schooling age that live with her - two boys aged 6 and 7 and a girl aged 9. The grandchildren bring water and cook meals for the household. From her own farming and livestock activities she supports the grandchildren and pays the school fees.

Before the project started she had a single goat but now she has two because she managed to raise the money for a new goat from growing groundnuts via the project. K. received 10 birds from the project. Three died, two were consumed and one was sold. Now she has three hens, one cockerel and many chicks.

She feels that she now knows how to manage them and has received the right support from the Community Animal Health Worker.

2.) Older woman, 76 years old (modest, sustained impact from goat provision – SME)

A. is approximately 76 years old and lives with two grand-daughters, aged 11 and 9. The mother is living in another village and is too poor to help. The father has passed away. There is a ration available from WFP but this too small and not enough for the household.

The goats given by the project have provided milk for her and the children to consume directly and she believes that when the goats reproduce she will sell some to buy clothes for the family. Asha has a very small farm which she works by herself and she produces millet, some of which she uses for goat feed.

3.) Older men, over 90 years old (modest, sustained impact from poultry)

S. is aged between 90 and 100. There are five children and grandchildren living with him. The poultry secured via the project is going well and they have six hens, one cockerel and 15 chicks.

He uses the local sorghum variety to top up the poultry diet. Sometimes they eat the birds and sometimes they sell in the market. The money is used for food, for other daily needs, and for monthly school fees.

The enterprise is going better than S expected but he believes sheep rearing would be better for him. Once the poultry have increased sufficiently, he plans to trade for a sheep or goat.

⁷ Individuals personal details have been modified and pictures removed to protect their privacy

4.) Older woman, late 70s (significant sustained impact from donkey and cart – SME)

H. is in her late-70s and her husband is absent, working in the field. She has six children that do not live with her. Every one of the sons and daughters is struggling to survive and cannot help her directly. She is supporting two grandchildren living with her (orphan boys aged 15 and 12). Before this project, she had a ration card from WFP-CRS but when the list was updated in 2011 it was lost.

Through the project, the family now share a donkey and cart with four other people. The donkey and cart brings firewood, sand and mud for building and they sell firewood in the market. They pay a salary for a worker to work with the donkey and cart.

They save jointly and also share some income. Each person gets 5 SDG per market day and there two market days each week and so they manage to save 10 SDG per week. From the sand and mud transportation with the donkey and cart, the family make a profit of 10 SDG after 2 to 3 day's work by the workman. They have been benefiting continuously from this for 5 months. All the grasses for their building are also brought by donkey cart.

Their own investments have included the costs of a harness but it is going better than H. expected and she no longer has to carry goods on her head. The new income means that the family can cover their daily needs and they plan to buy a sheep or goat soon. H. is now able to buy better food - 1kg of meat instead of half kg - and she buys extra vegetables like onions to increase the variety in her diet.

H. received training on good business practices and on how to reserve money for spare parts. She feels that, to date, the relationship is good and that she is coping well as a partner with the other three owners.

5.) Older man, 66 years old (significant sustained impact through trading stock and SME support)

Y. is 66 years old and lives with his wife and eight family members and is responsible for another household of four. Before Yagoub was displaced he was a trader so when he came to Habila he started as a small sub-trader working for a big trader who received most of the profit. He was essentially a worker re-selling for a survival income. During ration distribution, when millet is available, it is difficult to get produce from the farms as production is down.

Y. buys and sells produce at the market (buying millet at 7 SDG per kora and selling for 8 SDG per kora, buying sorghum at 4 SDG and selling at 5 SDG, buying ground nuts at 3 SDG and selling at 4 SDG).

In March and April 2013 he received the capital injection from HelpAge. Now he has 60 - 70 SDG per month for saving after paying for all his basic needs and paying school fees. After securing this capital from HelpAge he is now able to cover university fees for one of his daughters.

The IDPs sell him their millet and buy vegetables and meat etc. Then, before the new rations are available they come back and buy from him at a higher price.

Y. has no plans to change his activities because he wants to increase his capital – he has a problem with his eyes which requires medication costs and he has to pay shop rent. His savings increase during the school holidays as there are no fees.

6.) Older man, 73 years old (significant sustained impact through trading stock and SME support)

Y. is 73 and is responsible for two households, one of 5 members and one of 4 members. Neither of his wives have land or farm. Before he was made an IDP, Y. had been a trader, selling sugar cane and other produce on behalf of others. He has had no capital for nine years.

Things are a bit better than in the past since he received 800 SDG worth of millet and groundnuts as trading capital in the project. He gave one sack of sorghum to his wife to ferment and sell for people to make porridge. With the profits she is buying okra, vegetable, onions etc. for the family. The households buy meat and sugar when income is good (about 1kg meat per HH) and less when income is poor (about half kg per HH).

To Y., trading is a better option than goat-rearing or cultivation because it is easier to control and there are less risks.

He manages to save about 20-30 SDG each week. One of his main spikes in business is around WFP ration distribution. He gathers from those with a surplus and resells to those that are lacking on the same day.

7.) Older woman, 70 years old (significant sustained impact through wheelbarrow and SME support)

Z. is 70 years old and has one six-year old grandchild living with her who is an orphan. She came to Habila before the conflict and was previously a farmer. In the past she has received clothes from Oxfam and a ration from WFP but the ration stopped two years ago because they are classified as a host community.

Z. now farms a small plot and cultivates sorghum. Her eldest son helps by supervising the use of the wheelbarrow provided by HelpAge - renting it to two boys to use. The net benefit of hiring the wheelbarrow on a market day is 30 SDG and it all goes to Z.

Z. also has a blind brother and she is able to provide him money for food. She also uses her new income for her daily needs including meat, okra and pepper.

She enjoys having the wheelbarrow as opposed to alternative income generating options such as goats which are less predictable and more difficult to manage.

Z. plans to continue with the wheelbarrow for the foreseeable future. She intends to reinvest any savings to repair the wheelbarrow as it is not possible to save enough money to replace it (the cost of a new wheelbarrow is 350 SDG).

8.) Older woman, 60 years old (the struggle to secure assets)

H. is aged 60 and lives with her sick husband and six children. She received two sacks of groundnuts and two sacks of grain through HelpAge as trading capital and as a result she was able to go to market to buy and sell crops such as okra, dried tomatoes and millet and she could earn an income of 10-30 SDG on market days.

In July 2013 H. fell ill and had to stop work and she had to spend all her assets on food and medicine. H. took a long time to recover and although her neighbours cultivated and harvested for her, fire destroyed the whole area and so she received nothing.

She is now very dependent on relations and neighbours. From the WFP she receives a small food ration of 1 kora of grain per month.

Summary

The relevance and performance of the project activities at the personal level are obviously the outcome of human (health, skills, knowledge and the capacity to manage) and external factors such as environmental events and relevance to markets. In general, the SME activities resulted in significant income-generation if the HHs were fortunate enough to make the right decisions with respect to sales and re-investment. Some of this capacity seems to relate to previous experience in trading and this might indicate a bias towards men who have traditionally traded produce this way. The poultry stories represent ongoing but low-level impact. These impacts are valued and seen as relevant because they provide a useful contribution to HH food and sales for income but some recipients view poultry husbandry as merely a stepping-stone to keeping goats or other high-value livestock. Poultry seems to have been particularly popular with female participants perhaps because women are normally engaged in such activity.

The final story of H. is included here to demonstrate how precarious the recipients of project inputs can be after the initial input. Health issues and external shocks meant that the early benefits were not sustained but it is likely that the project inputs provided a crucial function during hard times without which she would have endured greater suffering.

4. Programme performance overview

Relevance

Overall, the HelpAge agenda is battling against a number of preconceptions and cultural norms which have led to the neglect and even marginalisation of older people in humanitarian interventions. There is an overwhelming assumption that older people will be supported in households that are targeted by general interventions. However, these interventions are often only sufficient to support the targeted adult and their children. Older persons interviewed for case studies all reported that their adult children were struggling to survive in their own right and had no means whatsoever to support them. These individuals also have to face the stigma associated with admitting to the need for help.

Although the baseline assessment of January 2012 was later than ideal, it did help ensure that the project became more relevant and directed towards diversified livelihoods development and the current context of early recovery. In general, the process by which needs were assessed and discussed with beneficiaries during the baseline and other consultations has been impressive (see “accountability” below). Paradoxically, the delay in implementation made the particular livelihoods activities less suitable or relevant as they required careful timing to maximise their potential - ideally, poultry would have been provided in winter to minimise the risk of disease and seeds would have been provided in May to allow early sowing, for instance (the seeds and the first disbursement of cash were actually provided 23-25 June 2013). At the level of the target HHs, the relevance of the activities depended on the capacity and skills of the recipients. The case studies, for instance, illustrate that entrepreneurial male recipients were able to consolidate capital through trading whereas less intensive and productive activities such as poultry keeping were able to provide modest gains but on an ongoing process.

Perhaps unsurprisingly, the reported impacts and perceived relevance of the project activities reflected the pre-existing socio-economic roles and skills of men and women in the area. Women reported improved tangible benefits from homestead poultry activities and goat husbandry whereas men were often better-placed to exploit physical SME and market-based activities such as trading, for instance. Men and women appeared to benefit equally from the groundnuts activities.

Coverage

The project appears to have deployed its resources to the maximum number of vulnerable HHs that it could meaningfully engage and support. However, the HH survey and FGDs revealed that the number of very vulnerable HHs with older people aged 70 and above is extremely high in the project areas and many respondents were not direct beneficiaries. The coverage of some activities appeared rather ad hoc. The Older People’s Centres were very popular and performed an important psycho-social role but were not dispersed throughout the project area, for instance. Coverage was impressive with respect to engagement with the diverse array of community stakeholders (host community, IDPs, “settled” pastoralists etc.) and the project structures (OPC, OPA and project-supported CPCs) were crucial in this regard.

Coherence

The project targets specific communities with pre-defined sets of activities (groundnuts versus poultry etc.) and links these to services and direct funding. These structures have been very effective at identifying the most vulnerable stakeholders and rolling-out the activities with HelpAge and partners. Unfortunately, these structures are likely to have limited capacity to work autonomously during or after a nine month period of engagement (see “sustainability” below). The project is coherent with the work of INGOs and government agencies in the region which all appear to be working on the basis of livelihoods development in early recovery. The project activities reflect the

general interests and modus operandi of the Ministry for Agriculture and FAO although their mode of delivery does not focus on the household, especially with respect to poultry. In the case of other NGOs, although the target is specific to HelpAge there are similarities with the CRS programme of work. The Joint Committee helps ensure that this work is coordinated not overlapping. Finally, within HelpAge there are good working relations and communication between the staff based in El Geneina (West Darfur Programme Office) and those at Habila (Field Office).

Efficiency

The project was originally approved by the Humanitarian Affairs Commission for implementation in September 2011. HelpAge, in consultation with OFDA, conducted a redesign of the project in July 2012 aimed to shift from an emergency to an early recovery livelihoods perspective in line with the changing context of West Darfur. A combination of the redesign and failure to obtain work permits for key expatriate staff recruited meant that the original HAC approval expired before the project was ready to start. This approval came in November 2012. The project had a 10 month implementation window, from January to October 2013 with relevant staff on the ground and the necessary permits and permissions to go ahead and implement. However, with the end of the project already in sight in July 2013, the project was hit by a wave of resignations from field staff with no guarantee of employment after October. This coincided with a key period for the two main interventions around poultry and groundnuts, with emergency secondment of government staff to the project being the only option for continued implementation.

The main impact of this staff turnover was on project monitoring. Seconded staff did not have any time to familiarise themselves with monitoring requirements. Field reports from Agricultural and Animal Health Workers were provided in Arabic and the human resource available to synthesise these and translate them was extremely limited. The M & E officer was unable to obtain a work permit for West Darfur and spent the crucial months of the intervention in Khartoum, unable to secure progress on monitoring tasks at the field level. However, the staff proved extremely flexible and adept at navigating the multiple challenges of effective implementation, securing the effective deployment of 95% of the project budget. OFDA also showed great flexibility in allowing the redesign of 2011-12 and then the budget realignment of June and August 2013.

Locally, the disbursement of inputs was achieved efficiently via the OPCs and voluntary labour and support. All inputs were procured at competitive rates and the allocation of about 60% of overall project budget to the provision of the inputs would seem reasonable.

A short case study on poultry and vaccine procurement highlights (Annex 6) highlights the everyday challenges of achieving efficient delivery in the local context.

The table below summarises the costs for each activity. The total cost of supporting the groundnut cultivation activity in Gobe was considerable at \$194,378. These costs include all Community Agricultural Extension Workers (CAEWs) support, tools and support to the CPCs. Given the known variability of rainy seasons in Darfur, this seems to have been a disproportionate weighting of project investment and the results have been disappointing. It may have been wiser to increase the investment in poultry, for example, by providing all beneficiaries with cages. The cost of training and employing CAEWs seems to have been very high relative the costs of the CAHWs. Both the poultry and SME interventions represent good value for money against the benefits reported.

Cost of the livelihood components, not including overhead and administrative costs (Source: Project Financial Reports)			
	Activity	No. beneficiaries	\$US
Poultry	600 households provided with 6,000 poultry (Each person 10 chickens)	600	32,400
Poultry	10 Community Animal Health Workers (CAHWs) trained		5,010
Poultry	300 poultry cages supplied to 300 vulnerable chicken beneficiaries	300	9,277
Poultry Total			46,437
Groundnuts	36 metric tons of certified seed procured & provided to 600 beneficiaries	600	58,183
Groundnuts	5 Community Agricultural Extension Workers (CAEW) identified & trained to support groundnut beneficiaries in Gobe		25,282
Groundnuts	Procured & distributed farm tools (1800 Ajar, 1800 Atoria & 200 donkey ploughs) to 600 beneficiaries	600	19,483
Groundnuts	1 Crop Protection Committees (CPC) with membership of 60 people provided with dates, fuel, sugar & tea leaves in Gobe for a period of 4 months	N/A	4,806
Groundnuts	600 households provided with cash grant for land preparation, planting, weeding, harvesting & oil extraction/processing (US\$ 150)	600	86,824
Groundnuts Total			194,378
SMEs Total	Provision of goats, trading capital, transport equipment, donkeys, agro processing machinery	300	53,998

Effectiveness

HelpAge managed to effectively implement all project activities. Despite significant logistical and bureaucratic obstacles, complex activities such as the planning and construction of the wadi crossing were delivered as intended. The effectiveness of these activities in relation to the project objective and indicators is summarised in the table below.

With respect to internal processes, the main constraint seems to have been difficulty applying the intended monitoring framework. The M&E Officer had developed five monitoring formats for use by field staff but bureaucratic constraints meant that the Officer was unable to travel to the locality and train the team.

Sector Name:	<i>Agriculture & Food Security</i>	Comment
Objective:	<i>Increasing livestock productivity to protect & diversify older people's asset base</i>	
Beneficiaries / IDPs Targeted	7,200 / 4,800	<p>This target has been reached. However, after 10 years of settlement, IDPs have become well established & camp boundaries are not obvious, relief distribution is being reduced & it is becoming less meaningful to distinguish between IDPs & Host Community.</p> <p>The project also has approximately 50,000 indirect beneficiaries from the wadi crossing improving access to hospitals, farms, trading opportunities & reduced transport costs in the rainy season, possibly contributing to lower commodity prices in Habila.</p>
Sub-sector Name:	<i>Livestock</i>	
Indicator 1:	No. of animals benefiting from or affected by livestock activities	Productivity means the total has risen to approximately 10000 animals
Indicator 2:	No. of people benefiting from livestock activities	Approximately 4,000 persons benefited from livestock activities
HelpAge 3	At least 80% of the targeted households have improved self-reliance & livelihoods options by the end of the project	Due to the late delivery of some livestock, animal mortality, & time lag in goat reproduction, less than 50% of the targeted households improved their self reliance by the end of the project. However at least 80% have improved their livelihood options & have the potential to improve their self reliance in the next 12 months.
Sub-sector Name:	<i>Seeds & Agricultural Inputs</i>	
Indicator 1:	(Projected) increase in number of months of food self-sufficiency due to distributed seed systems/agricultural input for beneficiary families	There has been no increase in the number of months of food self sufficiency. The project was unable to counteract the major reduced production in 2013 caused by the rainfall pattern. Food self sufficiency has declined with supplied of harvested food expected to run low in February 2014. However, without the intervention production levels would have been extremely low & beneficiaries would be facing an immediate hunger crisis.
Indicator 2:	No. of people benefiting from seed systems/agricultural input activities	600 households received inputs including seeds, cash and tools. The HH survey and FGDs revealed all recipients experienced a net benefit. The total number of HH beneficiaries could be approximately 3,000 persons.
HelpAge 3	At least 80% of targeted households have increased their knowledge, attitude & practices in agricultural production	The HH survey revealed that over 90% of the targeted households rated their increased knowledge, attitude & practices in groundnut cultivation as "medium or high".

Delivery and performance against project objective and indicators

Sector Name:	<i>Economic Recovery & Market Systems</i>	Comment
Objective:	<i>Strengthening livelihoods options to increase older people's purchasing power</i>	
Beneficiaries / IDPs Targeted	5,844 / 3,896	
Sub-sector Name:	<i>Economic Asset Development</i>	
Indicator 1:	No. of people assisted through economic asset development activities	Through livestock & agricultural & other assets 7,200 persons were assisted through economic asset development activities
Indicator 2:	No. & percent of people utilizing economic assets created to support their livelihood pattern	The target was exceeded by 10-20% because at least 6,500 persons are still developing the assets created to support their livelihood patterns
HelpAge 3	Improved welfare & economic wellbeing for at least 50% of targeted older people & their families by the end of the project	At least 50% of the targeted older people reported that the project activities constituted an important contribution to the family income & food security. However, overall Improved well being is reported by 30% of the targeted older people, 20% report that their condition remained the same & 50% reported a deterioration in their income & well being by project end. This is due to a sharp rise in staple food prices beyond the control of the project.
HelpAge 4	6 OPCs & 1 OPA established & operational by the end of the project	The 6 OPCs & 1 OPA are established & operational
Sub-sector Name:	<i>Market Infrastructure Rehabilitation</i>	
Indicator 1:	Amount of market infrastructure rehabilitated (no. 'wadi' crossings/bridges)	2
Indicator 2:	No. of cash grants to Small Micro-enterprises (SMEs)	400
Indicator 3:	Total USD amount of cash grants to SMEs	USD 56,000
HelpAge 4:	All 'Wadi' crossings rehabilitated are functioning by the end of the project	Two wadi crossings constructed & functional.
HelpAge 5:	Increased income levels & purchasing power for at least 50% of older people living in the 3 targeted areas by the end of the project.	By the end of the project , the approximate percentage of older people with increased overall income, purchasing power & welfare was as follows: Habila 50%, Gobe 42% & Tawanj 27%
HelpAge 6:	At least 70% of small micro-enterprises supported are functioning sustainably by the end of the project	Approximately 90% of the enterprises are functioning. It is debatable whether the goat activity should be classified as an SME intervention

Delivery and performance against project objective and indicators (continued)

Sustainability

At the HH level, about 20% of participating HHs have finished all project-related activity. In these cases, the inputs have been lost (to disease, immediate expenditure or consumption etc.) and the recipients have not been able to transfer assets to other activities to spread risk. In some HHs, however, the activities have expanded - in about 40% of the HHs the number of poultry appears to be still increasing. Sustainability here relates to the ability to prevent or withstand losses to disease.

In many cases, sustainability is associated with the HH or group's ability to secure support and services into the future, with or without HelpAge. As discussed, the project structures (OPA, OPCs

and CPCs) could potentially provide such as function but these platforms still need to build capacity before they can be expected to make these vertical linkages and to sustain themselves.

Accountability

During this project, HelpAge proved themselves to be responsive partners with the community in this process of livelihoods development. The baseline survey and community consultations allowed the communities to select from a “menu” of options and in this regard the process was participatory. However, the mode and pace of delivery, given the earlier delay, would have restricted the scope for dialogue and modification once the implementation phase had started.

The project design and mode of delivery did not emphasise a role for community feedback and modification. This is probably a function of the funding modality and the post-conflict context which is still unclear i.e. a focus on delivering inputs rapidly rather than working within a established development framework.

HelpAge need to be accountable to many government stakeholders in West Darfur including the local administration, HAC and the Ministry of Agriculture. HelpAge seemed to be thorough in their navigation of these stakeholders, managing to satisfy their requirements and meet due process in the completion of complex actions such as constructing the wadi crossing. HelpAge have to be mindful that some of these stakeholders would prefer a development agenda less focussed on specific vulnerable groups (such as older people) and more related to physical infrastructure and technical activities.

5. Management issues

This project placed HelpAge with a cluster of international NGOs working on livelihoods and food security in the Habila locality including Catholic Relief Services, Save the Children Sweden, Concern, Relief International, Merlin and Intersos. Together with the UN agencies WFP, FAO, UNHCR and IoM, they attend cluster meetings hosted by FAO and the state level Ministry of Agriculture. Activities are also overseen by Humanitarian Affairs and Security ministries.

There are areas of tension between the Sudan government and international NGOs which affected the implementation of this project at the field level. The NGOs hold coordination meetings which are vital for sharing information on programming, security and relationships with government structures. HelpAge is playing a full, active and constructive role in these coordination meetings. One vexing issue during the project has been how to resist constant pressure from the authorities for allowances to be paid to government staff for any engagement with the projects, however small. Additionally, there is tension between NGOs providing services to IDPs and what is perceived by government to be a disincentive to resettlement to rural areas. However, good relations with local authorities and agencies at West Darfur level were evident throughout this final evaluation, permitting uninterrupted access to beneficiaries and including permission for photography.

In July 2013, three staff of HelpAge in Habila resigned (two of whom joined CRS on another OFDA funded project) at a critical moment for the project when implementation was in full motion. It may be advisable for OFDA to examine the protocol of staffing issues between NGOs operating locally and running OFDA funded projects. It may be possible that staff recruitment should stipulate the completion of ongoing OFDA work before starting a new with another agency, for instance.

The main management constraint to the project concerned the issuing of work and travel permits from Khartoum to West Darfur for English-speaking African expatriate staff. Staff can be recruited and then denied work permits, delaying implementation for many months. Staff that had been recruited had to stay in Khartoum for many months waiting for permission to travel to West Darfur. In addition, the rapid turnover of Sudanese staff at all levels of the organization probably impedes the establishment of long standing relationships with government partners. In the first instance, a systematic review is required to try to reduce the blockages caused by the work and travel permit system – it is not known whether UK senior management has reviewed this issue or is in the process of doing so.

It is understood that as a result of a review in early 2013, pay was made more competitive within the NGO sector and reforms to the management structure creating Area Coordinator positions for Sudanese staff were implemented. Sudanese candidates with the desired level of English for OFDA funded projects are also sought after for posts in the UN system and so turnover of Sudanese staff is an ever present issue. It is therefore important for HelpAge to count upon a small cadre of 2-3 expatriate staff in West Darfur.

6. Lessons learnt

The following briefly summarises the key issues with respect to relevance, appropriateness and ability to deliver. Many of these issues are expanded in the next section – “Discussion”.

6.1 Relevance to beneficiaries

In effect, the project attempted two different modes of delivery: 1) direct contact and support to the most vulnerable older HH member and; 2) support to the overall vulnerable HH. In the first case, the older person might be granted animal assets or other resources for them to manage with project assistance. The benefits then tend to be utilised for the entire HH (education costs, food and medical costs etc.). In the case of Gobe, however, cash was provided to the vulnerable HH and this capital was then managed according to need. The HH survey revealed that many HHs contain several older and vulnerable persons over the age of 70 but the mode of delivery and targeting does not fully account for this i.e. it might be possible to provide higher levels of support to HHs with several older people. In summary, it may be more appropriate to identify the most vulnerable HHs with older people, rather than the individuals, and tailor the support specifically to that unit. This might make mainstreaming this work, and joint-operations with other agencies, simpler.

The greatest and longest-lasting impacts seem to be associated with the SME activities (trading, transport and the provision of processing machines). There are less risks associated with this form of support but this tends to be most relevant to men, and especially men with experience of trading (see Individual Case Studies).

6.2 Appropriateness to overall context

Insecurity and the complex political and social context means that agencies are struggling to define how to operate with respect to relief, rehabilitation and development. The OFDA project sits well with the current movement towards livelihoods development and early recovery efforts. HelpAge has to operate in a fragile security environment and, to some extent, straddles both humanitarian and development spheres – attempting to deliver livelihoods work in the context of a short humanitarian project cycle. As discussed above, this work is broadly coherent with the political and development agenda for the region.

6.3 Ability to deliver

The project has delivered all its activities and achieved much of the desired change with respect to vulnerability and the resource base of the targeted HHs. The HelpAge team implemented the project efficiently and effectively once the project had been re-designed and re-started. There were some significant external constraints to delivery, however. These centre on the logistics of staff travel and the constraints imposed by the permit system which impacted the work of key staff such as the M&E Officer.

7. Discussion

Working with the marginalised

The older people have received a lot of support via HelpAge workshops and awareness-raising from a social, psychological and rights perspective. Unfortunately this group lack the confidence to directly engage government authorities and service providers because there is shame associated with asking for support if they are struggling to cope⁸.

Older people do appear to have made some direct representations to INGOs, complaining that they are not receiving food aid⁹. In response, these agencies are then directing these people and their complaints to HelpAge. The unintended effect may be to segregate the delivery of support and services, rather than mainstreaming support to older people across all agencies. Here, advocacy has a role in communicating the special issues of older people to all development partners, including UN agencies and NGOs (see Recommendations).

The mode of operation

The project has had to channel a large resource into livelihoods development activities in a short period of time in an implementation format more suited to humanitarian relief operations. HelpAge has to deliver a series of linked interventions to create the necessary continuity for livelihoods support but this often takes much longer – perhaps a four or five season cycle - before consolidated local livelihoods can be observed. Delays in implementation, beyond the control of the project, have reduced the potential for sustained engagement even further. The coherence of the project, then, must be viewed in terms of the value of the “one-off” injections of assets and support. Despite this short-term engagement, the project activities were found to be broadly consistent with the early recovery work being pursued by other agencies and NGOs in the Habila locality.

Reducing risks to participants

HelpAge should look to reduce the risks associated with animal diseases and seasonal variation in rainfall, both of which negatively impacted upon the projects attempt to increase agricultural livelihoods in the transition from relief to development. This is not to argue that such interventions were not appropriate and should not be attempted again, but that additional West Darfur-specific expertise in design and planning for risk minimisation is needed. For example, poultry interventions must include a vaccination programme.

Reviewing the role of market infrastructure within the programme

The main output of the July 2012 modification was the construction of a wadi crossing outside Habila on the main road to Gobe. The wadi crossing apparently met with universal acclaim from the project beneficiaries and the authorities in Habila. Whilst being a very efficient use of project resources, with the infrastructure being built to a high standard over a two month period and greatly enhancing the reputation of HelpAge as a development player in the state, it raises some issues for HelpAge

⁸ “Older people are not expected to go and complain because the assumption is that everyone helps them as much as possible already” – interview with Governor Habila Abdalkhalig Ibrahim Matar and HAC Chairperson Habila, Jamaaldien Khatir Omer). The result is a relatively high proportion of older persons amongst destitute street dwellers in El Geneina and Habila although in the view of one respondent, this has reduced in recent years due in part to the work of HelpAge (Isaac Mulbah, CRS, El Geneina).

⁹ Many complaints have been received by CRS from older people. They complain to WFP that they are not given a ration card and WFP directs them to HelpAge (Interview with CRS Habila staff group).

with respect to the balance of future projects. As discussed, interviews with project staff and secondary stakeholders reveals that there is pressure from government stakeholders to prioritise this type of visual and physical initiative over livelihoods work that targets specific vulnerable groups. It will be important to keep communicating that these infrastructure activities are just one component of an integrated approach which needs broad support.

8. Recommendations

Management and design

- **Incorporating a livelihoods approach**

The Programme of Integrated Livelihoods and Recovery (PILAR) usefully attempts to combine support to human capital, markets and productive natural resources. The components of PILAR are cross-cutting but essentially address human capital and skills development. PILAR should allow a more holistic approach to reducing vulnerability in future programming because, in addition to new skills or natural assets secured by the individual or group, it acknowledges the role of markets, infrastructure and institutions in making those assets useable and relevant. HelpAge acknowledge that widening the range of activities makes funding and management more complex with a greater number of potential partners and there are indications that the various components may have to be supported by a set of donors rather than a single source (e.g. education, markets, natural resource sector activities).

- **Log-frame design and monitoring**

Programme design and presentation via a single master log-frame would probably improve the strategic focus and understanding of the programme objectives across the organisation. Currently the indicators are presented as a combination of USAID (generic) and HelpAge targets. Donor and HelpAge indicators should be consolidated in some way and made SMART (specific, measurable, attainable, relevant and time-bound). The USAID indicators, in particular, could be un-packed and explored during the baseline period so that, for instance, the meaning of "*Number of people benefiting from livestock activities*" (emphasis added) is defined with reference to local examples or proxies.

The baseline survey placed great emphasis on the technical feasibility of a central poultry enterprise and although the study provided some supporting context on the social and economic background in the location, this information was not directly relevant to the objective and indicators of the programme. A log-frame approach to programme design may have helped frame the scope of the baseline study so that it would have been less concerned with proposed activities and more focussed on analysing and quantifying the specific conditions of the target groups.

The monthly and quarterly reports provide good narrative and qualitative updates on progress, especially with respect to delivery. A forward-looking section in the summary would encourage reflection of the constraints and performance and help outline plans to overcome obstacles in the following months. Monitoring was focussed on the disbursement of inputs from the project side, but ideally the project should track the status and application of those inputs using the existing staff and structures such as the OPCs (e.g. how do groundnut HHs utilise cash inputs?).

- **Addressing logistical constraints**

The timely delivery of project activities and quality monitoring and reporting is contingent on the efficient deployment of staff to the field locations. Ideally, there should be a detailed review on the issue of work and travel permits for expatriate staff and ways to avoid delays or refused travel. Due to these constraints, five monitoring formats especially developed for the project were not fully applied.

- **Advocacy**

It should be possible to develop a strong evidence-based case on the vulnerability of older people in the Habila area. This evaluation revealed the important inter-generational benefits associated with support to the older HH members, including their support to vulnerable children and grandchildren.

This type of evidence could be utilised to develop policy advocacy documents, promoting additional support from government agencies and donors. The HelpAge model for livelihoods development with older people is novel and should be widely disseminated within Sudan

In the coming months, a strong presence will be needed to lobby for timely assessments of the food security situation and the OPCs could be provided with evidence and lobbying skills to help secure their proper allocation of food cards for vulnerable older persons.

Implementation and local strategy

- **Risk reduction**

HelpAge should explore minimising risks associated with agricultural interventions. The poultry impacts are constrained by the risk of disease and this affects the confidence of the participants. In this case, a comprehensive vaccination programme may be required. In the case of cultivation, HelpAge may need to explore activities that can ameliorate the impact of poor rains, perhaps including activities to establish community wells or homestead irrigation.

- **Promoting PILAR and livelihoods development to local and secondary stakeholders**

HelpAge should work to ensure that all stakeholders understand the Market Infrastructure Rehabilitation activities are just one component of a broad portfolio of activities to support livelihoods development. These activities receive broad public and political support but projects need to re-iterate to government and NGO stakeholders the link between these interventions and the wellbeing of their key target group. In other words, local stakeholders need to be fully aware of how project activities are inter-related.

- **Reviewing the targeting strategy**

Additional support could be provided to households with more than one older person and consideration could be given to having more than one direct beneficiary per household in such cases.

- **Building resilience in project structures**

HelpAge must be realistic with respect to the future potential of the OPA and OPCs outside the project context. Capacity building of OPCs will be problematic under short livelihoods development projects. Developing the autonomy and resilience of these structures would require longer-term facilitation where project activities extend beyond the delivery of pre-defined activities and move towards supporting linkage between these structures and the permanent private and government stakeholders in order to support their own enterprises. This would require new skills and approaches to monitoring within local teams so that the quality of the links to markets and service providers is tracked and supported. Obviously, this is more realistic within a longer-term programme of development and engagement, rather than a series of short projects.

Older People's Centres are a source of psycho-social well-being highly valued by project participants, reducing isolation and loneliness, and each intervention area in future should try to provide an accessible Older People's Centre.

- **Maximising impact via SMEs**

In any potential future project funded by OFDA, support to livestock and agricultural interventions should continue with a focus on building household assets for basic food and income security. Work on small and medium enterprises should be expanded on the basis of the successful experiences supporting individuals and groups with assets, capital and business planning for market trading, wheelbarrows, donkeys and carts and the agro-processing machinery. These assets appear resilient, provide reliable income and are less vulnerable to shocks.

- **Prioritising activities with respect to performance and cost**

The project activities represented well the varied socio-economic roles and skills of men and women in the area. Women reported improved tangible benefits from homestead poultry activities and goat husbandry whereas men were often better-placed to exploit physical SME and market-based activities such as trading, for instance. When performance is viewed in relation to cost, however, it does appear that the agricultural activities need refining in future projects. Although both men and women benefited from the groundnut activities, the external risks remain high and may not merit such a focus of project time and resources. HelpAge should explore the performance of this component with the Ministry of Agriculture and other local partners before committing equivalent resources in future.

Annex 1



Terms of Reference for the final external evaluation of the following HelpAge's programme in West Darfur

"Sustaining livelihoods for vulnerable older people through enhanced resilience to shocks"

TOR produced on 13/08/13

Reference Number: SUD873	Implementing agency and partner(s): HelpAge International – Sudan Country Programme
Donor Reference: AID-OFDA-G-11-00243	
Project budget: \$ 1,199,001	Start date of evaluation: late October/early November 2013 (TBC)
Project funding sources: USAID/OFDA	
Project duration and evaluation period: 26 September 2011 to 31 October 2013	Evaluation report Release date: December 2013 (TBC)
	Type of evaluation: Final Project Evaluation

Background

Current general intervention context

The protracted conflict in Darfur remains unresolved despite efforts to end the political crisis since 2003. According to OCHA, in 2013, up to 3.5 million people currently receive food aid, including some 1.4 million in IDP camps¹⁰. Although the situation in improved in some areas, others deteriorated underscoring the need to continue with humanitarian assistance while seeking durable solutions. The UN estimates that about 287,000 people were displaced or severely affected by fighting and conflict from January to June 2013. The conflict has led to further marginalization of some vulnerable groups, erosion of livelihood assets such as livestock, destruction of markets, agricultural infrastructure and implements, loss of public infrastructure, and restricted access to farmland. In addition, the conflict has severely affected the natural resource base and caused massive population displacements¹¹.

Increasingly, there is lack of access to livelihoods opportunities for the Darfurians. As a result of the conflict most of the population have limited access to their pre-conflict livelihoods and are forced to rely on food aid or adapt to unsustainable options such as petty trade and daily labour as alternative to their diverse traditional livelihoods strategies. Further, environmental degradation has increased in recent years due to climatic changes and human impact such as over cultivation and over grazing compounded by selling of firewood and charcoal to supplement incomes. This has led to increased tensions between sedentary farmers and pastoralists/nomads over resources.

The situation has contributed to food and livelihoods insecurity significantly reducing the resilience of Darfur's population to livelihoods shocks. This has been worsened by increased general inflation rate which reached its highest in February 2013 when it reached 46%. The hardest hit is poorer households who spend the greater part of their income on food. At the time of writing the project proposal, according to WFP, Food Security and Monitoring System (FSMS) round 8 for West Darfur in November 2010, 60% of the population's income was spent on food revealing their vulnerability to food security. In addition, 23% IDPs, 16%

¹⁰ OCHA – Sudan Humanitarian Dashboard 30 June 2013

¹¹ Sudan, UN and Partners Work Plan, 2011

mixed and 7% resident population remained vulnerable and could not afford the food basket.

Details of the Programme

The Darfur conflict has directly and indirectly contributed to food insecurity. Although reports indicate that food security has improved in relation to previous years, approximately 3 million people in Darfur will remain moderately and highly food insecure and require external assistance to meet their minimum consumption requirements. In addition, limited livelihoods opportunities have forced the population to rely on unsustainable livelihoods options such as petty trade and daily labour. As a result, the population suffers from chronic vulnerability and exacerbating poverty levels thus requiring an immediate and strategic target response. The project will improve food security and strengthen livelihoods options to increase resilience of the population to livelihoods shocks while strengthening their capacity to quickly recover from natural and man made disasters.

Food security assistance is on going however early recovery interventions for vulnerable older people IDPs and poor households population are critical to address food insecurity sustainably. HelpAge will focus this project in West Darfur, Habilla locality – Habilla town and surrounding villages of Gobi and Tawang. The target beneficiaries are older agro-pastoralists who are also vulnerable as they rely on a combination of agricultural-pastoralist livelihoods which have been affected by the conflict, environmental degradation and food price increase. The targeted group has also a combination of IDPs and returnees in the target area together with the resident population. The most appropriate approach is cash distribution to restore and diversify older people’s asset bases and in the long-term to strengthen their livelihoods and increase their purchasing power through running a community animal farm.

HelpAge has over two decades direct-work experience in Sudan intervening in both emergency and development contexts as the only organization that focuses on older people and with expertise on ageing issues. In West Darfur, HelpAge has been working with communities since 2004 through emergency operations, currently operating across the 12 IDP camps in (Geneina, **Habilla** and Kreneik localities). The 7 years experience working in Darfur has given HelpAge insights into the challenges of the area and an opportunity to forge healthy relations in the state with the community, government and other agencies. Over the past, HelpAge has conducted various studies and assessment that has formed the basis of the ongoing and planned interventions in the area.

1.2.1 Project Goal

Enhanced income security and sustainable livelihoods for 13,044 conflict affected vulnerable older people population.

The project will aim to increase and diversify older people’s asset bases in the medium term and in the long-term to establish an older people’s association to undertake collective production and marketing; it will build up strategic efforts to increase skills and knowledge of the targeted beneficiaries in livestock production, market and financial institutions linkages, enhancing incomes and association management.

1.2.2 SECTOR: Agriculture and Food Security

Objective - Increasing livestock productivity to protect and diversify older people's asset bases.

- **Sub-Sector: Livestock** - The project will focus on supporting older people with poultry farming through building their skills on poultry production and management.

Activities – Poultry provision for 600 older people

- **Sub-Sector: Seed Systems and Agricultural Inputs** - Average crop production around Gobe village is approximately 430kg per acre and each farmer has an average of 2 acres and plants 20kg of seeds per acre. With access to proper seeds and agricultural extension services, groundnut yields can increase to at least 550kgs per acre. The project will support 600 older people households to increase groundnut production

Activities – Provision of cash grants to 600 older people households; support existing but inactive Crop Protection Committee to maintain a conducive farming environment for the farming season.

1.2.3 SECTOR: Economic Recovery and Market Systems

Objective - Strengthening livelihoods options to increase older people's purchasing power

- **Sub-Sector: Economic Asset Development** - The project will strengthen community structures i.e. the Older People Association (OPA) to undertake enterprises that will benefit the older people socially and economically. Older people will be empowered to decide on the income generating activities (IGAs) to undertake and whether to work individually or in a group.

Activities – Establishment of an older people association and provision of training

- **Sub-Sector: Market Infrastructure Rehabilitation** - Trade between Gobe and Habila village is affected by the poor state of the 'Wadi' crossings along the road. This road is rendered impassable during the rainy season affecting income and market linkages negatively. There is need to protect people's livelihoods through rehabilitating these crossings to ensure trade continues unabated.

Activities - Wadi Crossing Rehabilitation; provision of cash grants to 400 older people for small micro-enterprises

Aim of the Evaluation

HelpAge International is looking for a Consultant to submit an expression of interest for a final evaluation of this one two year project. The evaluation will be conducted in West Darfur (Habila, Gobe, and Twang villages).

Overall Objective

The purpose of the evaluation is to assess the impact of the project and the level of achievement of the project's objectives and results. This evaluation is part of a strategy aiming at strengthening HelpAge's programming in Darfur, as well as strengthening

communication, transparency towards various partners about HelpAge's performance and approaches in the area.

Specific Objectives

- ▶ The evaluation will focus on assessing the **Older People Association** model in Darfur using standard evaluation criteria.
- ▶ Since early recovery interventions are relatively new for HelpAge in this area, the external evaluation shall mostly concentrate on **capturing lessons learnt in order to feed ongoing programming** rather than considering the study as a final step in the program cycle.
- ▶ The external evaluation shall **reinforce HelpAge's advocacy capacities**, through strengthening HelpAge's network and connections with partners, allowing transparent and independent communication towards partners, and supporting the HelpAge office to establish an appropriate technical advocacy strategy.
- ▶ This review is part of HelpAge Strategy to build income security and livelihoods for older people in Darfur and shall support it with **appropriate and operational recommendations** serving that purpose.

Major Factors to be taken into account

- The shift from emergency to early recovery interventions
- Intervening in surrounding villages outside IDP camps
- Potential returns that may increase pressure on service provision

Detailing of the Evaluation Criteria

Relevance

The evaluator should assess the appropriateness of the objective and results pursued by the program in relation to the identified needs.

- Was the analysis of needs adequate (methodology, findings, conclusion and recommendations)?
- Was the involvement of beneficiaries ensured in the design phase?
- Did this analysis lead to the elaboration of adequate objectives in relation to the needs identified?

Coverage

The evaluator should assess the coverage of the program in relation to the identified needs.

- Is an adequate percentage of the needs covered?
- Were the worst-affected groups correctly identified?
- Was there appropriate geographical coverage?
- Was there fair targeting of beneficiaries?

Coherence

The evaluator should assess the adequacy of the activities that were implemented in relation to the objective and results pursued by the program.

- Did the activities have a direct relationship with the objective and results pursued?

- Were the activities adequately coordinated with other humanitarian actors?
- Were the activities adequately integrated between HelpAge departments at each of the following stages of the program:
 - Assessment of needs
 - Project proposal
 - Targeting of communities and beneficiaries
 - Implementation of activities
 - Monitoring
- Did the authorities and communities understand, accept and welcome HelpAge program?

Effectiveness

The evaluator should assess the adequacy of the results that were reached in relation to the objective and results that were pursued by the program.

- Will the program reach the intended results and specific objective (taking in consideration remaining month to implement it)?
- If not, what are the justifications provided for the risk of non-achievement? What hampered the achievement of the target? Does the organisation anticipate the constraints that are met? Does the organisation react adequately to unforeseen events in order to re-adjust/ adapt the program and ensure the achievement or the readjustment of the objective and results pursued by the program?
- Are the information correctly passed onto the communities and the authorities?
- How can the monitoring system be strengthened in order to measure impact more effectively in the coming years?

Efficiency

The evaluator should assess the cost-efficiency of the program, per se and through a comparison with similar programs in the area.

- Was the program cost-effective?
- Could more have been achieved with the same resources?
- Could the same results have been achieved with less resources?
- Are the log / admin procedures well understood, accepted and respected by everyone?
- Is the internal coordination and communication efficient?

Sustainability

The evaluator should assess whether or not the intervention could sustainably improve income security and livelihoods of the targeted population. To do so, the evaluator should look at the program's capacity-building components, local ownership aspects, Older People Association functionality and financial sustainability aspects.

Accountability

The evaluation should also provide an assessment of HAI's Accountability in areas such as beneficiaries' participation in the project and to evaluate also how their feedback has been integrated.

Cross cutting issues

To understand how the following cross-cutting issues have been taken into account at all stages of program implementation so far:

- Disaster risk reduction and Preparedness;
- Do no Harm / Effects on the environment;
- Gender;
- Security of aid workers;
- Participation.

The consultant will take into account the non-exclusive list of criteria referred to above. Their definitions and key evaluation questions to be answered will be defined in the briefing phase

Methodology of the evaluation

The methodology used should be participatory and include all stakeholders and beneficiaries in the process. As much as possible, the evaluator will utilise tools that do not require high levels of literacy and adapt those tools to ensure full participation of people with disabilities. Tools should be developed in consultation and approved by HelpAge.

Briefings/ preparation

- Reviewing of the project documents (proposal, reports, monitoring reports, surveys, assessments, capitalisation documents, etc)
- Meetings with relevant stakeholders
- Preparation and training of local evaluation team

Field activities

For data collection, 3 levels shall be used:

- Direct information:
 - visit to project sites
 - Interviews with beneficiaries
 - Interviews with project staff
- Indirect information: Interviews with local representatives; Interviews with project staff (expatriate and national staff); Meeting with local authorities, groups of beneficiaries, humanitarian agencies, donor representatives, or any other relevant stakeholder.
 - For data collection, standard and participatory evaluation methods are expected to be used (PRA / HH interviews and FGDs with beneficiaries, non-beneficiaries, key informants – health workers, teachers, leaders).
- Secondary information analysis: e.g. information about the organization of the project – general coordination, communication, how capitalization is being organized, etc...

Note: All data must be disaggregated by age and sex and according to HelpAge data disaggregation policy

5 Timeframe and deliverables

The evaluator will produce a clearly set out final report in a reader-friendly form which should include, but not be limited to the following:

- Executive summary of the main findings (maximum 2-3 pages)
- A clear set of conclusions emerging from the evaluation work (max 2-3 pages)
- Lessons learnt with regard to relevance of activities (for beneficiaries), appropriateness (of interventions in the given context) and HelpAge's ability to deliver (max 3 pages)
- Recommendations for the future (max 2 pages)
- Relevant annexes with supporting documentation that might include approach, methodology, people consulted, project sites visited, interview tools used for different stakeholders, summary of FDGs hel.
- The evaluation must also produce at least one case study per activity.

The main text of the evaluation report should not be longer than 20-25 pages, excluding the executive summary, and annexes.

Dissemination of Evaluation Findings.

When the first draft of the report is completed a presentation of the findings followed by team discussion at Darfur and Khartoum level will be organized

After Headquarter validation of the report at the end of the mission the consultant should meet with the OFDA's field officer and, where relevant and applicable, with the organisation's experts and organisation's partners for discussion of observations arising from the evaluation.

The response - Following the completion of the report, records will be kept by HelpAge on the management response to the final evaluation findings, including what was found to be useful and what was contested. This information will be shared with the donor

Timeframe – The evaluation is expected to take place in late October/early November depending on approval of visa and travel permits from the Sudanese Government if required. The evaluator will submit the final report as per plan to be agreed with HelpAge International.

6 Evaluator profile

6.1 Core competencies

- Ability to collect and analyze qualitative and quantitative data and to translate research findings into practical programme and policy recommendations
- Ability to consult and communicate effectively with a wide range of people from beneficiaries to Government, development agencies at various levels and UN/international agencies

- Demonstrates sensitivity, tact and diplomatic skills in personal and professional communication; ability to communicate challenges and weaknesses in a constructive way,
- Able to handle confidential and politically sensitive issues in a responsible and mature manner and in line with set protocols
- High proficiency in written and spoken English
- Ability to write high quality and concise technical reports within agreed terms of reference and deadlines.

6.2 Education and Experience:

- Advanced degree in field relevant to the project
- Experience in working and carrying out assessments and evaluations in protracted crisis and recovery contexts, and particularly in the field of food security and livelihoods (including cash transfers, IGA and small livestock interventions).
- Proven experience in participatory research and capacity assessments.
- Experience carrying out quantitative data analysis of secondary datasets using statistical software packages
- Experience in cost-benefit analysis
- Experience in working and evaluating programmes in Sub-Saharan Africa (experience in Sudan would be an advantage)

6.3 Desirable

- Experience in carrying out evaluations for OFDA funded programmes would be an advantage
- Knowledge of Arabic

Expression of interest

All interested consultants/firms are requested to submit their application which should include:

- a) A cover letter explaining how the consultants meet the core competencies, education, and experiences in the evaluator profile (section 6)
- b) A CV of the lead consultant/s
- b) Explain in detail the methodology to be used in carrying out the assignment
- c) Provide a detailed budget in USD (Indicate daily rates) **excluding** cost of flights and accommodation which will be provided by HelpAge International
- d) Provide timeline for the assignment and indicate when ready to undertake the assignment.
- e) Provide two evaluation reports of similar work undertaken in the recent past (Not more than 2 years)
- f) Contact information for 2 professional references

Annex 2 - Semi-Structured Interview Formats

Project Manager

Relevance

How was the project designed and by whom?

Did you have any role in project design?

How were the needs of the local beneficiaries assessed?

How were the needs of the local beneficiaries (findings of the above etc.) addressed in the design?

What do you consider to be the greatest achievement on behalf of the target group?

What do you consider to be the main shortcomings? Why and how could they be addressed?

What other types of activities (detailed markets analysis, other IGAs, rights-based planning etc.) could/should the project provide in future?

Coverage

Discuss participant selection. How systematic and fair was it? Who might have been excluded?

What % of local HH in the target villages are participating? Is this adequate, why?

Did you target the most vulnerable HH and individuals – could targeting have been more strategic and focussed?

Coherence

How does the project relate to other assistance and projects in Habilla? – is it distinct or does it complement the activities of others?

How are activities and issues communicated with others agencies and stakeholders? Is this sufficient?

Discuss the role of each HelpAge department in assessing the need and designing the project (what are these departments)? What was the sequence of developing the project, for instance?

How do you manage implementation of the activities (systems of reporting and responsibilities of local offices in Geneina and Habilla)?

What is the link between the M&E department and you? How do you respond to information from the project area?

Effectiveness *Discuss the table of indicators and activities.....*

Are these targets in deliverables going to be met, if not why not?

Are these indicators going to be met – what is the evidence? Discuss each in turn?

What does the Manager believe are the constraints if there are shortcomings in delivery and outputs?

What does the manger feels the M&E system could do differently especially wrt to improving: 1) tracking ongoing performance and; 2) assessing impact.

Efficiency

Explore administrative procedures – are these adhered to, understood and respected by the whole team (Khartoum, Geneina and Habilla)?

What is the Manager’s perspective on cost-effectiveness? Are there estimates for cost per HH (obtain these) and what activities and components appeared most cost-effective and why?

What components of the project were less cost-effective and why?

How did the change in project design and the 6-month delay, staff changes etc. affect cost-effectiveness? Could this have been managed differently?

Cross-cutting issues

How does the project accommodate and balance the following: DRR and preparedness, Do no Harm, the environment, gender, security of staff, participation?

M & E Officer

Project indicators

Is there a master project plan other than the Narrative Proposal – are the indicators summarised in log-frame or tabular form?

Look at the quarterly reports – the indicators are different to those in the narrative report – why?

Do you refer to the baseline – has the baseline been useful?

Progress against indicators – get all updated figures on the following and complete the table if possible....

Sector Name:	<i>Agriculture and Food Security</i>
Objective:	<i>Increasing livestock productivity to protect and diversify older people's asset bases</i>
Dollar Amount Requested:	\$274,762
Number of Beneficiaries Targeted:	7,200
Number of IDP Beneficiaries Targeted:	4,800
Geographic Area(s):	<i>West Darfur, Habilla Locality (Habilla town, Gobe village)</i>
Keyword(s)	<i>Capacity building/training, livelihoods/income generation, cash distribution, protection mainstreaming, Nomads and Pastoralists, DRR and Returnees</i>
Sub-sector Name:	<i>Livestock</i>
Indicator 1:	Number of animals benefiting from or affected by livestock activities
Indicator 2:	Number of people benefiting from livestock activities
HelpAge 3	At least 80% of the targeted households have improved self-reliance and livelihoods options by the end of the project
Sub-sector Name:	<i>Seeds and Agricultural Inputs</i>
Indicator 1:	(Projected) increase in number of months of food self-sufficiency due to distributed seed systems/agricultural input for beneficiary families
Indicator 2:	Number of people benefiting from seed systems/agricultural input activities
HelpAge 3	At least 80% of targeted households have increased their knowledge, attitude and practices in agricultural production

Sector Name:	<i>Economic Recovery and Market Systems</i>
Objective:	<i>Strengthening livelihoods options to increase older people's purchasing power</i>
Dollar Amount Requested:	\$222,073
Number of Beneficiaries Targeted:	5,844
Number of IDP Beneficiaries Targeted:	3,896
Geographic Area(s):	<i>West Darfur, Habilla Locality (Habilla town, Gobe and Tawang villages)</i>
Keyword(s)	<i>Capacity building/training, host government, DRR, gender relations, Cash distribution, cash for work (CFW), livelihoods/income generation, IDPs, host community, Nomads/Pastoralists, and Youth</i>
Sub-sector Name:	<i>Economic Asset Development</i>
Indicator 1:	Number of people assisted through economic asset development activities
Indicator 2:	Number and percent of people utilizing economic assets created to support their livelihood pattern
HelpAge 3	Improved welfare and economic wellbeing for at least 50% of targeted older people and their families by the end of the project
HelpAge 4	6 OPCs and 1 OPA established and operational by the end of the project
Sub-sector Name:	<i>Market Infrastructure Rehabilitation</i>
Indicator 1:	Amount of market infrastructure rehabilitated (number of 'wadi' crossings/bridges)
Indicator 2:	Number of cash grants to Small Micro-enterprises (SMEs)
Indicator 3:	Total USD amount of cash grants to SMEs
HelpAge 4:	All 'Wadi' crossings rehabilitated are functioning by the end of the project
HelpAge 5:	Increased income levels and purchasing power for at least 50% of older people living in the three targeted areas by the end of the project.
HelpAge 6:	At least 70% of small micro-enterprises supported are functioning sustainably by the end of the project
Geographic Area(s):	West Darfur, Habilla Locality (Habilla town, Gobe village)

Financial management

What is your role in this respect?

Can you provide an overview of the total cost per beneficiary? (we need to make a judgement on value for money relative to other projects in the region).

Stuart to review budgets and spending (relevant here?)

Management

How long have you been in the post?

How did the 6 month delay affect the M&E strategy – was the previous sampling and system re-designed or abandoned etc.?

What are the challenges to you as the project has moved towards integrated livelihoods approaches (PILAR)?

How has staffing changes challenged you?

What would improve the quality of your M&E? (Does it need to be more reflective and responsive to performance throughout the project?).

Field Manager

An overview discussion of each of the following sets of activities/themes:

1. Groundnuts, tools and other agricultural support
2. Poultry support
3. SME support
4. The OPCs and OPA
5. The CPCs
6. Wadi rehabilitation
7. Training (business, conflict resolution, DRR etc.).

In each case.....

Relevance

What evidence is that the activity supported vulnerable older people and their HHs?

What do you consider to be the greatest achievement of the activity?

What do you consider to be the main shortcomings? How could they be addressed?

How could this activity be modified in future and why?

Coverage

Are you reaching the HHs that you should or want to – what are the constraints?

How do others (non-target) benefit? Is it possible to estimate how many?

Coherence

How do these activities relate to those of other projects (are some HHs involved with other projects too)?

Are your activities integrated with the work of others at village level or at Habilla? How?

Do your staff work the same way in each of the three sites (are they seconded between sites)? What are management and quality issues associated with operating in 3 sites?

Effectiveness *Refer to the table of indicators and activities....*

Are these targets in deliverables going to be met, if not why not?

Are these indicators going to be met – what is the evidence? Discuss each in turn?

What does the Field Manager believe are the constraints if there are shortcomings in delivery and outputs?

Efficiency

Explore administrative procedures – are these adhered to, understood and respected by the whole team (Khartoum, Geneina and Habilla)?

What is the Manager's perspective on cost-effectiveness? Are there estimates for cost per HH (obtain these) and what activities and components appeared most cost-effective and why?

What components of the project were less cost-effective and why?

How did the change in project design and the 6-month delay, staff changes etc. affect cost-effectiveness and delivery of inputs, training and activities?

Cross-cutting issues

How does the project ensure that it represents women, those with disabilities and other vulnerable groups?

How do local staff understand these issues? Is training provided or required? What are local staff skill sets in this regard before they are employed?

What processes are in place to ensure staff security?

Catholic Relief Service (and Save the Children Sweden)

General

What is the nature of your collaboration with HAI in West Darfur, Habilla etc. (forums, emergency planning committees, advocacy etc.)?

What are the cross-overs and differences between your spheres of works?

Rehabilitation and markets assessments and market development work – constraints and options?

The Older People Programme

What do you know about the HAI project and way of working in Habilla?

What do you think about it – constraints / strengths and relevance?

What might strengthen this kind of work?

HOUSEHOLD QUESTIONNAIRE

Identification of Household				
Name of Respondent _____				
Habilla / Gobe / Tawanj _____				
Name of Village _____				
Household Code				
	<table border="1"> <tr> <td></td> <td></td> <td></td> </tr> </table>			

To be completed by Interviewer	Date of Interview				
Name of Interviewer _____	Day <table border="1"><tr><td></td><td></td></tr></table>				
Signature _____	Month <table border="1"><tr><td></td><td></td></tr></table>				
Comments:	Year <table border="1"><tr><td>2</td><td>0</td><td>1</td><td></td></tr></table>	2	0	1	
2	0	1			

Introduction to interviewee

Hello, I am working for HelpAge International and we are visiting here to learn about the impact of the Sustaining Livelihoods for Vulnerable Older People Project. We want to know from people who have been involved in the project activities and also from some people who have not been involved so that we can learn for the future.

Section 1

	1.1 Gender	1.2 Age
About you (circle one)	m / f 0 / 1	50-59 0 60-69 1 70-79 2 80+ 3
1.3 Are there other older people in the HH? 1.4 What is their relationship to you (e.g. spouse)? 1. Spouse 2. Brother 3. Sister 4. Mother 5. Father 6. Other	Y / n 0 / 1	

Section 2

2.1 Are you aware of the Sustaining Livelihoods of Vulnerable Older People Project? (circle one)	y / n if no, go to Section 3 0 / 1
2.2 Have you or a HH member been involved in the project (a participant or recipient of inputs or training etc.).	y / n if no, go to Section 3 0 / 1

2.3) If you or a HH member was a recipient of poultry and poultry training complete....

2.3.1 how many birds received?		
2.3.2 was the training beneficial to you?	y / n 0 / 1	
2.3.3 If you have <u>sold</u> birds or eggs, what is the total estimated value over the period?		0-50 (0), 50-100 (1), 100-150 (2), 150-200 (3), 200-500 (4), 500-1000 (5), 1000+ (6)
2.3.4 if your HH <u>consumed</u> meat and eggs, what is the total estimated value over the period?		0-50 (0), 50-100 (1), 100-150 (2), 150-200 (3), 200-500 (4), 500-1000 (5), 1000+ (6)
2.3.5 how many birds do you have now?		0-5 (0), 5-10 (1), 10-15 (2), 15-25 (3), 25-35 (4), 35-50 (5), 50+ (6)
2.3.6 will you maintain poultry production this way in future?	y / n 0 / 1	if no, why not?
2.3.7 the contribution of the poultry to HH income was..	high / moderate / low 0 / 1 / 2	
2.3.8 the contribution of the poultry to HH diet & health was....	high / moderate / low 0 / 1 / 2	
2.3.9 did you receive training on risk reduction and planning (DRR) for poultry keeping	y / n 0 / 1	if yes, how useful? high / moderate / low 0 / 1 / 2

2.4.1 Have you or a HH member been supported by the project's Community Animal Health Workers? y / n
0 / 1

2.4.2 If so, how satisfied were you with their support?
high / moderate / low
0 / 1 / 2

2.4.3 Please explain your reason to the above _____

2.5 How many animals do you think were saved by the service of CAHWs ?
0 (0), 1/2 (1), 2/5 (2), 5/10 (3), 10+ (4).

2.6 If you or a HH member was a recipient of groundnut support (Gobe) complete....

2.6.1 How much cash support received?		200-300 (0), 300-400 (1), 400-500 (2), 500-600 (3), 600-700 (4), 700-800 (5), 800+ (6)
2.6.2 Did you receive tools? if yes, were they beneficial to you?	y/n 0 / 1	If no, why no?
2.6.3 Did you receive training?	y/n 0 / 1	
2.6.4 Was the training beneficial to you?	y/n 0 / 1	
2.6.5 How many bags did you receive?		1 bag, 1.5 bags 0 / 1
2.6.6 How many kg did you plant?		
2.6.7 When did you plant?		July 1-15 (0), July 15-31 (1), Aug 1-15 (2), Aug 15-31 (3).
2.6.8 How many bags did you harvest?		0-5 (0), 5-7 (1), 7-10 (2), 10-15 (3), 15-20 (4), 20+ (5).
2.6.9 What was your net financial benefit each season?		0-1000 (0), 1000-2000 (1), 2000-4000 (2), 4000+(3)
2.6.10 the contribution of groundnut to HH income was..	high / moderate / low 0 / 1 / 2	
2.6.11 the contribution of groundnut <u>processing</u> to HH income was...	high / moderate / low 0 / 1 / 2	
2.6.12 the contribution of the groundnut to HH diet & health was....	high / moderate / low 0 / 1 / 2	

2.6.13 what is the area of land under cultivation by your HH (in acres)?

2.6.14 2 years ago	
2.6.15 Today	
2.6.16 When did the change occur?	
2.6.17 What accounts for the difference?	

2.6.18 Have you or HH member been supported by the project community agriculture extension workers? Y/n 0/1

2.6.20 If so, how satisfied were you with their support? High/moderate/low 0/1/2

2.6.21 please explain your reason for the above:

2.7 Grants to small micro-enterprises (SMEs)

2.7.1 Have you or a HH member received a contribution towards a SME? y / n 0/1

2.7.2 was it for you alone or a group? 0/1 alone / group

2.7.3 What was received?

2.7.4 Did you receive related training (business planning etc.)? y / n 0/1/

2.7.5 What was your SME? _____

2.7.6 Is it profitable and functioning? y / n 0/1

2.7.7 If not, why not? _____

2.7.8 What has been the average monthly financial benefit to you since the SME started?

(0) Less than 100 SDG (1) 100-200 SDG (2) 200-300 SDG (3) 300-500 SDG (4) More than 500

2.7.9 The contribution of the SME to your HH income was high / moderate / low 0/1/2

2.8 Support to younger member of the HH

2.8.1 Have any younger HH members benefited from cash for work, or any employment via the project? y/n 0/1

2.8.2 How many

2.8.3 age

2.8.4 gender f/m 0/1

2.8.5 What was the nature of the activity and how long did it last ?

2.8.6 What was the total financial benefit derived by the HH?

Section 3

Income security and livelihoods context

For all respondents...

3.1 . Are you aware of the Crop Protection Committee? y /n 0 / 1

3.1.1 If yes, how useful is it? high / moderate / low 0 / 1 / 2

3.1.2 How could it be improved?

3.2.1 Are you aware of the Older People Committees? y /n 0 / 1

3.2.2 If yes, are you a member? y /n 0 / 1

3.2.3 Are you on the committee of 20? y /n/ 0 / 1

3.2.4 What kind of support have you received from your OPC (funding, loan, training, inputs etc.)? _____

3.2.5 What has this enabled you to do?

3.2.6 How do you rate the performance of the OPC? high / moderate / low 0 / 1 / 2

3.3. 1 Are you aware of the rehabilitated 'Wadi' crossings between Habilla and Gobe? y /n 0/1

3.3.2 If yes, how have these benefited you and your HH?

3.4

3.4.1 Has your situation become better / worse since 2011? 0 / 1

3.4.2 In general, has the contribution of older people in the HH increased, decreased, or stayed the same since 2011?

Somewhat increased / somewhat the same / Somewhat Decreased 0/1/2

3.4.3 Please explain the answer above

3.4.4 In the last 2 years:

Has your access to income- increased / remained the same / reduced 0/1/2

3.4.5 Has your access to food throughout the year - increased / remained the same / reduced 0/1/2

3.4.5a Have your skills, knowledge or confidence - increased / remained the same / reduced 0/1/2

3.4.6 Which organizations have helped you in the last 1 year?

3.4.7 Have you or any member of your household received relief food this year? Please specify which persons

For non-participants...

3.4.8 Have you learned or adopted anything from participating neighbours etc.? y / n **0/1**

3.4.9 If so, what? _____

3.4.10 Would you have liked to have been involved in the project? y / n 0/1

Annex 4 Semi-Structured Interview Responses

1. HAI Staff

1.1 Livelihoods Manager HAI (West Darfur)

FAO/Ministry of Agriculture are involved in the procurement of vaccine and animal husbandry practices are promoted by CAHWs and the vet doctor. Better treatment and vaccination will happen eventually. We have delivered 5000 TB treatment doses and there is a wider vaccination campaign for 50000 animals.

The project distributed 6000 poultry, 600 goats and 35 donkeys. Future benefits are not yet captured – especially in terms of goats, because the breeding process is ongoing and older people will reap the rewards in future. The bad season would have been worse without the groundnut intervention.

600 households are represented by 5 Agriculture workers (120 HHs each) and they organise visits to demonstration gardens. There are 3 OPCs in Habila, 2 in Tawanj and 2 in Gobe. They have bank accounts and receive financial training.

The two wadi crossings provide 103 cash for work slots at 60 SDG per day and the forecasted impact of the wadi rehabilitation is very high.

In the first season, expectations were very high, but the achievement is below average because of the poor rainfall.

There are 400 x \$133 grants provided against small business plans. The target is for HAI associated income or purchasing power to increase by 50%.

In Gobe, there are grinding mills run by two groups of 14 members. They were given training on management of the machine. Another group of 7 are receiving butchery training and a groundnut sheller is available to 100 beneficiaries.

He expressed doubts that goats should have featured under SME programming. It is a straightforward stocking intervention and the business training/planning was somewhat superfluous

Prospects

The HAI realignment process changed the original project design and most of the Sudanese staff have also changed from this period.

There was a detailed review of available options and livelihood activities that could work within a one year time frame were identified e.g. agricultural inputs and provision of goats.

In the case of West Darfur, he believes the early recovery concept can work and although instability is still high the HAI project has considerable resources to deploy, albeit over a short timeframe.

Because there is still some insecurity, everyone is trying to define whether we are in a recovery period or not. The language associated with assistance is changing to incorporate resilience, cash transfers and cash for work. There is a now a flow of commodities into the market.

With respect to general food distribution, he believes the allocation is very low and there appears to be fatigue in supporting the IDP camps.

In the case of agricultural inputs, he believes there is potential for the groundnut initiatives if drought resistant seed is given and this will be used in 2014 due to seed saving.

The HAI concept is to support households to help older people. Overall, there is a need to monitor IGAs beyond the life of the projects.

1.2 Finance Manager HAI (Khartoum)

OFDA is a high risk donor under HAI classification due to its strict policies i.e. funding can be withheld if procedures are not followed. Abdulla supports the programme team to formulate the budget and ensures that core costs are included and inflation is calculated. His role is to ensure that the support team human resource is covered i.e. management logistics, security, finance, human resources.

The monthly financial cycle requires that expenditure is shared with the team, checking for deviations, over spending and underspending and eligibility of expenditure. 10% overall variance is permitted and money can be shifted between budget lines.

The Finance Officer keeps an eye on advance requests from OFDA to keep funds flowing to the project. Devaluation has been a favourable factor - \$1 - 2.67 SDG Sept 2011 and \$1 - SDG 5.9 now. All actuals are in SDG and quotations are obtained from different vendors in line with OFDA procurement policy.

Resignations tended to come towards July 2013, when staff saw that the project was ending in 3 months time and they had to secure their future. HAI covered the gap through secondment of government staff. They were given consultancy for 3 months.

HAC approved the project on 25th Sept 2011 but the redesign took more than 4 months to get approval and work permits were not approved. In Sept 2012, HAI had to reapply for the technical agreement and it was approved in December 2012. Budget realignment with OFDA happened in April/June 2013.

WADI rehabilitation and poultry is supported via FAO /Government vaccine budget.

Positive: OFDA is transparent and cash requests are paid within 3 days.

Negative: Procurement is from local or US suppliers only (e.g. laptops) and it is not always easy to remember that clause during budget development, so costs may be underestimated. Timesheets are a challenge to administer when staff time is shared across other projects.

1.3 Agriculture Specialist (seconded to project from Ministry, July-Oct 2013)

His role is to supervise petty trade activities in Habila and Gobe, with emphasis on groundnut.

The CPCs are very active during cultivation and have helped to avoid damage to crops. They did their work well with the support received. They patrol all areas and are on standby to visit directly whilst destruction is occurring. Sometimes the animals that are doing the damage have strayed, they have been lost by the owners so we cannot immediately identify the owner. These animals are brought to a compound to be reclaimed. If pastoralists know the CPC is active they will keep away.

If we compare harvesting to 2012 which was a very good season, the yields are 50% lower this year for specific crops like millet and for sorghum less than 50%. With ground nuts it is hard to compare as the cultivation is so huge compared to 2012. Prices have doubled due to poor harvest.

In Gobe, they cultivate groundnut for the local market but without support they will reduce the cultivation area next year. The quality of land in Gobe is more suited to groundnut than the other locations.

The Ministry does not have the capacity to do this and there is no budget for training, advice etc. There are enough staff with knowledge and experience but they have no operational budget – there is absolute dependence on NGOs.

Group projects are not really beneficial, we should aim at individual support and individual IGAs. A grinding mill for 10 older people is not really viable. We need to distribute seeds very early before people consider having to buy.

His salary is low (3500 SDG and 3000 SDG after tax). The project period was short and started late – it has always been behind schedule.

2. Catholic Relief Services Staff

2.1 Head of Programmes CRS Sudan (Khartoum)

Coordination with peer NGOs consists of sharing data and using common sets of indicators. There are pockets of stability in Darfur which permit early recovery and West Darfur is one of these. The balance of the current agenda is towards early recovery but there is a constant need to straddle and revert back to the humanitarian setting if necessary.

CRS distributes the WFP distributes the food aid - in Habila the number is massive (about 100,000 people). They distribute a standard ration of cereal/pulse/vegetable oil/salt/sugar. Additionally there is a corn/soya blend for supplementary feeding – lactating mothers/under 5s. There has been 10 years of constant food distribution.

The preference of the populations is still to return to their villages but no service/security is a disincentive. There are seasonal returns of individuals for farming and then return to towns which is an indicator of a willingness to return to the land. There are two harvests a year - now including vegetables in June/July/August and staples.

OFDA is funding a transitional shelter project. DCPSF is concerned with farmer protection and migratory routes. CRS is also working on infrastructure: river crossings/veterinary pharmacies/slaughterhouses/market rehabilitation.

FAO ensures that there is no shortage of staple crop seeds - there is introduction of nutritious food seeds. There are seed multiplication efforts and seed fairs.

Markets are incredibly distorted by the free distribution of food aid which can also be used as seed.

There is a voucher scheme around the introduction of nutritious crops – mono-cropping is very prevalent.

With goats there is a solidarity - pass on scheme – although Thomas believes this is not an effective intervention.

2.2 CRS, Head of West Darfur Office (El Geneina)

As partners in the INGO forum CRS are very active sharing information and discussing constraints with HAI.

The forum meets twice a month to discuss security and programme issues. The forum is part of the FAO sector coordination.

The forum demarcates specific areas of intervention to avoid overlap and there is demarcation of beneficiaries too, as required.

CRS is now focussing more on enterprise and markets but integrating this with supporting production. Isaac believes the main constraints are lack of knowledge and equipment e.g. sesame, processing machinery for sesame. Isaac believes that HAI should also focus future support on processing technologies.

OFDA needs to keep prioritising the link from humanitarian to development but they need to provide evidence that this approach works.

There are older people in Habila that have become beggars. Older beggars were very noticeable but the HAI intervention seems to have reduced this.

2.3 CRS Staff Habila – Group Discussion.

CRS have been involved in a variety of work in Habila.

CRS were involved in supporting the Crop Protection Committees which they believe to have been an important achievement. The staff team also acknowledge the importance of the wadi crossing work and believe that there are still six remaining crossing points that must be established.

The CRS OFDA funded project is Taking Action to generate Development For Early Recovery Effort in Darfur (TAGEED). There is a larger peace-building project (SOAR) funded by DCPSF also operating in the area.

The CRS Livelihoods Programming is associated with support to agriculture, seeds, tools, vegetables and groundnuts.

CRS have worked alongside the Ministry and trained their staff on extension. There has been a policy shift at the Ministry of Animal Resources – from emergency to early recovery – which means there are less subsidies for vaccines and more interest in cost recovery.

CRS are also involved in irrigation and establishing wells along the wadi.

CRS coordinated a vaccination campaign for larger large animals with a Vet Doctor but they believe there is great potential for a poultry farm. However, the FAO vaccination programme currently does not cover poultry.

In the opinion of the CRS team, HAI should utilise veterinary staff. There is a straightforward procedure for FAO/Ministry to bring the vaccine for NGOs that procure it but it is necessary to have a qualified technical person in the NGO to requisition and handle the drugs otherwise it will not happen. HelpAge international has suffered from staff turn-over in their veterinary roles and a maybe the person seconded to the OFDA project from July-October from form the Ministry did not allocate sufficient time to procurement.

In the opinion of the CRS team, poultry are the least preferred choice of intervention by local people and if goats of a good breed can be secured this is much better option. The security situation in Habila, works against larger livestock interventions, however.

CRS distributes 102,000 WFP rations every month but this is down from a peak of 300 000 the WFP now increasingly focuses around project-focussed harvest and food for work initiatives. CRS believe that older people are the most impacted by this shift away from food provision as the standard ration for the vulnerable is down to one beneficiary per household and was reduced by half in 2012.

The team are convinced there will be food shortage due to the poor season but the resumption of larger scale food aid will depend upon government evaluations.

Many complaints have been received by CRS from older people. They complain to WFP that they are not given a ration card and WFP directs them to HAI. The issue has been raised many times at the WFP coordination meetings. The older IDPs that want to return need extra support. This was raised with UNHCR as older people register as returnees.

With respect to support to pastoralists, CRS are offering two vaccination campaigns, refresher training for CAHWs and drug points on migration routes. Other agencies targeting pastoralists here include INTERSOS who are working on seeded pastures.

There are peace building measures intended to address the policy priority of getting people back on to the land. At the very least, these require the allocation of seasonal capital (grants or loans) and the provision of shallow wells to encourage resettlement.

3. OFDA

Senior Humanitarian Adviser & Programme Officer OFDA (Khartoum)

Early Recovery needs to consider long-term thinking in the context of protracted emergencies. A proper contextual overview is necessary and the Feinstein Centre and ODI HPG (Non-State Actors) have recent papers on the Darfur situation. It is an assumption that in African society that elders are well taken care of and respected and so HAI needs to show evidence of their marginalisation.

It is a challenge mainstreaming older people issues in the large humanitarian agencies such as USAID/FAO/WFP – which are responsible for the Food Security and Livelihood Cluster in Sudan. Continuous lobbying in inter-agency meetings is required for a snowball effect and we need to consider what less emergency-orientated programming would look like.

4. FAO/West Darfur Agriculture Ministry – West Darfur HQ

The interviewees expressed their reservations over the potential of poultry support at the household level: *“for cultural reasons it will never take off as a viable business”*.

For disease control it is preferable to have a proper poultry production facility but there are no animal feed processing plants in West Darfur so the viability is questionable.

The group were concerned over the outbreak of the poultry disease and were uncertain that it was indeed Newcastle disease. There is a big similarity between diseases. The outbreak needs to be reported to the Ministry and then samples collected for scientific work.

SC asked whether HAI should be doing irrigated agriculture in future projects to reduce the risk of poor seasonal rainfall. Most of the IDPs do not have land along the wadi and so the constraint for irrigated agriculture is therefore accessibility to land for IDPs. Small gardening is viable but not larger areas like the ground nut cultivation in Gobe which would require major infrastructure and major reallocation of land along the wadi.

5. Governor and HAC Chairperson, Habila –

We are in a post-conflict context and in the development stage and so need the help of supportive organisations. HAI is providing a special effort on development.

The implementation of the wadi crossing, for instance, is a useful development effort and we need more like that. Further crossings are needed during the rainy season on the Geneina to Morne to Habila route. With respect to income generation activities, more capacity is required and citizens should be formed into groups with the emphasis on development, not relief.

The organisations currently working Habila are: CRS, Save the Children, Intersos, HelpAge and WFP/UNHCR. A lot of resources are deployed.

The most noticeable benefit is from the wadi crossing – people can get to the market and the hospital. The entire Habila locality benefits – urban and rural. All goods are coming from Geneina and Morne and costs will increase if the roads are impassable.

With respect to the situation of older people, they have received a lot of workshops and awareness-raising from a social and psychological perspective.

The support to the Crop Protection Committee in Gobe was implemented fully – we expect that support should come to Habila and Tawanj. Crop needs to be protected and this requires a committee with a vehicle, fuel etc.

Older people have not come directly to the authorities to request support as they have Zakir. People lack confidence to come and demand support directly. Older people do not complain even if they have real needs and culturally they believe it can shame their households if they are not able to cope. Older people are not expected to go and complain because the assumption is that everyone helps them as much as possible already.

In terms of new interventions, more bridges are needed on the routes and extra irrigation pumps are required as the deepest well is only 10 m. In the case of livestock under the project, the number of sheep and goat beneficiaries was not sufficient.

Overall impression - the quality of the implementation is good, the quantity of inputs needs to be increased.

Annex 5 FGD Feedback

1 Project Committees and Structures

1.1 Older Persons Association - Habila

Only seven members attended the FGD as the meeting clashed with market activities.

Context

The OPA is led by men and has only three female members. For religious reasons, women are not the leaders (female sheikhs, imams do not exist).

Under OFDA they have had workshops on Risk Management, Project Management, Livelihoods, Organisational Management and M&E. These were all rolled out to the OPCs in Habila, Tawanj and Gobe. Some members went to Geneina for workshops at the HAI office.

The OPA/OPC structure is given responsibility for a supervisory role in implementation and are involved in the distribution of project items and moneys, contributing to supervision. It is, however, a voluntary role.

The OPA/OPCs are partners of HAI and have the capacity to deal with the community on behalf of HAI. They also have the capacity to implement activities – the OPA has a bank account with 88K received from HAI to establish a loan revolving fund.

Negotiations have taken place in Gobe to discuss whether investment should be on a group or individual basis but no such meetings have taken place in Tawanj.

The MoU has conditions which the OPCs need to understand – especially with respect to operational principals of the loans from revolving funds.

The process going forwards is dependent on the budget being made available for capacity building - HAI is responsible for this. For the OPA to become acknowledged as a CBO or NGO a particular process is required (an office, a logo etc.) and the government may then grant their registration.

The OPA have a plan to build an office (land has been allocated) and a plan is being formulated with other local organisations to give them resources for furniture and equipment.

Overview of project activities

The goats provided locally to the community were too young when they were received and were given without male goats. The FGD group believe that two female goats cannot provide a benefit in the short term.

With respect to poultry, the trader who provided the birds failed to provide healthy stock. The group believe that all project activities were successful expect the poultry component. More than 50% of the birds that were distributed died. They were still young at the time of distribution.

Poultry implementation needed more careful planning and beneficiaries need direct training. A budget of 30 SDG per bird was insufficient to buy a decent hen due to inflation

and delays in implementation mean that budgets needed to be revised accordingly. Pest control and vaccination need extra attention to reduce the risk associated with the various livelihood interventions.

The OPA did carry out awareness campaigns on hygiene and poultry shelter. More veterinary staff would have helped and birds could have been kept in high density units for disease prevention and protection.

More traders could have been given capital in the form of millet/groundnuts to get them into the market. This was a successful intervention. The OPA believe that the market can accommodate more traders and that the market is not saturated or limited.

Groundnuts would be good for the Habila area. The seed for the Gobe groundnut activities was bought from Kordofan but the OPA believe it would have been better to buy locally as the prices are lower and the local economy would have benefited.

In Gobe, the farmers were given about 800 SDG. OPA provided monitors to check if people were really being hired and to see that the older people's carers really received associated income.

The group say they need a new programme for shelter - to improve or build houses using Stabilised Soil Blocks. They also believe that extra workshops to the OPA and OPCs would increase their capacity to conduct their own projects. A small tractor would be very beneficial to the OPA.

The group stated that the market economy is very unstable and implementation has to come quickly and predictably to avoid problem of rapid changes in costs.

The OPA was not invited to participate in the design of the new HAI OFDA project.

1.2 Older Persons Committee - Tawanj

Most households sent a family member to represent them citing infirmity – difficulty of travel.

Twenty two participants:

Male: 57, 32, 58, 37, 60, 41, 27, 34, 30, 30, 25, 38, 25, 38, 25, 26, 59, 30, 38, 30, 30, 18

Female: 30, 18

Context

The OPC was formed in May 2013. Nine sheiks and 5 leaders of nomads were called and briefed on the need for a committee.

There are 40 members on the committee. Some active youth have been called to work on the committee to help the older people. IDPs in a separate part of the village are also represented. Prior to this, there was a reconciliation committee organised by the NGO INTERSOS in 2007, focussing on awareness (it supports reconciliation and it starts its work when there is a problem).

The OPC meets regularly every week although it is quite new. The groups said that without external support they will try to continue. For example, they will organise *nefeer* – e.g. build a hut or go to a farm to do voluntary labour for an older person. When an older person has a problem of illness they will appeal for outside help – if this is not forthcoming they will arrange a collection of small contributions around the village. For hunger cases they will provide a 2kg bag of millet/sorghum.

The committee has received hats and t-shirts for USAID visibility. There have been six training meetings for the committee:

- 1) How to treat older people
- 2) How to select beneficiaries for IGAs
- 3) Planning for capital investment

The loan fund has not yet been provided but they have been promised support with funds to help businesses. The Savings Group has saved about 2000 SDG and they are now waiting for the corresponding loans from HAI.

There is no explanation or understanding of why this promised loan fund is not forthcoming. It is a revolving fund for members to obtain loans.

They need tractors to help them on the land and capital to trade in different sectors of the market. No tools or seeds are available for winter season production.

They believe that there should be a plan from the government/UN/NGOs for the hungry months – distribution of food, clothes, blankets etc.

Issues raised by the OPC during the FGD:

- There is a lack of water – hand pumps are needed.
- The school has 8 classes which is not sufficient for all the children.
- There is no fencing and no store.
- Health – there is a clinic but no medicines.
- There is no youth centre for recreation or vocational training – carpentry or masonry would be useful.

- Literacy classes in Arabic are needed for the elderly.
- Donkey carts would help for garbage collection to clean the village environment.
- There is a food shortage due to the poor season.
- There is need for continuing support for the OPC to work better.
- There is need for capital for investments.
- Land – pumps are needed to irrigate for cash crops to support elders.
- Donkeys and tools for transportation and cultivation would be very useful.

The FGD participants believe that the situation of older people has improved. The goat programme has been particularly useful and has increased the availability of milk.

It will be the responsibility of the OPC to bring additional fodder when needed - grasses will be finished but will return again in March. The rain started on time but there was a dry gap in the middle - the fodder and pasture was sufficient but crops were badly affected.

The participants identified a need for a centre for women – they need training to increase their participation in the community. They could be provided with a grinder machine to make flour.

In the main village of 700 households, there are 175 women and 60 men over the age of 70.

With respect to the 300 nomad households, there are less than 40 persons over the age of 70.

Women are the most vulnerable – they are weaker because men go to market and eat meat on market days. Women endure life-long problems due to poor nutrition.

Infirmity can be due to being an older disabled person, or due to sheer old age. HAI conducted an eye campaign and those in need were provided surgery.

OPCs are currently used to house workshops. The young people are on the committee to receive information to advise the older people in their HHs on dietary issues and not missing meals etc.

The groups stated that extra raw materials for handicrafts and inputs such as blankets and carpets for warmth would help older people (very cold at night and early morning).

The group asked whether HAI could open an office in Tawanj.

1.3 Crop Protection Committee – Gobe

The FGD was attended by males from 32 to 65 years (CPC members must be male and able-bodied to conduct this work as it highly physical and potentially dangerous).

Context

These committees are not new - committees for crop protection and reconciliation exist in most villages - but HAI has activated this committee recently. It was founded 18 years ago to meet the following guidelines: avoidance of cropping in pastoralist grazing areas and migration routes; watering places to be provided for animals and; awareness of pastoralists and sensitivity to grazing near farms.

The time frame for protection is from July onwards when members go to the community leaders to play drums and start touring the area. HAI support includes sugar, tea, fuel, millet and sorghum for committee members and their donkeys. Awareness workshops were held for farmers and for nomads

Status

The CPC is active and all livelihoods groups and tribes are represented. Transiting nomads have kinsmen settled in Gobe who responsible for their representation and conduct.

Gobe is a model mixed community which has been like this for a long time and it is now difficult to differentiate between farmers and pastoralists.

The CPC has a linkage with the police and army (the Joint Sudan/Chad Border Force). The CPC give prior information on their tours and get support from the police. The CPC also has a link with the higher level committee in Habila and they can transfer problems to Habila if they are serious.

The area to be patrolled is so large that they have sub-committees to keep control in normal times. This season there was crop destruction on three farms. Compensation was arranged but the farmer forgave the pastoralist as it is honourable not to take compensation as a guarantee of future good relations. The CPC also succeeded in heading-off a large herd of cattle coming towards the cultivated area.

The project has a 50+ beneficiary group – *“this was the project that was brought to us and we can’t change that, even though the youth have their needs”*. The youth have the energy to do this work and older people cannot do the patrolling work.

The FGD participants believe that if they have older people in the household, this brings benefits to younger people in the household: *“Older people are teaching the youth to replace them - to be wise and learn peaceful methods”*.

The Gobe area is very wide but they now have the ability to cover the entire area. However, because it is voluntary work, it is difficult to motivate without external support. They do not have a vehicle but move from place to place on foot, donkey or horse. The fuel allowance is for use when the police go with them.

Prospects

They believe they need an IGA to help the committee sustain itself e.g. a ground nut cleaner, oil machine or millet machine. The CPC requested motorbikes for transport.

Overview of project activities

70% of families are not food secure until next season. Seed and money was received in July. They believe it would have been better to receive this in May-June so that they can be better prepared for the season. Ploughs are being kept for use next season.

2. Poultry – Habila

Seventeen participants:

Male: 65, 78, 90, 80, 65

Female: 60, 60, 92, 80, 81, 61, 85, 67, 87, 90, 82, 60

Context

The intervention started in April 2013 and people were informed via the sheikh. They came and registered with their fingerprints and were informed of the project.

They were each given 10 hens, between 2 and 4 months old and CAHWs have followed up on feed, hygiene, disease prevention.

300 cages were also provided, priority was given to those who had accumulated more than 15 birds.

HAI also provided a yellow powder and 7-day course on how to use it in the prevention of Newcastle Disease.

They work individually and there is no group activity.

Sometimes here in the Older Peoples Centre we discuss husbandry problems – local life, the marketing of chickens, prices and how to sell.

Status

The hens are widely appreciated: *“nobody helps me except the hens, I depend on them totally”, “It is useful, but we need more”*.

The main constraint is Newcastle disease and young hens under one month all tend to die. The participants all provide supplementary feeding with sorghum and wheat grains but the cost is unclear as they buy the food for their own consumption and give some of this to the chickens. Approximately 16 pounds a month is required for this feed. There is no cost for medicines as unfortunately they are not available.

The existing poultry stock is variable across the group: one woman has 20 chickens, one woman is down to 5, one man has more than 20, one man has built up 18, another woman has 20 but one woman has not benefited as she remains with just 2 hens.

There appears to be no strategy for stabilisation – they want to accumulate as many birds as possible and they will sell hens when they have grown. The eggs are all kept to hatch - eggs are not used for food or sale.

The sale price of a hen is 25- 30 or 35 SDG according to the size. Each month they sell one or two.

Their strategy is to trade up to goats if they sell enough chickens.

If the hen business is successful enough they will transfer their assets to other animals (goat, sheep or donkey according to the needs of the family).

They have some traditional remedies – red pepper and hibiscus – to try to cure disease.

Relevance and impact

The income associated with poultry sales is used for:

- 1) children's school fees, pens, pencils, books
- 2) vulnerable people in the HH – *"we sell hens and spend according to their need"*.
- 3) orphans to be fed and clothed.

One participant used the income for medicine (he had an accident carrying water). Unfortunately, one woman had to sell all her hens to provide food for orphans under her care and pay for her daughter in hospital. Now she is going hungry. One male participant said his wife manages the poultry, a widower stated that he managed the poultry on his own.

The group believe that any poultry project must provide vaccination.

They believe that goats and sheep are *"better than hens"*. They consider there to be too many risks associated with poultry (disease and loss to wild cats). The group believe that sheep would be more productive.

In summary, the group believe that poultry have contributed to general HH costs associated with education etc. but provide a minor contribution overall. The group require more income for education-related costs.

3. Groundnuts - Gobe

Fifteen participants:

Female: 70, 55, 52, 65, 60, 67, 60, 56, 60, 57 (representing 90 year-old).

Male: 55, 68, 78, 76, 90.

Context

In the first instance, HAI met the community from May-June 2013 and consulted the Firsha (local name for community leader). They were briefed on the groundnuts programme and the number of beneficiaries. They met to agree the selection criteria for the older and most vulnerable e.g. extreme age, illness, widow, frailty or a large number of dependents in the HH.

There is a Host Community with IDP returnees. There are also pastoralists who have been settled for more than 20 years – they are farmers and they received groundnuts too. The IDPs represent 20% of the village population.

Previously, WFP gave food rations but this stopped 2 years ago. INTERSOS have a CHF project working with the Reconciliation Committee which had a component on shelter for older people.

There was no explanation as to why food distribution was stopped. The firsha visited WFP to ask and were told that activities are now targeting development.

The groundnut activity was prominent locally. Each family was given 1.5 sacks of groundnuts and training was provided along with three tranches of money to each farmer (247-247-335 SDG). Land preparation was supported via money to all beneficiaries to cover family or hired labour food for the elders.

IDPs without land hired 1.25 Fedan at 100 SDG per season which was enough to sow 16 kora (1 kora = 2.5kg). Twelve kora of ground nuts were supplied per HH.

Harvests were dependent on the type of soil and the shortage of rain. Sandy soils harvested more and mud/clay soils harvested less (lack of water).

The poor harvest was still beneficial, however. 15 sacks represented a good harvest for that season and even the lowest harvest was 4 sacks. The FGD participants believe that in a good season up to 25 sacks is possible from the same amount of seed.

The majority sell groundnuts to buy food for the HH. They also exchange groundnuts for cooking oil but generally do not make their own oil (some farmers did produce oil for sale).

Income derived from groundnuts were used according to household priorities – clothes, school fees, koranic studies etc. The main benefit is increased household food supply.

In the past they cultivated by hand sowing but are now using donkeys and horses for ploughing (hiring and borrowing donkeys). Ploughs were also donated to groups of three recipients.

In the absence of another intervention, they have kept some seed for next season. They can cultivate from saved seed and organised the protection themselves.

They say the OPC has improved the social fabric – the village came together for the beneficiary selection. They all sit together and they organise *nefeer* (voluntary collective labour) for cultivation support. They plan to start earlier and extend cultivation next season. The community agriculture workers provided linkage with organisations and they encouraged all to cultivate. They demanded a contribution from local authorities (zakir) which was used to buy seeds.

The Ministry supported them with sorghum and dura seed but, at 1 kora per person, it is a minimal amount.

The group are thankful for the HAI intervention. It helped older people and their families. The intervention needs to be continued and not stopped and the OPC requires more training.

They believe that there is a need for an Older People's Centre like this one ("*We are meeting in the Habila Centre*"). The centre should be for handicrafts production and to socialise – "*We are lonely in the house*".

Water sources need to be increased.

There are more 75+ women than men, but they face the same problems – not enough energy for cultivation. A tractor would help if it could be shared.

The local traders' prices for groundnuts is too low. For instance, one jerry can of oil is worth 200 SDG and it takes 50 kora of groundnuts to make 1 jerry can. This year it required 60 kora due to the small size of the groundnuts.

4.1 SME – Habila

Nineteen participants:

Female: 92,65, 70, 62, 75, 62, 90, 80, 82, 60, 52, 90, 72, 79, 60

Male: 90, 90, 82, 90

Context

At the end of March 2013 people were classified into groups and then they received the support.

HAI procured then distributed goats, donkeys and carts (shared by 4 people), wheelbarrows (used by children to transport produce in the market), groundnuts and sorghum (as trading stock).

Allocation depended on the preference of each beneficiary. The donkey and carts are shared but all other activities are individual enterprises.

The groundnut inputs have not been successful – although some was cultivated, sold or consumed nothing is now left.

The wheelbarrow inputs have been very popular and successful and are used by many at the market. They have allowed children to make an income through transporting produce and goods.

The sorghum has developed financial capital via buying and selling.

The goats have not yet produced a significant impact (goats are growing or ready to deliver).

One participant was given two large sacks of groundnuts for oil production and trading – there are minimal risks associated with this according to the group. Another man sold all his groundnuts in the market and transferred his income to his tailoring business.

HAI has visited everyone to view implementation and advise. Goat owners were visited by the CAHW.

The OPC received training from HelpAge in monitoring. This has allowed them to review the status of the groups and older people and to report back. Workshop for beneficiaries include advice on business management.

The OPC has not been considered active in following up on the progress of the businesses.

The wheelbarrow business can generate 50 SDG a week per family after all needs are covered.

The donkey/cart business can generate 100 SDG a week per family after all needs are covered.

In future, they expect greater runs from the goat stock and the mill – but they will have to wait for this.

All expect their business to increase in future. They believe that saving is the key – to buy another wheelbarrow and expand the business etc. The donkey cart group saving scheme is working to improve the business.

One trader of crops in the market who was given groundnuts/millet as capital, said that trade keeps increasing and that he was “*just a farmer*” before these inputs.

The participants believe that the goats will become profitable in the near future. The goats are still young but great benefits are expected – 300/350 SDG is the selling price. The problem is that the goats distributed were too young and there is too much associated risk. There is no disease problem but kids were still-born.

The group stated that education of children is a priority.

Summary:

- 1) The group believe the number of goats provided should be increased.
- 2) The group will suffer a large hunger gap because the season was so bad.
- 3) The group believe some sheep could be included in the inputs although they are more expensive.
- 4) The donkey cart activity requires the owners to reserve money for maintenance.
- 5) Traders need more capital to increase their businesses, loans could be provided.

4.2 SME – Tawanj

The discussion was attended by a group of 16 participants from Tawanj - the criteria for FGD selection could not be followed and there was a mixture of older and younger people including three women.

Context

SME activities started in June 2013. The beneficiaries were selected at a meeting with community leaders and the criterion was vulnerability. Traders were identified by HelpAge to supply the inputs, the distribution was supervised by the OPC .

Inputs include: a millet machine (14 beneficiaries); a groundnut oil machine (14 beneficiaries); goats supplied on an individual basis and; butcher shop and butchery skills (7 beneficiaries).

Status

The millet machine has broken down and spare parts are being sought. The machine was providing 700 SDG per month between the 14 beneficiaries. 350 SDG is kept in reserve. The machine was operating July–November and they have a paid employee to manage it. The profits are used to buy food.

Groundnut production is low so there is not much demand for the machine but they are expecting to use it from October to May. The monthly profit so far is 850 SDG – 50% is in collective savings. They will continue as it is the only groundnut machine in the area and there is no competition. The rest of the profit is used for household food purchases for the older persons.

They actually prefer to work in a group – there is a guarantee of continuity as an individual could use the savings for an unproductive purpose and lose them.

A group of 7 was given butchery equipment and 2 oxen worth 3000 SDG. The butcher is hired and the monthly profit is 1200 SDG. A lot of money is saved to be re-invested and some is reserved for spare parts. The surplus after that is used for household food and clothes.

One of the participants received two goats and he now owns six. He has had to spend a lot of his income on his own medical care. The goats mean that children in the HH have milk in the mornings and there is cash if the family need something urgently.

Another man also received two goats and now has three after breeding. He secured 350 SDG from the sale of one and uses their milk for HH consumption. One man who received two goats has bred three others and secured 150 SDG from the sale of one animal.

The group believe that the improved security situation has helped maintain the goat stock and they believe that goat husbandry has great promise.

The group suggested that the input should be much higher i.e. 600 beneficiaries should receive 2 goats. However, the intervention covered only 140 households out of 700. The nearby nomad settlement represents another 300 HHs. The only problem with goats can be a seasonal lack of grazing due to drought and a lack of veterinary medicines.

The participants believed that the youth should be represented in addition to elders.

Annex 6

Case study of poultry procurement - the constraints to efficient delivery

Poultry was intended to be given in February and March 2013 but there was a disease outbreak in Habila. The Ministry of Animal Resources suspected Newcastle's disease. One requirement of the poultry suppliers was a 24 hour incubation period during which time the supplier would be liable for any losses. The result was that the suppliers did not come forward during this period due to a fear of losses. HAI staff requested a confirmation letter from the Ministry that the outbreak was over and this was received in April. The distribution of 10 hens to 600 beneficiaries took place in April/May, with contracts to a total of 9 suppliers passing through the incubation process, whereby under the conditions of their contract they allowed the HelpAge veterinary officer to observe the birds for 24 hours before purchase.

Nevertheless, it is estimated that 20-30% of the hens died within the first month either due to carrying the disease already or becoming infected by remaining traces of the disease in Habila. These losses could almost certainly have been prevented by vaccination prior to distribution but there was no provision for this in the project budget. The budget was being realigned at this time and \$4000 for vaccination was approved in June. A further delay of a month was caused by consultations on OFDA guidelines that project moneys cannot be used for purchase of pharmaceuticals without permission from Washington D.C. At the end of June the project team attempted to procure the vaccine. The FAO and State Ministry of Animal Resources were contacted, with FAO confirming that they are bound by Ministry protocol and were unable to procure the vaccine. In August the Ministry seconded a veterinary officer to the project to replace the project veterinary officer who resigned in July, and attempts to procure the vaccine resumed. The Ministry requested a formal communication requesting the vaccine, but in October the whole process lapsed as the ministry personnel did not forward any quotation for the price of the vaccine during the project period. Only one company in Sudan is mandated to produce this vaccine with a grant from the ICRC. The terms of this grant stipulate that the vaccines will be distributed through Ministry channels and therefore it was not possible for HAI to procure the vaccines directly from the manufacturer. The poultry beneficiaries of the project are therefore exposed and vulnerable to further outbreaks of Newcastle's disease in future.

Annex 7 - HelpAge Management response to evaluation findings

<p><i>Incorporating a livelihoods approach</i></p> <p>The Programme of Integrated Livelihoods and Recovery (PILAR) usefully attempts to combine support to human capital, markets and productive natural resources. The components of PILAR are cross-cutting but essentially address human capital and skills development. PILAR should allow a more holistic approach to reducing vulnerability in future programming because, in addition to new skills or natural assets secured by the individual or group, it acknowledges the role of markets, infrastructure and institutions in making those assets useable and relevant. HelpAge acknowledge that widening the range of activities makes funding and management more complex with a greater number of potential partners and there are indications that the various components may have to be supported by a set of donors rather than a single source (e.g. education, markets, and natural resource sector activities).</p>	<p>Accepted</p>	
<p><i>Log-frame design and monitoring</i></p> <p>Programme design and presentation via a single master log-frame would probably improve the strategic focus and understanding of the programme objectives across the organisation. Currently the indicators are presented as a combination of USAID (generic) and HelpAge targets. Donor and HelpAge indicators should be consolidated in some way and made SMART (specific, measurable, attainable, relevant and time-bound). The USAID indicators, in particular, could be un-packed and explored during the baseline period so that, for instance, the meaning of “<i>Number of people <u>benefiting</u> from livestock activities</i>” (emphasis added) is defined with reference to local examples or proxies.</p> <p>The baseline survey placed great emphasis on the technical feasibility of a central poultry enterprise and although the study provided some supporting context on the social and economic background in the location, this information was not directly relevant to the objective and indicators of the programme. A log-frame approach to programme design may have helped frame the scope of the baseline study so that it would have been less concerned with proposed activities and more focused on analysing and quantifying the specific conditions of the target groups.</p> <p>The monthly and quarterly reports provide good narrative and qualitative updates on progress, especially with respect to delivery. A forward-looking section in the summary would encourage reflection of the constraints and performance and help</p>	<p>Accepted</p>	

<p>outline plans to overcome obstacles in the following months. Monitoring was focussed on the disbursement of inputs from the project side, but ideally the project should track the status and application of those inputs using the existing staff and structures such as the OPCs (e.g. how do groundnut HHs utilise cash inputs?).</p>		
<p>Addressing logistical constraints The timely delivery of project activities and quality monitoring and reporting is contingent on the efficient deployment of staff to the field locations. Ideally, there should be a detailed review on the issue of work and travel permits for expatriate staff and ways to avoid delays or refused travel. Due to these constraints, five monitoring formats especially developed for the project were not fully applied.</p>	<p>Accepted with qualification</p>	<p>The external constraints faced by INGOs in securing travel permits are a serious one. The issue of visas and permits is unfortunately beyond the influence of HelpAge as it is government controlled. HelpAge will continue to strengthen relationships with the Humanitarian Aid Commission at different levels and under the auspices of the INGO forum will continue to lobby for more supportive policies in securing travel and work permits for expatriates. HelpAge will also look at alternative ways to ensure that adequate monitoring information is collected in our programmes when expatriates do not have access to the field.</p>
<p>Advocacy It should be possible to develop a strong evidence-based case on the vulnerability of older people in the Habila area. This evaluation revealed the important inter-generational benefits associated with support to the older HH members, including their support to vulnerable children and grandchildren.</p> <p>This type of evidence could be utilised to develop policy advocacy documents, promoting additional support from government agencies and donors. The HelpAge model for livelihoods development with older people is novel and should be widely disseminated within Sudan</p> <p>In the coming months, a strong presence will be needed to lobby for timely assessments of the food security situation and the OPCs could be provided with evidence and lobbying skills to help secure their proper allocation of food cards for vulnerable older persons.</p>	<p>Accepted with qualification</p>	<p>It is true that the project gives opportunity for us to build more advocacy and lobbying actions for more support to vulnerable households based on what is working well. However the environment remains hostile for any meaningful engagements in addressing the underlying causes of their vulnerability. In 2014, HelpAge will increase its lobbying to UN and humanitarian actors to integrate aging in their emergency livelihoods and food security responses.</p>

<p><i>Risk reduction</i> HelpAge should explore minimising risks associated with agricultural interventions. The poultry impacts are constrained by the risk of disease and this affects the confidence of the participants. In this case, a comprehensive vaccination programme may be required. In the case of cultivation, HelpAge may need to explore activities that can ameliorate the impact of poor rains, perhaps including activities to establish community wells or homestead irrigation.</p>	<p>Accepted with qualification</p>	<p>During the implementation of the project, HelpAge had come to an understanding that FAO was to assist with the poultry vaccinations and animal treatment. Unfortunately they had difficulties in securing the vaccines hence the delays in vaccinations. HelpAge will continue to coordinate with other stakeholders and lobby the government for more resources towards veterinary services.</p> <p>Efforts will be made in collaboration with other partners in finding alternatives to dependency on rain fed agriculture as a way of mitigating the impacts of drought. However such efforts will need more time and resources beyond the current short term humanitarian projects for irrigation to be done at a scale that can bring meaningful impact.</p>
<p><i>Promoting PILAR and livelihoods development to local and secondary stakeholders</i> HelpAge should work to ensure that all stakeholders understand the Market Infrastructure Rehabilitation activities are just one component of a broad portfolio of activities to support livelihoods development. These activities receive broad public and political support but projects need to re-iterate to government and NGO stakeholders the link between these interventions and the wellbeing of their key target group. In other words, local stakeholders need to be fully aware of how project activities are inter-related.</p>	<p>Accepted</p>	
<p><i>Reviewing the targeting strategy</i> Additional support could be provided to households with more than one older person and consideration could be given to having more than one direct beneficiary per household in such cases.</p>	<p>Accepted</p>	

<p><i>Building resilience in project structures</i></p> <p>HelpAge must be realistic with respect to the future potential of the OPA and OPCs outside the project context. Capacity building of OPCs will be problematic under short livelihoods development projects. Developing the autonomy and resilience of these structures would require longer-term facilitation where project activities extend beyond the delivery of pre-defined activities and move towards supporting linkage between these structures and the permanent private and government stakeholders in order to support their own enterprises. This would require new skills and approaches to monitoring within local teams so that the quality of the links to markets and service providers is tracked and supported. Obviously, this is more realistic within a longer-term programme of development and engagement, rather than a series of short projects.</p> <p>Older People’s Centres are a source of psycho-social well-being highly valued by project participants, reducing isolation and loneliness, and each intervention area in future should try to provide an accessible Older People’s Centre.</p>	<p>Accepted with Qualification</p>	<p>As noted in the recommendation, building long term capacity of OPAs will demand more time and resources beyond the scope of the project which will also be dependent on availability of funds for multi-year projects. While we try to secure longer term funding, HelpAge will continue to utilise the restrictive short term funding resources it has in building the capacity of the OPA and hopefully the cumulative effect of these efforts will pay off. Furthermore, it has to be noted that OPCs and OPAs also play a more immediate role in each of the projects they are involved in, therefore it is essential that funds are also channelled to build their capacity even in short term projects.</p>
<p><i>Maximising impact via SMEs</i></p> <p>In any potential future project funded by OFDA, support to livestock and agricultural interventions should continue with a focus on building household assets for basic food and income security. Work on small and medium enterprises should be expanded on the basis of the successful experiences supporting individuals and groups with assets, capital and business planning for market trading, wheelbarrows, donkeys and carts and the agro-processing machinery. These assets appear resilient, provide reliable income and are less vulnerable to shocks.</p>	<p>Accepted</p>	
<p><i>Prioritizing activities with respect to performance and cost</i></p> <p>The project activities represented well the varied socio-economic roles and skills of men and women in the area. Women reported improved tangible benefits from homestead poultry activities and goat husbandry whereas men were often better-placed to exploit physical SME and market-based activities such as trading, for instance. When performance is viewed in relation to cost, however, it does appear that the agricultural activities need refining in future projects. Although both men</p>	<p>Rejected</p>	<p>Crop production and animal husbandry are the key livelihoods activities in Habila. Groundnut production remains a key crop as it is the second highest grown crop in the area. Its use as a food and market crop is highly valued. The fact that the current year was hit by a drought does not mean that the same will happen every other year. HelpAge will continue working with</p>

<p>and women benefited from the groundnut activities, the external risks remain high and may not merit such a focus of project time and resources. HelpAge should explore the performance of this component with the Ministry of Agriculture and other local partners before committing equivalent resources in future.</p>		<p>small holder farmers, the Ministry of Agriculture and other stakeholders in promoting varieties which will adapt to the changing climatic conditions.</p> <p>Furthermore, to minimise the risk associated with failure of some components of the programme and the impact on the achievement of the objectives, in future we will endeavour to support HH with more than one intervention (eg agricultural and SME) to rebuild their assets. In the event of failure of one of the intervention, beneficiaries will still have a chance to improve their food security situation with the other.</p>
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